

**AN EVALUATION OF THE NATURE AND EXTENT OF
ALIGNMENT BETWEEN THE STRATEGIC
PERFORMANCE PLANS OF SELECTED EASTERN
CAPE PROVINCIAL GOVERNMENT DEPARTMENTS
AND THE PROVINCIAL GROWTH AND
DEVELOPMENT PLAN: 2004-2014**

By

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DECLARATION

I, Sijekula Larrington Mbanga, hereby declare that the work in this Thesis,

“An evaluation of the nature and extent of alignment between the strategic performance plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan: 2004-2014,”

is my own original work; all sources used or referred to have been documented and recognised; and this Thesis has not previously, in its entirety or in part, been submitted at any other recognised university or educational institution for a degree.

Signature:

Date:

DEDICATION

This thesis is dedicated to my wife, Buyelwa, whose support has been constant throughout my professional and academic endeavours. She has remained a friend, sister, soul-mate, partner, personal ‘attorney’ and counselor. In instances where I was almost falling short of being a father to my children, she immediately came to my assistance. She continued to be an elder brother to my siblings, when I could not. When community demands were placed upon me, and I could feel that the social pressure was mounting she would always come in handy to cushion the negative impact on my studies, and assist to safeguard the integrity of the family name, at the same time.



(Photo taken: 15th Wedding Anniversary)

“Lingaphezulu nakwikorale ixabiso lakhe,
Ikhholose ngaye intliziyo yendoda yakhe,
Ayisayi kuswela nto.”

(Proverbs 31: 10 -11)

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ABSTRACT

One of the key challenges that continue to confront governments, worldwide, with regard to development management, other than the obvious limited resources to meet the overwhelming and competing needs of the constituencies, is the efficiency and effectiveness of the state machinery. Within state machinery itself the major issue that is viewed as a primary shortcoming is the process of translating sound development policies into implementable programmes and projects. Within the processes of policy implementation the key weaknesses appear to lie on planning processes. As such, governments continue to cite poor alignment between policies, plans and priorities across various spheres of government, a challenge that manifests itself in a lack of integrated service delivery, duplication in application of resources and efforts, lack of sustainability of development initiatives, slow pace and poor quality of services provided to communities.

This study was aimed at evaluating the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan (PGDP): 2004-2014. The main objectives of the study were to gain insight into the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the PGDP objectives, indicators and targets; identify the new service delivery mechanisms, policies, procedures and change management plans that have been introduced, if any, to ensure the successful implementation of the PGDP programmes; and identify risks and challenges that pose a threat to the successful implementation of the PGDP programmes and provide preliminary risk response strategies.

Of paramount importance is that this study was not limited to assessing the nature and extent of harmony or strategic fit between a macro-provincial

plan, known as the PGDP, and sector specific plans, called Strategic Performance Plans, but it sought to determine the bases of alignment, where it exists, and sources of misalignment where planning disjuncture are found. To this end, the study was intended to generate a conceptual framework for assessing alignment of plans within public institutions across all levels of government.

Ten provincial government departments drawn from the four provincial administrative clusters that feed their work into, and hence accountable to various Cabinet Committees and, ultimately, Cabinet, participated in the study. Key issues that emerged, and remained unresolved, during the direct engagement of provincial government departments were consolidated and verified, later on, with the public entity that supports the Office of the Premier on matters of macro-policy and strategy development and socio-economic research, known as the Eastern Cape Socio Economic and Consultative Council (ECSECC).

This study followed a qualitative research methodology approach. Strategic Performance Plans of selected provincial government departments were analysed to establish linkages with the PGDP. A standard Alignment Evaluation Matrix was utilized to provide the results of content analysis of departmental plans. This Matrix was developed based on extensive literature study conducted that yielded a working Strategic Planning Alignment Model. The results of analysis of departmental plans and the key features of the Planning Alignment Model formed the basis of engagement of selected government departments during field study. Managers and officials working in components such as Strategic Planning, Monitoring and Evaluation, Special Programmes, infrastructure Planning, Demand Management and Research, Budget Planning and Control, Municipal Support, Geographic Information Systems and Spatial Planning, participated in the focus group discussions.

This study revealed both positive and negative factors on how provincial government departments have, over time, attempted to give effect to the intentions of the Provincial Growth and Development Plan; 2004-2014.

Firstly, the study demonstrated that the PGDP was viewed in the same light as any other planning framework generated at national and local government level, with its priorities and targets found in the same basket of policy issues that are competing for limited resources.

Secondly, it was found that the PGDP has, over time, degenerated in terms of its strategic significance in the planning environment, with new priorities that have emerged at a national government level securing more attention of politicians and senior administrators at the detriment of the PGDP intentions. Political championing of the PGDP was viewed as having dwindled from one term of government to the next. As such, the PGDP was not found to be having the level of significance and traction that the regionalist-planning paradigm is beginning to suggest within the global policy development discourse.

Thirdly, the study revealed that while plans of selected government departments had a sound articulation of the PGDP goals, this did not translate into well-costed operational plans with clear targets and timelines that link to the 2014 targets. Organisational structures and service delivery models of the selected government departments had not fundamentally changed since the PGDP was introduced in the Province. Incremental changes to departmental processes have been seen since the PGDP came into effect. The changes were more influenced by new priorities that emerged at national government level. As such, provincial government departments continued to be more inclined towards sector priorities which could be viewed as unfunded provincial priorities. As such, budget allocation to PGDP programmes was limited from department to department, due to

competing national priorities. One argument advanced for this disjuncture in planning was that the PGDP itself should have, from time to time, been reviewed to consider priorities that might have emerged at national and local government sphere, including conditions that have changed in the socio, economic and political environments. This seemed not to have happened, despite a Planning Coordination and Monitoring Unit being established within the Office of the Premier, during PGDP inception, for this explicit purpose.

Fourthly, the study noted the challenge of different planning cycles between the provincial and local government spheres, which was viewed as promoting planning disjuncture within the two spheres. This was pointed out as of critical importance in alignment since provincial government departments are expected to respond to community needs that are embodied in Integrated Development Plans of municipalities. For this vertical integration to happen, the study revealed that there has been over-reliance in inter-governmental structures which were relatively weak in various municipalities. In the same vein, horizontal integration at provincial government level seemed to be a challenge also due to the ineffectiveness of the cluster system introduced since 1999. While part of a Cluster system, and submitting plans and reports to Clusters, provincial government departments continued to work in silos. Priority setting, spatial targeting and resource allocation has remained a competency of individual provincial departments. The cluster budgeting and programme implementation envisaged in the PGDP was still to be seen, and it appeared that there was no Treasury tool to give effect to this noble intention. In fact, this intention was viewed as contradictory with the spirit of the Public Finance Management Act, 1999 that places single financial accountability on Heads of Departments, as individuals rather than a group or cluster.

Fifthly, the study further revealed that the PGDP itself had design deficiencies that created a challenge for implementation, monitoring and

evaluation. The PGDP was viewed as straddling between being a strategic framework that guides socio-economic planning, with a longer-term focus, and being a provincial plan. The PGDP was also found to be an all-encompassing plan that contains a basket of everything that a provincial government would be expected to do. A viewpoint advanced herein regards international experience which suggests that being strategic means being selective, sorting the critical few from the important many, and giving that selection a 'bite' by shifting resources and demanding performance sufficient to make the desired impact. The latter was viewed as a fundamental shortcoming of the PGDP. In fact, the study revealed that some of the PGDP programmes were underway within provincial government departments even before the PGDP was formulated. Whether those programmes would serve the province achieve the few outcomes it set itself for 2014, is a matter the PGDP design could not confirm. It also transpired that a number of provincial departments were not adequately consulted during the determination of PGDP targets.

Furthermore, it has emerged that the province lacks coherent competency at a level higher than provincial departments, which is capacitated with a pool of analysts possessing a deeper appreciation of various government sectors and the provincial economy. This competency would include development planners, spatial planners, sector policy analysts, researchers and other technical skills. This team would assist in facilitating rigorous policy analysis to inform prioritization in planning across sectors, and ensure interfacing in provincial, national and local government planning processes. This team would ensure that provincial development planning adequately guides resource allocation as an investment and ensure that planning is systematically coordinated in a spatially targeting manner.

In the final analysis this study concluded that alignment in planning is a dynamic process that should be considered at two broad levels: strategic

and operational. At both strategic and operational level, the alignment spectacle should consider issues from a horizontal and vertical perspective. Further to this, any attempt to measure the phenomenon of alignment should take into cognizance the organization and its context; consider the content of decisions being aligned; and examine the process by which alignment unfolds. The study notes, in conclusion, that alignment should not be made a panacea for all development problems affecting nations, and that the time and effort allocated to achieve alignment should be well-calculated, and balanced across the context, content and process perspectives. The latter is encapsulated in the Strategic Planning Alignment Model that the study suggests for the Public Sector.

Key words: Alignment, Strategic Planning, Programmes, Implementation, Integration, Budgets, Goals, Objectives, Performance Indicators, Targets

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LIST OF ACRONYMS

ABET:	Adult Basic Education and Training
AIDS:	Acquired Immuno Deficiency Syndrome
APTCoD:	Accelerated Professional and Trade Competency Development
AO:	Accounting Officer
ASGISA:	Accelerated and Shared Growth Initiative of South Africa
AT:	Agency Theory
BNG:	Breaking New Ground
CBO:	Community Based Organisation
CPF:	Community Policing Forum
CSF:	Community Safety Forum
CSO:	Civil Society Organisation
DARD:	Department of Agriculture and Rural Development
DBSA:	Development Bank of Southern Africa
DDG:	Deputy Director General
DEDEA:	Department of Economic Development and Environmental Affairs
DG:	Director General
DHS:	Department of Human Settlements
DLGTA:	Department of Local Government and Traditional Affairs
DOB:	District Oriented Budgeting
DoE:	Department of Education
DPSA:	Department of Public Service and Administration
DSocDev:	Department of Social Development
DPW:	Department of Public Works
EA:	Executing Authority
ECD:	Early Childhood Development
ECSECC:	Eastern Cape Socio Economic and Consultative Council
EPU:	Economic Planning Unit
EPWP:	Expanded Public Works Programme

FET:	Further Education and Training
FoSAD:	Forum of South African Directors-General
GCIS:	Government Communication and Information Services
GDP:	Gross Domestic Product
GDP-R:	Gross Domestic Product per Region
GEAR:	Growth Employment and Redistribution
GPRA:	Government Performance and Results Act
GTZ:	German Development Co-operation
HCBC:	Home Community Care
HIV:	Human Immuno Virus
HoD:	Head of Department
IDIP:	Infrastructure Delivery Improvement Programme
IDPs:	Integrated Development Plans
IDT:	Independent Development Trust
IDZ:	Industrial Development Zone
KRAs:	Key Result Areas
ICT:	Information and Communication Technology
ICU:	Implementation and Coordination Unit
IIDP:	Integrated Infrastructure Delivery Plan
IMT:	Interim Management Team
IRBMS:	Integrated Results Based Management System
ISRDS:	Integrated Sustainable Rural Development Strategy
JIPSA:	Joint Initiative on Priority Skills Acquisition
LFA:	Logical Framework Analysis
LSDF:	Local Spatial Development Framework
MBO:	Management By Objectives
MIG:	Municipal Infrastructure Grant
MTBF:	Medium Term Budget Framework
MEC:	Member of the Executive Council
MTEC:	Medium Term Expenditure Committee
MTEF:	Medium Term Expenditure Framework

MTSF:	Medium Term Strategic Framework
NMBM:	Nelson Mandela Bay Municipality
NGOs:	Non Governmental Organisations
NPC:	National Planning Commission
NPF:	National Planning Framework
NPM:	New Public Management
NPO:	Not-for-Profit Organisation
NSDP:	National Spatial Development Perspective
OTP:	Office of the Premier
PAM:	Planning Alignment Model
PEAP:	Poverty Eradication Action Plan
PCF:	Premier's Coordinating Forum
PCMU:	Planning Coordinating and Monitoring Unit
PCPS:	Provincial Crime Prevention Strategy
PFMA:	Public Finance Management Act
PGDP:	Provincial Growth and Development Plan
PGDS:	Provincial Growth and Development Strategy
PIP:	Provincial Infrastructure Plan
PMITT:	Provincial Municipal Infrastructure Task Team
POA:	Programme of Action
PPBS:	Programme Performance Budgeting System
PPC:	Provincial Planning Commission
PSDF:	Provincial Spatial Development Framework
PSR:	Public Service Regulations
RDP:	Reconstruction and Development Programme
RBM:	Results Based Management
RBV:	Resource Based View
SALGA:	South African Local Government Association
SD:	Strategic Dialogue
SDF:	Spatial Development Framework
SRAs:	Strategic Result Areas

SWAps: Sector Wide Approaches
SWOT: Strengths Weaknesses Opportunities and Threats
TCE: Transaction Cost Economics
TSG: Technical Support Group
URP: Urban Renewal Programme
USA: United States of America
VEP: Victim Empowerment Programme
WPTPS: White Paper on the Transformation of the Public Service

CHAPTER 1

INTRODUCTION

“The Provincial Growth and Development Plan packaged a wide range of interventions to achieve a Peoples’ Contract to Fight Poverty and Create Jobs. The question I am raising is whether there was a deliberate effort by Provincial Government to make sure that all departments and institutions of the state develop plans that are aligned to this strategic task. I do get a sense that it was largely left to departments and entities to determine for themselves, for reasons best known to them, at their own pace how, from a planning point of view, they wanted to relate to the PGDP.” (Sogoni, 2008:3)

1. BACKGROUND TO THE STUDY

The Provincial Government of the Eastern Cape and its social partners, during 2003, formulated a Provincial Growth and Development Plan (PGDP) in line with the national policy framework for socio-economic planning at the provincial sphere of government. The PGDP sets out a provincial vision, targets and programmes aimed at economic growth, employment creation, poverty eradication and income redistribution for the ten year period 2004-2014. This plan seeks to achieve rapid improvement in the quality of life of the poorest people of the Province.

In order to begin meeting the set targets, the *Framework for Growth and Development: 2004-2014* outlines objectives and key outcomes that should be achieved over the ten year period, in six identified strategic focus areas, namely: poverty eradication; agrarian transformation; diversification of manufacturing and

tourism; infrastructure development; human resource development; and public sector transformation. Key to the realisation of agreed-upon objectives and outcomes in each of these strategic focus areas is the design of programmes that contain clear and sequenced targets and indicators, timeframes, budgets, institutional mechanisms and linkages for delivery and monitoring. These programmes will become the basis for re-orienting and aligning the plans and budgets of municipalities, provincial and national departments, and state-owned enterprises operating in the Province to the strategic thrusts of the PGDP. In addition, these programmes will become the point of alignment with the municipal Integrated Development Plans (Sizanang, 2004:1).

Further to the above, a number of 'lead' or 'flagship' programmes have been identified to kick-start and give concrete expression to the PGDP. These programmes have been integrated into the short- to medium-term programmes as detailed in the *PGDP: Summary of Programmes for MTEF 2004-2007*. The medium-term programmes have been endorsed by the Executive Council and senior management of all provincial government departments, and form the basis of strategic plans and budgets of the departments for the MTEF period 2004-2007. District municipalities have also endorsed the PGDP as the framework for growth and development of their own areas, and have committed themselves to the alignment of their Integrated Development Plans (IDPs) to the PGDP priorities and programmes.

A Planning, Coordinating and Monitoring Unit (PCMU) headed by a Deputy Director-General (DDG) has been established in the Office of the Premier to coordinate planning and implementation across departments, municipalities and parastatals; and to monitor and evaluate the progress and impact of the PGDP on an ongoing basis. The PCMU is also tasked with the responsibility of developing and enhancing the strategic planning capacity of provincial government departments to ensure implementation of PGDP programmes and the achievement of PGDP targets. Within the PCMU, there are Sector Specialists

who are employed on a full-time basis to focus on planning and coordination issues for the three identified provincial PGDP sectoral clusters, national departments and parastatals. The provincial sectoral clusters, currently, stand as follows:-

- **Economic Growth and Infrastructure Sector Cluster:** Departments of Transport, Public Works, Human Settlements, Agriculture, Economic Affairs, Environment and Tourism.
- **Governance and Administration Sector Cluster:** Department of Local Government and Traditional Affairs, Office of the Premier and Treasury.
- **Social Needs Sector Cluster:** Departments of Education, Health, Social Development, Safety and Liaison, and Sports, Arts and Culture.

2. STATEMENT OF THE PROBLEM

The PCMU in the Office of the Premier (OTP) has realised that the successful implementation of the PGDP will require focused planning at a number of levels, namely: within departments; between departments, between departments and parastatals; between departments and non-governmental organisations; between provincial and local government spheres; and between the national and provincial spheres of government. Preliminary studies (Office of the Premier, 2004) have been conducted, firstly, to assess the state of readiness of each of the above in respect of planning, implementation and coordination of PGDP flagship projects; and secondly, to briefly establish the extent of the alignment between the PGDP and municipal IDPs and programmes of national departments and parastatals.

However, neither study analysed the PGDP planning and implementation issues in-depth within studied institutions. Since the PGDP implementation was in its initial stages these studies constituted a snapshot survey of the current situation to inform decision-making. These studies have, however, yielded interesting

findings that require further enquiry to aid the successful implementation of the PGDP in the Eastern Cape.

It is important to highlight that an immediate challenge confronting the PCMU is that this unit has to comprehend clearly the minimum capacities to be developed within the Provincial Government and local municipalities so that the sequencing of programme implementation corresponds with incremental capacity development and institutional gearing. The PGDP is, above all, a state-led plan. The state should be ready not only to execute the plan, but to lead the process of multi-sectoral execution, which includes the role of the private sector.

The perceived inadequate capacity to implement the PGDP within the state is a considerable challenge for the Provincial Government. However, it is not a new challenge for the provincial sphere of government since it has continued to account for failure by provincial government departments to sufficiently fulfill their constitutionally-defined mandates, through prescribed strategic performance planning and reporting. This has resulted, from time to time, in the national government sphere intervening in matters of provincial competence to ensure a unified and responsive government. The Interim Management Team (IMT) deployed by the Department of Public Service and Administration (DPSA) during 2003 attests to this. Integrated development planning and implementation within the local government sphere is, on the other hand, reportedly fraught with similar challenges.

The brief study that was conducted by the Office of the Premier on the alignment of the PGDP with municipal IDPs and the Strategic Plans of National Departments points to high levels of strategic alignment but low levels of operational alignment between these plans. The OTP study further reveals the existence of project divergences which is attributed to obvious differing powers and functions between the provincial and local government spheres. It is, further, reported in this formative study that IDPs do not include all investments within

their areas, and a suggestion has been made that provincial government departments plan spatially and communicate their plans to the relevant municipalities.

From the preceding exposition it is clear that, even prior to the introduction of the PGDP, the integratedness of municipal IDPs was questionable; and the extent to which projects and programmes of provincial government departments were traceable to municipal IDPs remained unclear. While this is the case, Strategic Plans of provincial government departments have continued to commit these departments to the realisation of IDP priorities, which have not always been translated into operational plans with clear targets, indicators, budgets and timeframes as envisaged by the PGDP. The latter point reflects a continuing strategic alignment that is not accompanied by operational alignment. The extent of the strategic alignment itself requires closer examination, as is done in this study.

Experience with the implementation of government programmes, worldwide, has shown that one of the main reasons for policy implementation failure is inadequate strategic planning and implementation capacity. This is the type of capacity that accounts for the successful translation of broad policy statements and priorities into implementable plans and programmes. One of the policy implementers' "quick wins" is to adopt broad policy objectives as a framework that guides institutional planning and programming. The policy approval process itself is symbolic and ceremonial in that it is orated, but not operationalised or directly traceable to the institutional vision, goals, measurable objectives, indicators and targets. At times the adoption of the policy objective does not go beyond the vision statement, and when it reflects on the vision it does not go beyond institutional strategic goals or development objectives. Often the smooth logical flow from vision to strategic goals, measurable objectives or strategies and projects is quite tenuous in provincial government departments' strategic and operational plans, and municipal IDPs.

The mere mention of the PGDP as a cornerstone for development and strategic performance planning in a public institution is not a sufficient condition for its successful implementation. It is a statement that reflects the much-desired political commitment that should, however, be accompanied by administrative actions. Political commitment alone will not bring about a rapid improvement in the quality of the life of the poor people of the Eastern Cape. In this regard, political will needs to be supported by commensurate administrative actions where Strategic Performance Plans and Budgets of provincial government departments, municipalities and parastatals reflect governmental actions aimed at giving effect to the PGDP. Furthermore, policy objectives and governmental actions should be reflected in the strategic goals, strategic objectives or strategies, measurable objectives or projects, targets and timeframes of development programmes. These development programmes should, in addition, be aligned with the financial plans of provincial government departments, municipalities and parastatals to depict the reorientation of public expenditure to the agreed-upon policy priorities that are enunciated in the PGDP. Currently, the latter does not seem to be the case. The reasons for this, and how best the situation could be improved, constitute the main focus of this study.

The route to be undertaken and the focus to be explored in this study are expressed in concrete terms in the next section that deals with research questions.

3. RESEARCH QUESTIONS

Research questions guide the process of the research project and serve to unpack the problem statement. These are strategic questions that map the process of solving the research problem (Minaar, 2003:12).

It is against the above background that the following questions will provide the focus for this study:

- To what extent have the selected provincial government departments in the Eastern Cape integrated the PGDP objectives, targets and indicators into their Strategic Plans?
- In what ways and to what extent have the selected provincial government departments supported their PGDP-aligned Strategic Goals and Objectives with costed measurable objectives, strategies and projects?
- What new service delivery mechanisms, policies, procedures and change management strategies, if any, have been adopted to ensure the successful implementation of PGDP-aligned Strategic Goals and Objectives?
- What risks and gaps exist within the selected provincial government departments that carry the potential to hinder the successful implementation of the PGDP programmes, and what possible strategies could be employed to address the identified gaps and risks?
- What mechanisms for alignment in public sector strategic planning does the existing literature provide, what are gaps in this literature and what is the suggested conceptual framework to address the gap in the existing body of knowledge?

The following section outlines the objectives to be attained through this study to ensure that the above research questions are addressed.

4. OBJECTIVES OF THE STUDY

. This study aims to achieve the following objectives:

- Gain insight into the nature and extent of the alignment between the Strategic Performance Plans of selected provincial government departments and their PGDP objectives, indicators and targets.

- Assess the logical flow and ascending linkages between Strategic Performance Plans of selected government departments and PGDP Strategic Goals and Objectives with their accompanying targets.
- Identify the service delivery mechanisms, policies, procedures and change management plans that have been introduced, if any, to ensure the successful implementation of PGDP programmes.
- Identify risks and gaps that pose a threat to the successful implementation of PGDP programmes and attainment of overall outcomes within government departments; and indicate preliminary risk response strategies.

It is important to note that a comprehensive audit of the alignment between the PGDP and Strategic Performance Plans of provincial government departments was not limited to assessing the extent of harmony or strategic fit between the two planning levels. On the contrary, this assessment sought to describe and examine the bases of alignment between these plans, where it is found to exist. In this regard, this study does not only suggest strategies for addressing the identified points and sources of misalignment between plans, but also proceeds to generate a conceptual framework for the alignment of high- and lower-order strategic plans in the public sector.

While it makes sound scientific sense to understand what it is that a study seeks to achieve, it is equally important to clarify that which the study was not intended to achieve. The following section, therefore, sets out concrete parameters and boundaries for this study.

5. DELIMITATION OF THE STUDY

Of importance are the delimitations that establish the boundaries, parameters, exceptions and qualifications that exist in every study (Castetter & Heisler, 1977:67). Birdsall (2004:9) holds a view that in order to ensure a viable focus and

narrowing of the topic to a workable premise, it is important to bind the scope of the research through reasonable delimitations, as are outlined below:

- **Public or private:** This study strictly examined the public sector, in general, and the public service in particular. The public sector, in the South African context, includes all non-profit making organisations that serves as agencies for the delivery of government programmes. However, the Public Services is limited to government structures that are created under the Public Service Act, 56 of 1994, and are directly accountable to Parliament and Provincial Legislatures. A great deal of research has been conducted concerning strategy in the private sector and although the results of such studies can be useful in providing context and enhancing general understanding, the focus of this study will remain within the public service.
- **Content and process:** Several authors claim that the dividing line between strategy content and process is artificial, and the existing interdependencies between the strategy content and process should be recognised in research (Birdsall, 2004:10). While in this study both the content and process of strategy were considered, the study was delimited to the processes and content as they pertain to the strategy design or formulation rather than implementation. Much attention in the study was devoted to the design phase of the PGDP programmes at provincial government departmental level, moving from strategic planning to operational planning and budgeting.
- **Timeframe:** The focus of this study was on the approved Strategic Performance Plans of selected provincial government departments for the period 2005-2009. This period coincides with the first term of government after the 2004 national elections. National and provincial government departments are expected to develop Strategic Performance Plans, for each term of government, that demonstrate how each department will implement government priorities that are derived from the Election Manifesto of the ruling party. The Strategic Performance Plan priorities would then be distilled into Annual Performance Plans that are linked to the budget. With regard to the translation of organisational goals into short- and medium-term

programmes, this investigation focused on the Annual Performance Plans and respective Budget Allocations for 2006-2007 in each selected provincial government department.

The study, therefore, focused on the evaluation of the implementation design of the PGDP programme objectives and priorities within selected provincial government departments in the South African Public Service with a particular focus on the Eastern Cape Province. Rossi and Freeman (1993:5) define evaluation as a systematic application of social science research procedures and methods for assessing the conceptualisation, design, implementation and utility of intervention programmes. The primary purpose of programme evaluation is to determine the reasons for the apparent success or failure of programmes. In this way, it is possible to pinpoint features that deserve replication in future programmes and those that should be avoided. The latter point supports what Millesen (2004:6) refers to as the accumulation of a body of information for management decision-making purposes. Programme evaluation, however, can be divided into two main categories or types, namely:

- **Ex-ante evaluation** constitutes a continuous analysis of what is happening or taking place throughout the initiation, planning and execution phases of a programme. This type of evaluation devotes attention to the activities and processes of a programme, as opposed to outcomes, and is improvement-oriented, hence it is known as a *formative evaluation*.
- **Ex-post evaluation** comprises the retrospective analysis of what has already happened with the evaluation taking place after the programme has been implemented. The emphasis in this type of evaluation is on the worth of a programme, hence it is known as a *summative evaluation* (Millesen, 2004:8).

Babbie and Mouton (2003:341) take the above categorisation further by highlighting that *process or implementation evaluation* studies address themselves to questions of whether:

- Programmes are implemented as designed.
- Programmes serve the targeted population.
- The necessary programme management and administration infrastructure is in place.
- Services are delivered as intended.

This study falls within the ex-ante evaluation category. This evaluation was premised on the understanding that the PGDP expresses government policy objectives at a provincial government level that should be translated into implementable programmes and projects by provincial government departments. The study also considered strategic planning, performance planning and integrated development planning as critical platforms for the translation of PGDP objectives into implementable actions.

The ultimate aim of this study was to ensure that findings are fed back into the mandatory review processes of these plans. In this manner, this study would make a meaningful contribution to the practice of strategic performance planning in the Eastern Cape Provincial Administration. The following section explains the significance of the study in greater detail.

6. SIGNIFICANCE OF THE STUDY

It is acknowledged that the Office of the Premier's PCMU conducted a similar study during February 2005. However, the study was not extensive and excluded a number of the provincial government departments. Furthermore, the study findings pointed to an apparent high strategic alignment between IDPs, national government departments' Strategic Plans and the PGDP, but also low operational alignment. It is mentioned in the PCMU study that the PGDP does not seem to be considered as an important element of the planning framework for national departments in so far as the spatial location of development projects is concerned. National departments base their plans and programmes on

nationally-determined development frameworks such as the *Integrated Sustainable Rural Development Strategy* (2000) and the *Urban Renewal Programme* (2001). Where convergences exist between plans of national government departments and the PGDP, they exist as a consequence of an administrative action default rather than by design.

On the other hand, the integration of sectoral plans within municipal IDPs was found to range from very weak to non-existent. The PCMU study attributed this anomaly to poor intergovernmental communication and coordination and poor to non-existent spatial planning within the provincial government sphere. The responsibility of municipalities to lead and coordinate multi-sectoral planning and implementation did not seem to match their limited capacity, according to the PCMU study.

The PCMU study departed from a primary assumption that the successful integration of PGDP programmes and targets into provincial government departments' plans will not be automatically realised or come about by virtue of political commitment and pledges. The observed low operational alignment between municipal and provincial government departments' plans with the PGDP attests to this reality. The value-addition of the reported high strategic alignment itself requires close scrutiny, especially if it does not automatically translate into operational alignment.

The results of the present study complement the work done by the PCMU division within the Office of the Premier and will be of benefit to provincial government departments that are involved in development work in the Eastern Cape in their efforts to meaningfully align their plans and programmes to the PGDP priorities that must be realised by 2014. The Provincial Executive Council, as a policy-making and monitoring body, will also derive benefit from the findings of this study as it pertains to sources of alignment and misalignment between the PGDP and Plans of provincial government departments. The conceptual

framework that this study suggests carries the potential to inform the PGDP monitoring and evaluation framework that the Provincial Executive Council and other oversight institutions might adopt for all provincial government departments. Other provinces that have established similar long-range development plans could also take their cue from the findings of this study in the improvement of their implementation plans.

It is important to note that this study also makes a contribution to the body of knowledge of public sector strategic planning. The next section provides an overview of how the study has approached the problem under investigation within the context of existing strategic planning and alignment theories.

7. STUDY PLAN

The study is organised into nine chapters, as follows:

Chapter One: Introduction

The focus of this chapter is on the presentation of the research problem as well as giving insight into the background of the study. This chapter, furthermore, serves to identify and articulate the research problem through probing questions followed by a presentation of the aims, scope and the significance of the study.

Chapter Two: History, philosophy and foundations of strategic management

This chapter presents the results of a comprehensive review of the scholarly literature pertaining to the evolution of the concept of strategic management. Key concepts underpinning the study are conceptualised through an analysis of the relevant literature.

Chapter Three: Theory and practice of strategic performance planning in the public sector

The theoretical framework pertaining to generic strategic and performance planning, its origins, and how it has unfolded in the public sector internationally, is analysed in this chapter. This chapter concludes with an exposition of the relationship between the public policy process and strategic planning in the public sector.

Chapter Four: Policy framework pertaining to strategic performance planning in the South African Public Service

This chapter commences with a brief outline of the governance system in South Africa, within which the existing policy framework should be located. Proceeding from this, the results of a detailed review of relevant government policies and legislation pertaining to strategic performance planning in the public service in South Africa will be presented in this chapter. This chapter also devotes attention to the national government strategic guidelines for strategic performance planning within the selected provincial government departments.

Chapter Five: A critical review of the concept of alignment as it applies to the South African public sector

This chapter unpacks, in detail, the concept of alignment which underpins this investigation, proceeding from its origin to arguments for and against the value it adds to strategic management within organisations generally, and the Public Service, in particular. This discussion is concluded with an emerging Planning Alignment Model, to serve as a frame of reference for the purposes of analysing the extent to which selected provincial government strategic performance plans are aligned with the Eastern Cape PGDP.

Chapter Six: Eastern Cape Provincial Growth and Development Plan: 2004-2014 and its implications for the selected provincial government departments

The strategic thrust, key imperatives and implications of the *Eastern Cape Provincial Growth and Development Plan: 2004-2014* for the selected provincial government departments are outlined in this chapter. This exposition is preceded by an overview of the geographic and socio-economic conditions of the Eastern Cape Province.

Chapter Seven: Research design and methodology

In this chapter, the attention of the reader is drawn to the scientific methods and procedures that have been applied in the study. This entails the methodological approach, sampling techniques, and data collection and analysis methods adopted. The manner in which the study results will be disseminated to the beneficiaries and the scientific research community is also outlined.

Chapter Eight: Presentation and analysis of results

The findings of the study are presented in this chapter, following a framework that is comprised of adopted analytical categories or thematic areas. A discussion of the research findings is undertaken serving to integrate the research questions and objectives, literature review, and the conceptual framework that was adopted for the purposes of this study.

Chapter Nine: Conclusions and recommendations

Logical conclusions are drawn from the discussion of the research results. Recommendations on how best to improve the situation are made, including the presentation of a suggested conceptual framework that should underpin alignment-focused strategic performance planning in the Eastern Cape. This chapter concludes with a presentation of possible directions requiring further study.

It is clear from the above exposition that the mere mention of the concept of alignment in a government department's strategic performance plan is not a sufficient indicator of the extent to which policy priorities have been taken into account during planning and allocation of resources to programmes and projects at sub-national levels. Stated differently, the repeated utilisation of the alignment concept throughout a government department's planning document does not necessarily guarantee improved strategic alignment. Alignment as a strategic management concept should be demonstrated through more concrete and explicit means, such that whether this concept is stated or not in a government department's planning document becomes immaterial. The nature and extent of the strategic alignment of the Eastern Cape provincial government departments' plans to the PGDP is a matter that has been investigated in this study.

However, the ability to determine the nature and extent of the strategic alignment of plans and programmes is informed by a thorough comprehension of the applicable concepts, theories and models. The next chapter analyses the relevant concepts by presenting and examining the broad strategic management theory from which the strategic alignment concept originates.

CHAPTER 2

HISTORY, PHILOSOPHY AND FOUNDATIONS OF STRATEGIC MANAGEMENT

“In putting the development of strategic management in its proper context it is appropriate to review military strategy because strategy originated in the military and many of the dominant figures in the public and private strategic thought have drawn heavily on the military concepts.” (Whipp, 1999: 46)

INTRODUCTION

This chapter provides a foundational overview of strategic management in order to place the study within the broad context of the relevant literature. An exposition of concepts, theories, history and interpretative views of strategic management is presented.

Many scholars and practitioners have provided insights into the concept of strategic management and its evolution and application in the private sector. There have been limited public sector contributions to the development of strategic management theories. As such, new insights based on the public sector experiences of strategic management are still awaited to ensure the development of the sub-discipline. This study intended to make a contribution in this regard.

The definitions of concepts that are presented in this chapter are neither exhaustive of the strategic management sub-discipline nor representative of consensus amongst scholars and authors. In fact, various scholars hold different

perspectives on strategic management concepts and, in this chapter, an attempt is made to present such contending views, where these emerge. It is equally important to highlight that this chapter deals with key strategic management concepts that are pertinent to this study.

1. DEFINITION OF KEY CONCEPTS

1.1 Strategic management

Various scholars have provided some definitions of strategic management. For instance Steiss (1985:149) defines strategic management as the act of deciding what an organisation will do in the future, determining who will do it, how it will be done, and how activities and operations will be monitored. Koteen (1989:11), on the other hand, defines strategic management as a process that embraces all managerial decisions and actions that determine the long term performance of an organisation.

David (1986:4) defines strategic management as the formulation, implementation and evaluation of actions that will enable an organisation to achieve its objectives. The following definitions of strategic management have also been presented:

“It is a process of specifying an organisation’s objectives, developing policies and plans to achieve these objectives and allocating resources to implement the plans.” (<http://www.en.wikipedia.org/wiki/strategicmanagement>)

“A comprehensive and ongoing management process aimed at formulating and implementing effective strategies and approaching business opportunities and challenges.” (<http://www.college.hmco.com/business/griffin/management>)

“A results-based management approach, introduced at all levels of the public administration, employing a wide-use of performance indicators meaningful to the society and individuals.” (<http://www.fa.gateway.bg>)

“The managerial process of forming a strategic vision, setting objectives, crafting a strategy, implementing and executing the strategy and over time initiating whatever corrective adjustments as are deemed appropriate.” (<http://www.highered.mcgonahill.com>)

“Is an organisation-wide task involving both the development and implementation of a strategy. It demands the ability to steer the organisation as a whole through strategic change under conditions of complexity and uncertainty.” (<http://www.wps.prenhall.com/wps/media/objects>)

“The process of managing in a way that is consistent with corporate strategy or in such a way as to capitalize on the opportunities that present themselves.” (<http://www.strategis.ic.gc.ca>)

“The function of applying a broad systematic management planning for the organisation, involving the development, monitoring and reviewing of business plans, strategic plans, corporate plans, Employment Equity Plans and other long-term organisational strategies.” (<http://www.metadata.curtin.edu.au>)

“A management approach that focuses on positioning the organisation for success, both now and in the future, integrating planning, implementation and assessment and incorporating concepts from strategic planning, operational planning, quality or continuous improvement and institutional effectiveness.” (<http://www.fu.edu>)

While the above selected definitions regard strategic management as either ‘a process,’ ‘an approach,’ ‘a function,’ or ‘an organisation-wide task,’ it is apparent

that strategic management, as a process, focuses on the organisation as a whole, including its external environment, with its actions and non-actions impacting on the current and future operations and performance of an organisation. An all-embracing recent definition has been provided by Ehlers and Lazenby (2004:2) who define strategic management as a process by which all the organisational functions and resources are integrated and coordinated to implement formulated strategies which are aligned with the environment in order to achieve the long-term objectives of the organisation. The importance of resources is emphasised in the definition provided by Poister and Streib (1999:26) who contend that strategic management involves resource management, implementation, control and evaluation.

From the selected definitions outlined above various other foundational concepts have emerged that require explanation before one can conclude with a working definition and process model of strategic management. A few of these pertinent concepts are dealt with below.

1.2 Strategic planning

The following definitions of strategic planning or a strategic plan are found in the existing strategy literature:

“Long-term plans based on the organisation’s overall business objectives.”
(<http://www.mc2consulting.com/riskdef/htm>)

“A systematic method used by an organisation to anticipate and adapt to expected changes.” (<http://www.gao.gov/policy/itguide/glossary.htm>)

“Involves creating an action plan based on clear end-results an accurate assessment of current reality.” (<http://www.unchatteredterritories.org>)

“The planning activity through which one confronts the major strategic decisions facing the organisation.” (<http://www.unisa.edu.au>)

“A disciplined effort to produce fundamental decisions and actions that shape and guide what an organisation is, what it does and why it does it. Strategic planning requires broad-scale information gathering, an exploration of alternatives and an emphasis on the future implications of present decisions. It facilitates communication and participation, accommodates divergent interests and values and foster orderly decision-making and successful implementation.”
(<http://www.mapp.nacho.org>)

“Planning which focuses on long-range objectives and goals, essentially direction-setting and focusing on new products and markets.”
(<http://www.gcsaa.org>)

“The process of determining the company’s long-term goals and then identifying the best approach for achieving those goals.” (<http://www.consultation.com>)

“The organisation’s strategy development process, involving how plans will be deployed and how performance will be tracked.” (<http://www.un.edu/infotech/php>)

Drawing from the above definitions, strategic planning is, for analytical purposes, a phase within the strategic management process of an organisation wherein choices of what must be done or not done to achieve organisational goals are made based on an assessment of future scenarios. According to Sutherland and Canwell (2004:261), strategic planning should be a continual process with the monitoring and control procedures providing information for the development of future plans. The strategic planning gap either represents the difference between an organisation’s current position and where it hopes to be at some point in the future or the difference between the organisation’s vision and the forecast of where the organisation is heading (Sutherland & Canwell, 2004:261).

Evans and Dean (2003:350) state that strategic planning helps leadership to model an organisation's future and to manage change by focusing on an ideal vision of what an organisation should and could be ten to twenty years in the future. In contrast, the term 'long-range planning' may mean only one year in the future or the next budget submission cycle, in many organisations. Determining the strategic planning horizon remains the responsibility and prerogative of top management within an organisation, except for the South African Public Service where it is aligned with the electoral cycle of Parliament, the Provincial Legislature or the Municipal Council.

Strategic planning, clearly, embraces strategy and the development of a set of plans, all of which require the completion of a number of prior processes, of which the most important are:

- Reviewing the expectations of the major external and internal interest groups.
- Establishing satisfactory data banks on past and current performance and their organisation into appropriate information systems.
- Conducting preliminary forecasts.
- Evaluating organisational strengths and weaknesses, threats and opportunities.

1.3 Goal

A goal can be defined as:

"The state of affairs that a plan is intended to achieve and that terminates behaviour to achieve it." (<http://www.wordnet.princeton.edu>)

"A broad statement generally describing a desired outcome for an agency and or its programmes." (<http://www.ioc.state.il.us>)

“The clearly-stated, specific, measurable outcome(s) or change(s) that can be reasonably expected at the conclusion of a methodologically-selected intervention.” (<http://www.uwyo.edu/sig/definition.asp>)

In the light of the above definitions, a goal, for planning purposes, is a statement which indicates a new situation that the implementation of programmes seeks to create. The goal describes that new situation before it is achieved.

1.4 Objective

An objective is defined as a specific, measurable condition that must be attained in order to accomplish a particular programme goal (<http://www.mmsu.edu/dept>).

“Something that one’s efforts or actions are intended to attain or accomplish.” (<http://www.dictionary.reference.com>)

In a nutshell, an objective is a middle condition before one reaches his or her goal. A set of objectives, when brought together, should help one achieve one’s goal.

1.5 Performance target

A performance target is a level of performance that a service or programme is projected to accomplish in a particular year or time period consistent with set objectives for the same period (<http://www.ioc.state.il.us>).

“An object or area towards which something is directed.” (<http://www.medical-dictionary.thefreedictionary.com>).

In light of the above definitions a performance target is a concrete measure of that which one intends to achieve. When that measure has been realised, a performance target has been achieved, and vice versa.

1.6 Performance indicator

The following definitions of a performance indicator have emerged as more insight has been gained during the implementation, monitoring and review of strategic plans in organisations.

“A measure that shows the degree to which a strategy has been achieved.”
(<http://www.moh.govt.nz>)

“A measure of the success of a government programme.”
(<http://www.audiencedialogue.org>)

“An indication that provides information, either quantitative or qualitative, on the extent to which a policy, programme or initiative is achieving its outcomes.”
(<http://www.hrsdc.gc.ca/en/is.fas>)

“A representation, numeric or otherwise, of the state of affairs or outcomes from an organisation or any of its parts or processes.”
(<http://www.unisa.edu.au/pas.gup>)

“An indication as to how progress towards attainment of a target is to be measured.” (<http://www.conwill.polie>)

Oakland, Jammer and Gadd (2002:121) contend that performance indicators serve to indicate how well an organisation is performing against its aims and objectives. Performance indicators fulfil the following purposes:

- Measure progress towards achieving organisational objectives and targets.
- Promote accountability of the service providers to the public and other stakeholders.
- Allow comparisons of performance to identify opportunities for improvement.
- Promote service improvement by publicising performance levels.

Mosse and Sontheimer (1996:88) assert that performance indicators are measures of project impacts, outcomes, outputs and inputs that are monitored during project implementation to assess progress towards the achievement of project objectives. They are also used once a project has been completed to evaluate the success thereof. Mosse and Sontheimer (1996:88) distinguish between the following three types of performance indicators:

- **Input indicators:** measure the quantity and quality of resources provided for project activities to take place, e.g. the amount of funding allocated.
- **Output indicators:** measure the quantity and quality of goods and services provided through the use of inputs, e.g. the miles of roads constructed.
- **Outcome and impact indicators:** measure the quantity and quality of the results achieved through the provision of goods and services, e.g. the reduced incidence of diseases due to increased access of infants to vaccinations.

1.7 Operational / Tactical planning

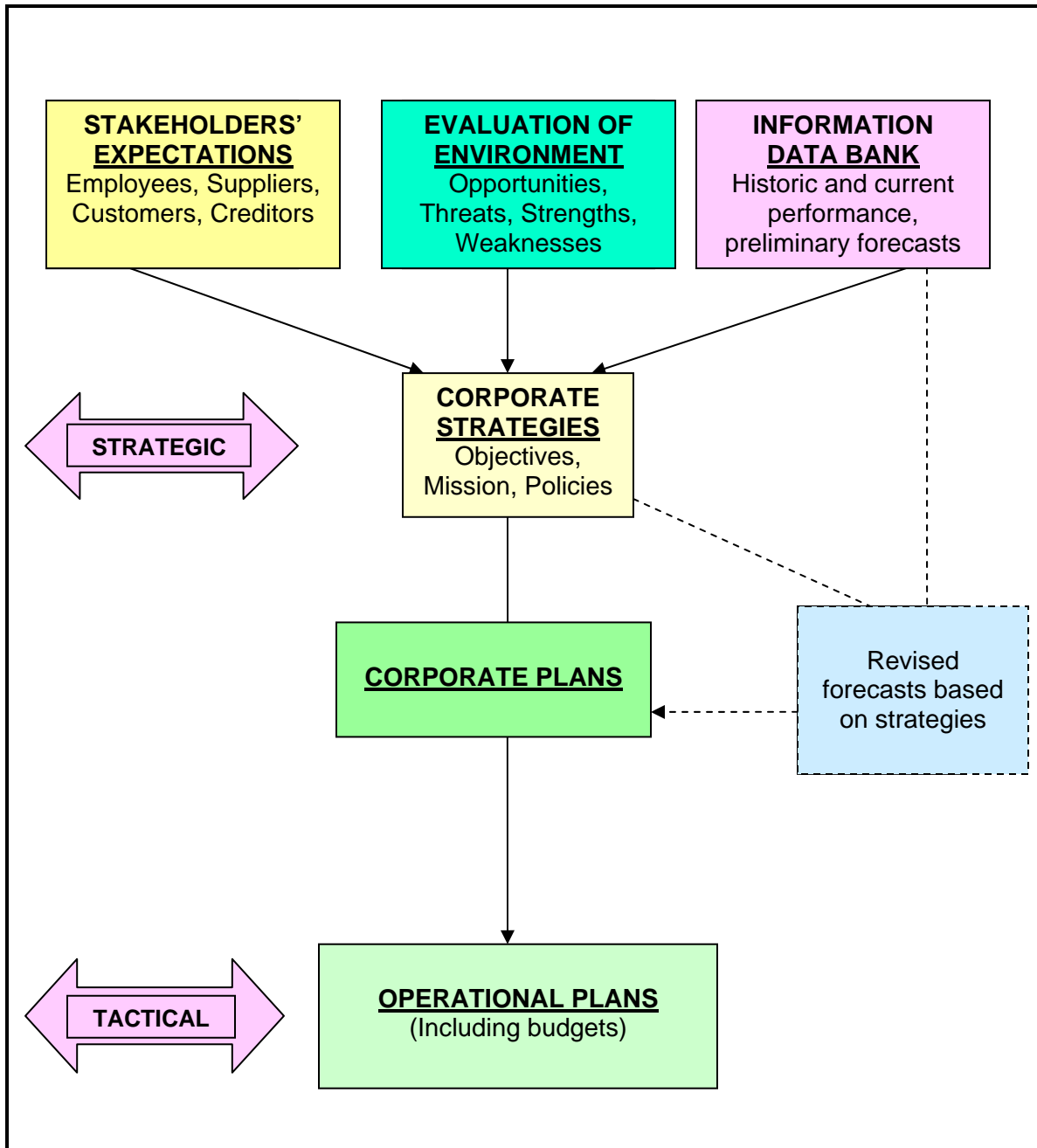
Tactical planning is concerned with deciding how the resources of the organisation will be allocated in the short and medium-term to meet the strategic objectives of the organisation. Like strategy, the word 'tactics' has a military genesis (*taktisos*) in the deployment and maneuvering of forces (Higgins, 1980:5).

The distinction between strategy and tactics is often made on the grounds of scope, timescale and the differing stresses on objectives and resources or 'ends and means.' There is also the relationship with organisational level, strategic down to tactical, although what is tactical at one level may be strategic in the level below.

The term 'operational planning' means, essentially, the same as 'tactical planning.' It is concerned not only with budgets but, as the name implies, plans for each operating area over the short- and medium-term. In some organisations operational planning is known as business planning.

Logically, tactical or operational planning should be based on strategic planning, and this relationship is outlined in Figure 1 below.

Figure 1: Strategic and Operational Planning



(Source: Higgins, 1980:40)

In addition to developing operational plans, the organisation must consider its concomitant need for finance, appropriately skilled and adequately motivated employees, hence the requirement for human resource planning (Higgins, 1980:40).

2. ORIGINS OF STRATEGY

Birdsall (2004:13) states that etymological enquiry reveals that the word 'strategy' derives from the ancient Greek 'stratos' meaning army and 'ago' meaning to lead. A 'strategos' was a government official in ancient Athens elected to carry out the business of the government. This official was a civilian leader as well as a military commander and a member of a ten-man Council of War (Van Creveld, 1985:11). According to Luvaas (1999:55), a military French writer by the name of Count de Guibert is the first person to use the term 'strategy' around 1779. De Guibert maintained that a commander could maneuver small units, personally, but could merely direct larger units to the desired point, leaving the execution to subordinates. Those subordinate commanders had to understand the entire art of movement of large-scale army maneuvers which de Guibert referred to as *La Strategique*.

In the early part of the 19th century, the usage of the word was restricted to the description of military action taken out of sight of the enemy (Whipp, 1999:201; Luvaas, 1966:78). In 1825 and 1838 the words 'stratagem' and 'strategist' are said to have appeared, being associated with the Chinese notion of stratagem as an artifice or trick (St George, 1994:104; von Senger, 1991:343). The two most prolific military writers of the Napoleonic era, Clausewitz and Jomini, went beyond the word to the nature of strategy itself (von Ghyczy *et al*, 2001:89).

In putting the development of strategic management in its proper context it is appropriate to review military strategy since this is where the concept originated and many of the dominant figures in strategic thought have drawn heavily on military concepts (Whipp, 1999:46).

2.1 Historical philosophers of military strategy

The first generally accepted strategic thinker was Sun Tzu (Phillips, 1985:11) who authored '*The Art of War*' around 500BC. Other strategic writers soon followed. Lord Shang and Han Fei-tzu, for example, were influential philosophers who wrote about military strategy in what the Chinese refer to as the Warring States period (403-221BC). All three were heavily influenced by Hindu and Confucius thinking (Sawyer, 1994:73; Phillips, 1985:88).

The next identifiable strategic thinker was from the western world, Alexander the Great (356-323BC). His campaigns are prime examples of the principles of war, which he applied not just in warfare but also politically and socially (Gray & White, 1983:111).

Back in the East, strategic thought was gaining a foothold with '*The Book of Stratagems*' a compilation of traditional strategic rules and survival schemes used by the Chinese to triumph over their enemies. According to von Senger (1991:227), the stratagems date from 479-502AD and include examples such as:

- Besiege Wei to rescue Zhao (the indirect approach).
- Loot a burning house (exploit your enemies troubles).
- Let the plum tree wither in place of the peach (the use of a scapegoat or sacrifice).
- Toss out a brick to attract jade (be willing to give something of lesser value for the true prize).

It is perhaps not a coincidence that strategic thinking appears to have disappeared for about the millennium known as the Dark Ages, and resurfaced at the dawn of the Renaissance. Ironically, strategic thought re-emerged in both the East and West at about the same time. In the West, it emerged as another work titled '*The Art of War*' this one by Machiavelli (Sloan, 2001:14). In the East, it manifested itself in the work of a warrior or monk, in '*The Book of Five Rings*' by

Miyamoto Musashi. Machiavelli's '*The Art of War*' was the first full-scale attempt to revive classical military thought by defining its aims and regarding it as a means to an end, a classic strategic way of thinking. The army depicted by Machiavelli was a supremely rational mechanism (Sloan, 2001:18). The military model was to develop a strategy and force events to conform to that strategy. It was, hence, a concept of 'brute-force' strategy. Machiavelli's rational theories pervaded military strategic thought in the West for a long period of time (Philips, 1985:122; Greeley & Cotton, 1987:43; Gatzke, 1987:231; Hittle, 1987:221; Sawyer, 1994:93; Liddell-Hart, 1954:101; Luvaas, 1966:90; von Ghyczy, 2001:213). In fact, Machiavelli, probably best known for his political treatise, '*The Prince*' was called the founder of military science as recently as the middle of the 20th century (Possony & Vilfoy, 1943:78).

Miyamoto Musashi (1584-1645) was a samurai warrior, Kendo master, painter, sculptor and teacher, and his philosophy of strategy was heavily influenced by Shinto, Zen and Confucianism. '*The Book of Five Rings*' has been called one of the most perceptive psychological guides to strategy ever written (Harris, 1974:116).

In the West, following the 'brute force' model for the most part, it was believed that the active management of war was inappropriate for the study of theory and best left to natural abilities. As technology improved and brought about the advent of better weapons, warfare was transformed from the hand-to-hand combat of the middle ages to a more structured affair requiring that some intellectual capital be expended (Liddell-Hart, 1954:100; von Ghyczy et al, 2001:311). As a result, there was a virtual explosion in western military strategic thought in the 18th and 19th centuries. The vanguard of the new wave of military strategists was Frederick the Great, the Prussian warrior or King. Frederick's influence was felt by later strategists, most notably Baron Antoine Jomini (1779-1869) and arguably the most influential military strategist, Karl Von Clausewitz (1780-1831).

Jomini served in Napoleon's *Grand Armee* and arguably had the greatest influence on Napoleon's concept of war (Hittle, 1987:333). Jomini wrote from a practitioner's perspective and epitomised the Napoleonic concept of large unit (corps and division) maneuver which became accepted military doctrine during the American Civil War. It was said that many Civil War generals went into battle with a sword in one hand and a copy of Jomini's '*Summary of the Art of War*' in the other (Hittle, 1987:396).

Clausewitz was the son of a Prussian military officer and joined the Army when he was 12 years old. His brilliance was undeniable and he rose quickly through the ranks. He was made aide to several generals, became an instructor at the German War School, and was eventually named personal instructor to the Prussian crown prince. He eventually became Head of the Prussian War School (Birdsall, 2004:41).

Clausewitz defined strategy as the combination of individual engagements required to achieve the goal of a campaign or war. Clearly, Clausewitz saw strategy as consisting of the aggregation of separate combat actions, while Jomini placed it squarely in the planning arena (Birdsall, 2004:41). Clausewitz provided four rules that comprised the key to achieving a successful strategy. The first rule is to use all forces with the utmost power or energy. Clausewitz displays incredible insight by stating that the greater the effort, the shorter the war and the sooner the suffering will cease. The second rule is to concentrate forces at the most advantageous position to strike. The third rule is to never waste time. The fourth rule is to pursue the enemy when he is on the run, because complete victory can only be attained by hot pursuit when the enemy is in retreat. Clausewitz's classic work, '*On War*' has been called, in content and form, the greatest work on war ever written (Gatzke, 1985:309).

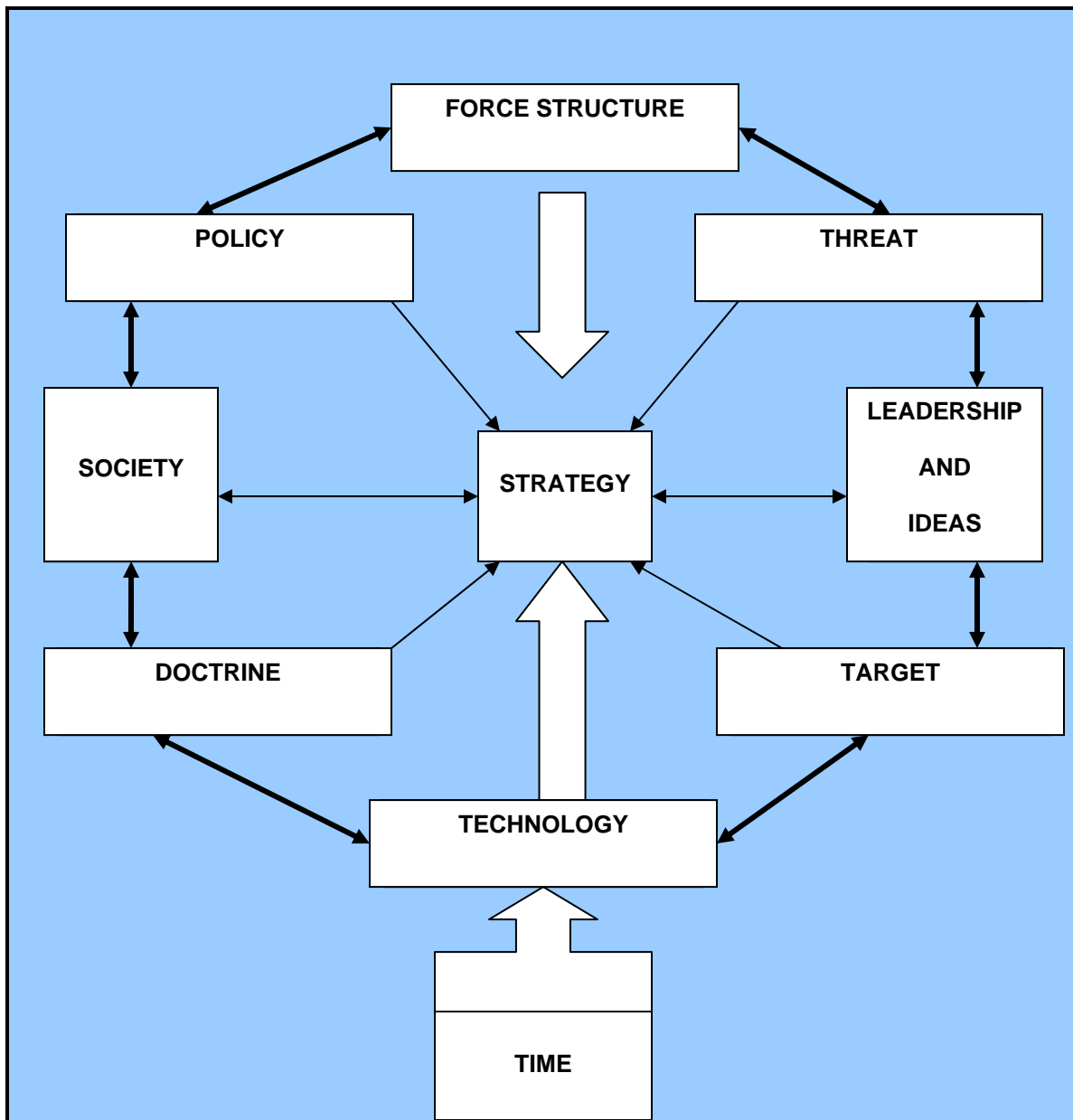
Clausewitz, by introducing two new concepts called '*friction*' and '*the fog of war*' provided the first glimpses of a competing theory that would combine the reasoning of rationalism with the imagination and instinct of romanticism (von Ghyczy *et al*, 2001:223). This competing theory has grown into a radical new theory of military strategy that has at least one foot in postmodernism.

2.2 Advances in strategic military thought

Collins (1973:89) states that national interests comprise the underpinnings of sound national strategy at the highest levels. Interests are usually difficult to identify, are rarely clean-cut and sometimes have a difficult time finding consensus. This concept is one area where the public sector characteristics affect both military and public sector strategy.

Mowbray (1989:228) presents the Fabyanic framework for strategy analysis which has long been used in the U.S Air Force War College. The framework, depicted in Figure 2 below, is designed to show that each of the factors influences the other. The factors are: policy, doctrine, force structure, technology, targets, the threat, leadership and ideas, and society and time. Contemporary public sector strategic management practice has some semblance of the Fabyanic framework. Organisational strategies are subjected to a multiplicity of factors which are located in the organizational and service delivery environment. For a strategy in the public sector to succeed, it is expected to seek to achieve government policy, be located in a particular philosophy, be considerate of environmental threats, be sensitive to societal demands, and the timing in which the strategy will be implemented. Organisational consideration of strategy development in the public sector includes the managerial competence, the organogram and that which must be achieved.

Figure 2: Fabyanic Framework of Strategy Analysis



(Source: Mowbray, 1989:229)

2.3 A brief genesis of contemporary strategic management theory

Although many scholars (Mintzberg, 1987:45; Nutt & Buckoff, 1992:172; Rumelt *et al*, 1994:79; Hoskisson *et al*, 1999:185) trace the beginning of strategic management to the early sixties, the foundation was laid decades earlier. The footprints are found in the works of Bernard, Simon, Selznick, and Burns and

Stalker. Bernard (1938:67) who elevated the analysis of organisational work to the executive ranks and stressed the differences between making work more efficient and managerial capability, a critical distinction in the concept of strategy. Simon (1947:71) extended Bernard's ideas by building a framework to analyse administration and introducing the concept of '*bounded rationality*.' Selznick (1957:108) explored the roles of institutional commitment and introduced the idea of an organisation's '*distinctive competence*', a critical concept in the early studies of internal strengths and weaknesses. Burns and Stalker (1961:30) contrasted the mechanistic view of organisations with that of an organic perspective that interacted with the environment, and was critical to the studies of threats and opportunities that followed.

According to Birdsall (2004:45), despite these early contributions, the birth of strategic management is generally traced to three works in the sixties:

- Chandler's '*Strategy and Structure*' (1962:55).
- Ansoff's '*Corporate Strategy*' (1965:88).
- Harvard textbook '*Business Policy: Text and Cases*' (1965:97), which is attributed to Kenneth Andrews.

Chandler's work is probably best known for his contribution in the '*strategy versus structure*' debate. However, his study was actually about the growth of large organisations and how their administrative structures adapted to that growth. He also discussed the role of the executive leadership in making long-term decisions and, then, allocating resources and developing plans to make those decisions work. Additionally, he showed how a change in strategic direction can fundamentally change an organisation.

Ansoff was a general manager of the Lockheed Electronics Company and developed his strategy ideas out of frustration with his organisation's planning process. His main contribution was the introduction of the concepts of competitive advantage and internal company synergy.

Andrews built on Chandler's thoughts, but also included Selznick's notions of a corporation's distinctive competency and the idea of an uncertain environment. The uncertain environment gave rise to opportunities and threats while an internal analysis offered the competencies as well as weaknesses. This idea became the strengths, weaknesses, opportunities and threats (SWOT) analysis, the basis of strategy formulation as it is understood today.

2.4 Recent perspectives on private sector strategy

Two perspectives on private sector strategy have dominated strategic management thinking in the eighties and nineties. They are Porter's Framework for Competitive Strategy and the Resource-Based View (RBV) of the Firm (Spanos & Lioukas, 2001:193). Although Porter's Competitive Strategy and the RBV perspectives have for some time dominated private sector strategy, three more notable perspectives that emerged later include: Organisational Economics; Hambrick and Fredrickson Framework; and the Balanced Scorecard. These selected perspectives are briefly reviewed below.

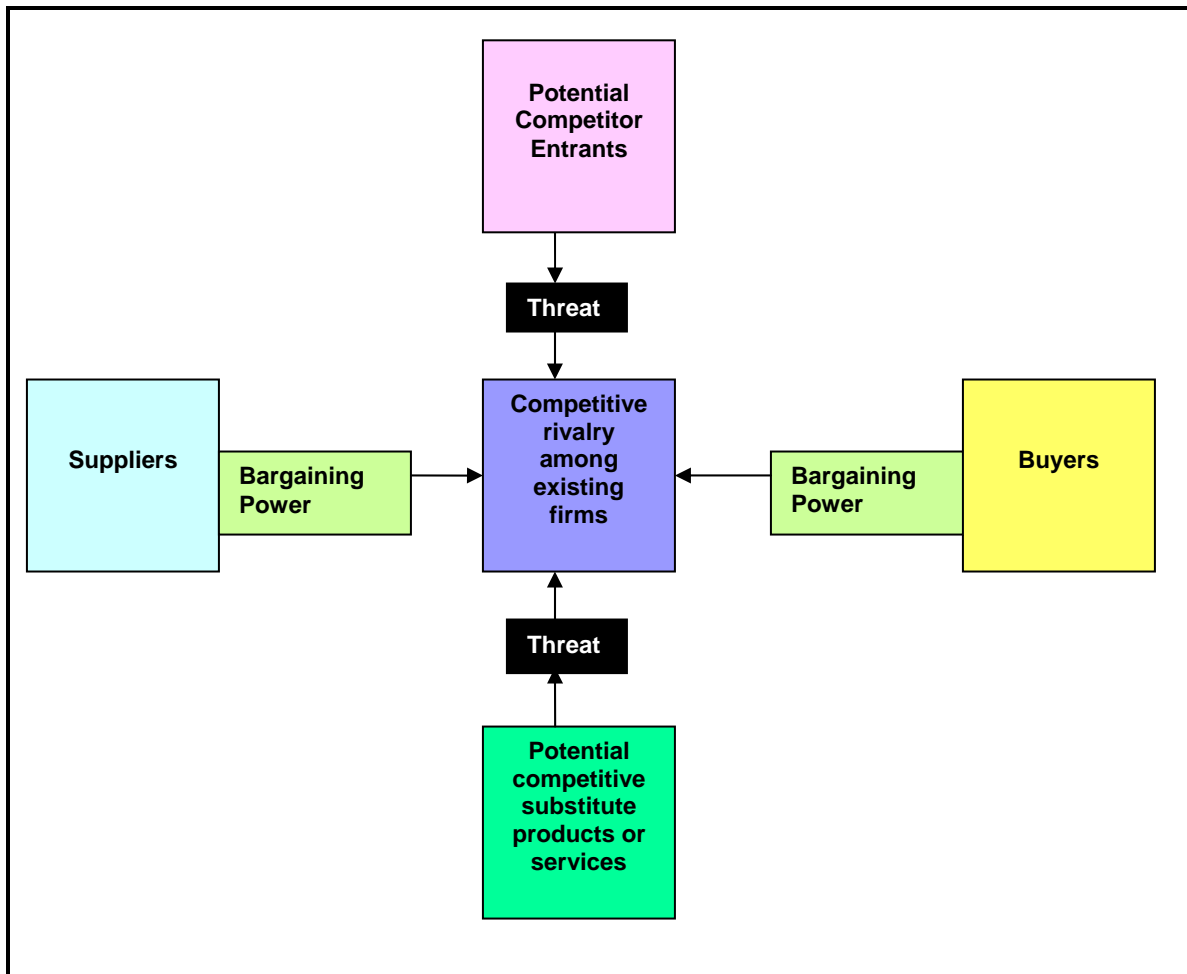
2.4.1 Porter's Competitive Strategy

Michael Porter (1980:18) was the first author to write explicitly of forces in the strategic environment. Porter took the basic approach of the process school of strategy formulation and applied it to the external environment. Porter argued that there are five forces that drive competition, namely:

- The competitive rivalry among firms.
- The threat of substitute products or service.
- The threat of new entrants.
- The bargaining power of suppliers.
- The bargaining power of buyers.

These five forces are depicted in Figure 3 below.

Figure 3: Porter's Five Forces



(Source: Porter, 1980:19)

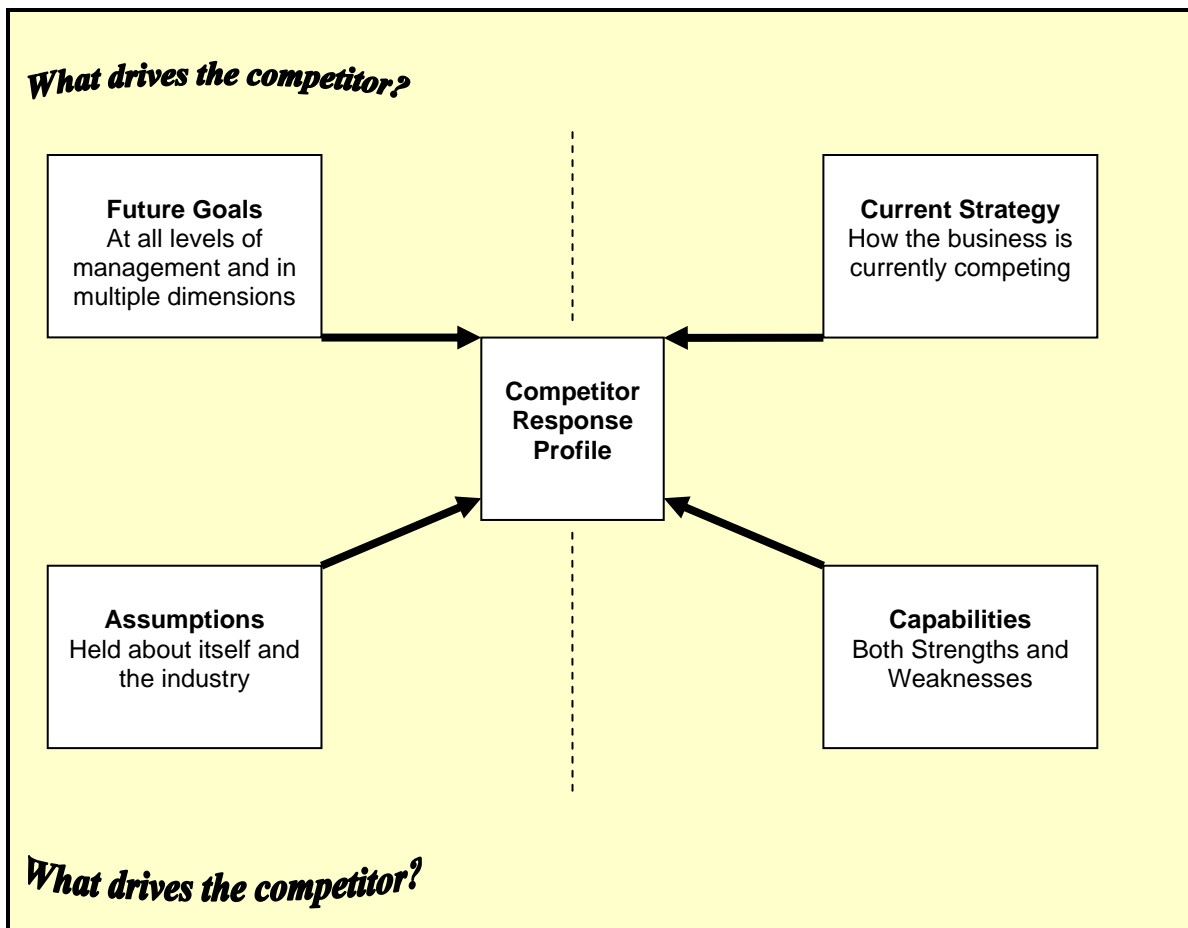
Porter also introduced three tools applicable to strategic thought in the private sector known as the three generic strategies. Although Porter recognised that the best strategy is situational, and is unique and constructed to meet the circumstances prevailing at the time, he identified three strategies for creating a defensible long-term position. Those three generic strategies are:

- **Overall cost leadership** (low cost to the customer across the entire strategy).
- **Differentiation** (a product or service that is perceived as different or unique).

- **Focus** (on a particular buyer group, segment of the product line, or geographic area).

In addition, Porter developed another innovative concept, known as the competitor analysis. Historically, the external environment was seen as a ‘scan’ of the opportunities and threats. Porter provided a framework for analysing what the competition might do. This competitor analysis consists of four components, namely: future goals; current strategy; assumptions; and capabilities. These are illustrated in Figure 4 below.

Figure 4: Components of Porter’s Competitive Analysis



(Source: Porter, 1980:31)

Porter (1980:28) asserts that most companies develop an intuitive sense of the competition's strategy, strengths and weaknesses. Generally, much less attention is paid to what is driving the behaviour, the goals the company wants to achieve, and the assumptions it holds about itself and its environment. It seems as though companies find it easier to analyse the behaviour of the competitors, yet it is the above-mentioned drivers of competition that determine behaviour.

2.4.2 Resource-Based View (RBV)

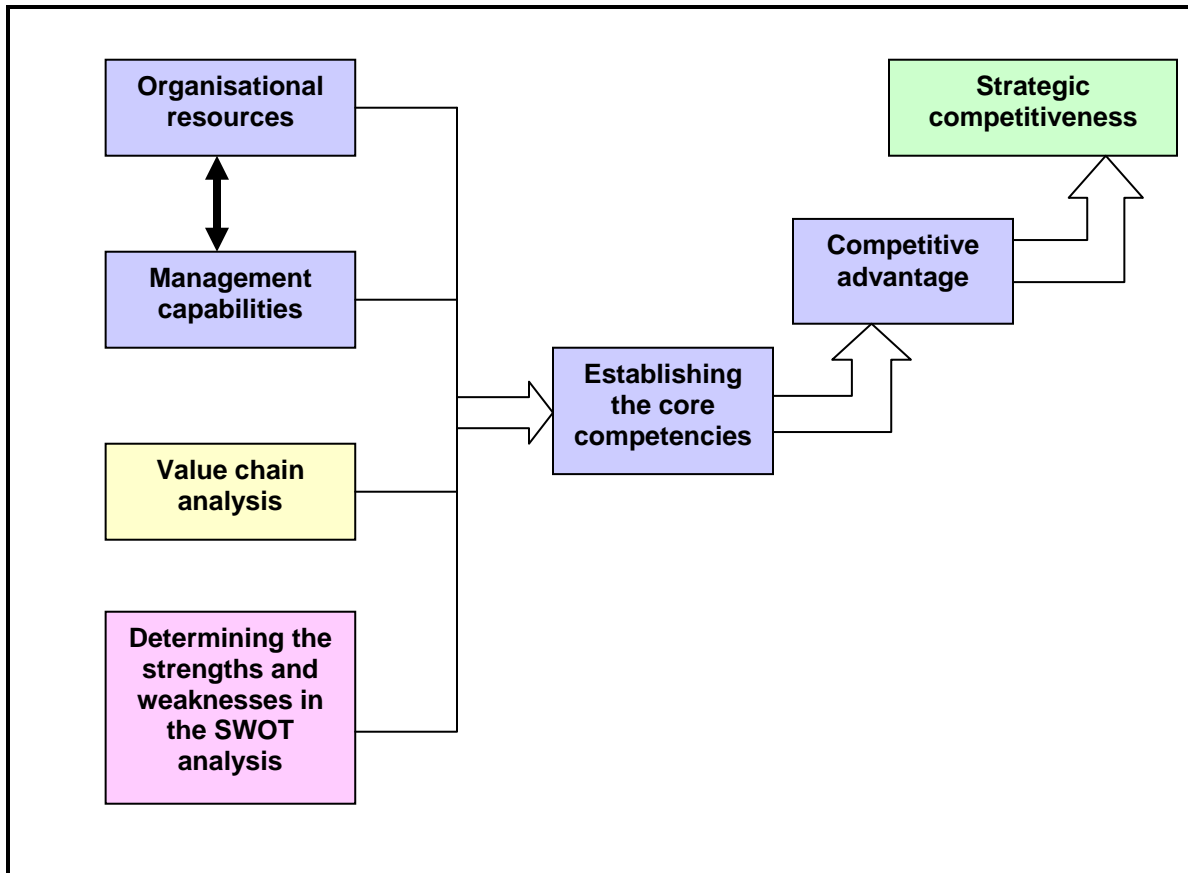
The Resource-Based View directs scholars inward to analyse resources, organisational capabilities and competencies as the antecedents of organisational performance. In the early strategic management literature, equal attention was generally given to internal and external analyses (Andrews, 1971:84; Ansoff, 1965:73; Learned *et al*, 1965:112). However, Porter's '*Competitive Strategy*' shifted the emphasis towards external competitive issues. The RBV reminds scholars and managers that the organisation's assets are the heart of their competitive position (Diericks & Cool, 1989:267; Ehlers & Lazenby, 2004:66).

Barney (1991:77) wrote a seminal article arguing that organisational resources that are rare, valuable, difficult to imitate and non-substitutable can yield a competitive advantage (Priem & Butler, 2001:164). Michalisin, Smith and Kline (1997:17) called the resources that fit under the RBV competitive advantage umbrella '*strategic assets*' and argued that those resources determined which organisations can earn superior profits. Thus, the fundamental theoretical underpinning of the RBV is that valuable and rare organisational resources can be a source of competitive advantage (Rindova & Fombrun, 1999:210).

The RBV sees organisations as different in terms of their collection of assets and capabilities. The argument is that it is the resources and capabilities that will determine how efficiently and effectively the organisation is performing. If top or

executive management within an organisation intends to manage strategically, as a useful starting point for internal analysis, it is important to understand the resources the organisation possesses and what characteristics will make them unique. As illustrated in Figure 5 below, organisational resources have an impact on management capabilities which, in turn, lead to the sources of core competencies that may ultimately result in competitive advantage and or service delivery excellence.

Figure 5: The relationship between the components of internal analysis and strategic competitiveness



(Source: Ehlers and Lazenby, 2004:63)

According to Ehlers and Lazenby (2004:66), there are three types of resources that will lead to distinctive competencies and ultimately to competitive advantage. These three broad categories of resources are:

- **Tangible assets:** They are easy to identify and, in terms of supply chain management terminology, include both movable and immovable assets such as buildings, equipment, organisational location.
- **Intangible assets:** These are assets that cannot be touched such as the reputation of a company and customer perceptions of organisational products and or services.
- **Organisational capabilities:** They are the complex network of processes and skills that determine how efficiently and effectively the inputs in an organisation will be transformed into outputs.

2.4.3 Organisational Economics

According to Rumelt *et al* (1994:378), within strategic management, organisational economics is the field where economics, strategy and organisations converge. This field was introduced by Barney and Ouchi (1986:88), but goes back to Coase (1937:38), where he argued that marketplace exchange may be more efficiently accomplished by a managerial hierarchy.

Organisational economics consists of two primary components: Transaction Cost Economics (TCE) and Agency Theory (AT). TCE emerged directly from Coase's work and was revived by Williamson (1975:12, 1991:103). TCE rests on the conjunction of three conceptual ideas, namely, bounded rationality, asset specificity and opportunism. Asset specificity implies that the assets involved in the exchange are specific to that transaction. Opportunism has been defined as '*the seeking of self interest with guile*' (Williamson, 1991c). As a result, TCE is a market transaction where neither side has all the facts, the asset is specific to the market, and at least one of the exchange partners, if not both, is trying to take advantage of the other.

Agency Theory is related but a little different. AT states that firms are owned by principals and managed by agents. The agents become very familiar with the firm

and have the opportunity to prosper at the expense of the firm and the principals. Thus, the principals must ensure that the agent is rewarded sufficiently to not be tempted to prosper at the firm's expense. AT rests on opportunism, the agent's desires, and information asymmetry, the agent's knowledge base that exceeds that of the principals. The implications are clear, TCE and AT must be viewed within the context of the environmental analysis and be factored into the strategic planning process (Donaldson, 1990:67).

2.4.4 Hambrick and Fredrickson Framework

Hambrick and Fredrickson (2001:67) developed yet another alternative framework for strategy making. Their framework consists of the following five elements:

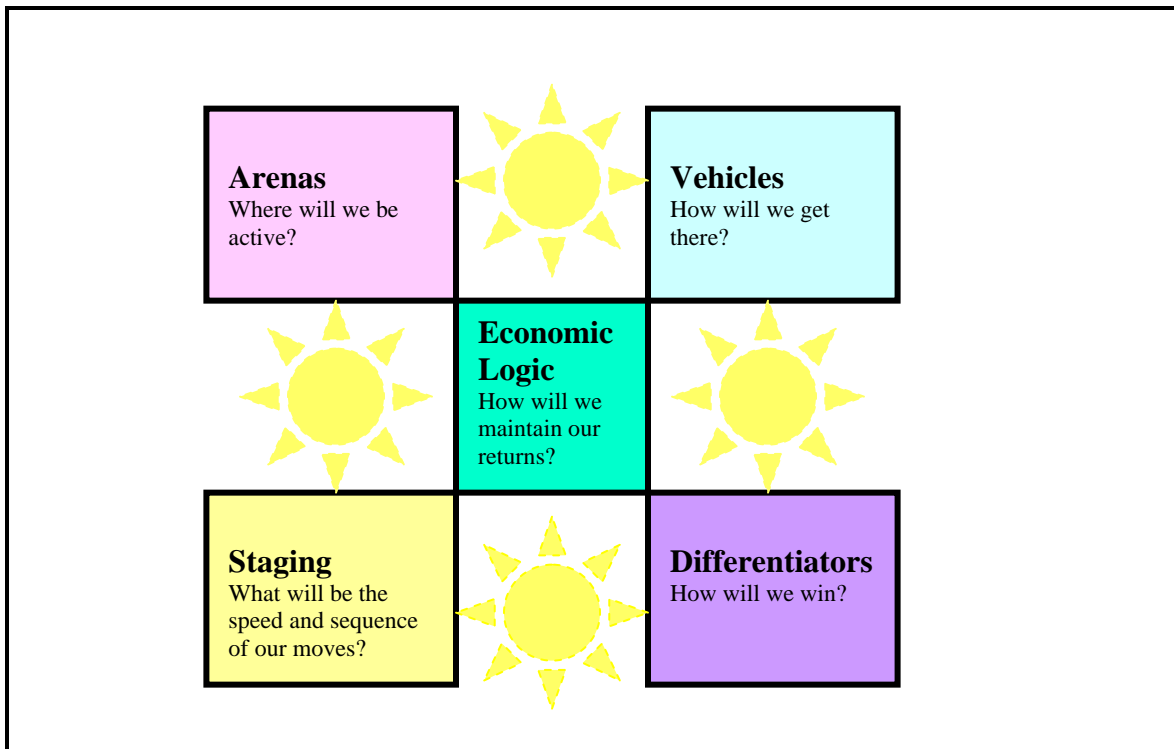
- **Arenas:** Where will the organisation be active (market, products/services location)?
- **Vehicles:** How will the organisation get there (internal development, joint ventures or acquisitions)?
- **Differentiators:** How will the organisation win in the market? Why will customers prefer this organisation (quality, customer service, marketing strategy)?
- **Staging:** How fast will the organisation move and what will be the sequence of events?
- **Economic logic:** How will profits be generated above the cost of capital?

This framework regards the need for an organisation to assert itself in the environment it operates within. In the context of this study, public service organisations are challenged to begin working in a business-unusual approach, and appreciate that government policies require expediency at the implementation level. While government policies are supported by public funds that are allocated to government institutions their implementation requires

organisational strategies that include a proper selection of organisations that will assist one achieve his or her organisational goals.

These elements are depicted in Figure 6 below.

Figure 6: Hambrick and Fredrickson Framework



(Source: Hambrick and Fredrickson, 2001:70)

2.4.5 Balanced Scorecard

A study of portfolio managers reported that from 70 to 90 percent of all strategies fail due to poor execution (Kaplan & Norton, 2001:12). The prime reason is that the tools used to measure strategies have not kept pace with the changing environment. For example, in today's environment, intangible rather than tangible assets have become the major source of competitive advantage. Companies have also been found to be struggling to implement knowledge-based strategies designed for the industrial age (Davis & Meyer, 1998:48; Evans & Wurster,

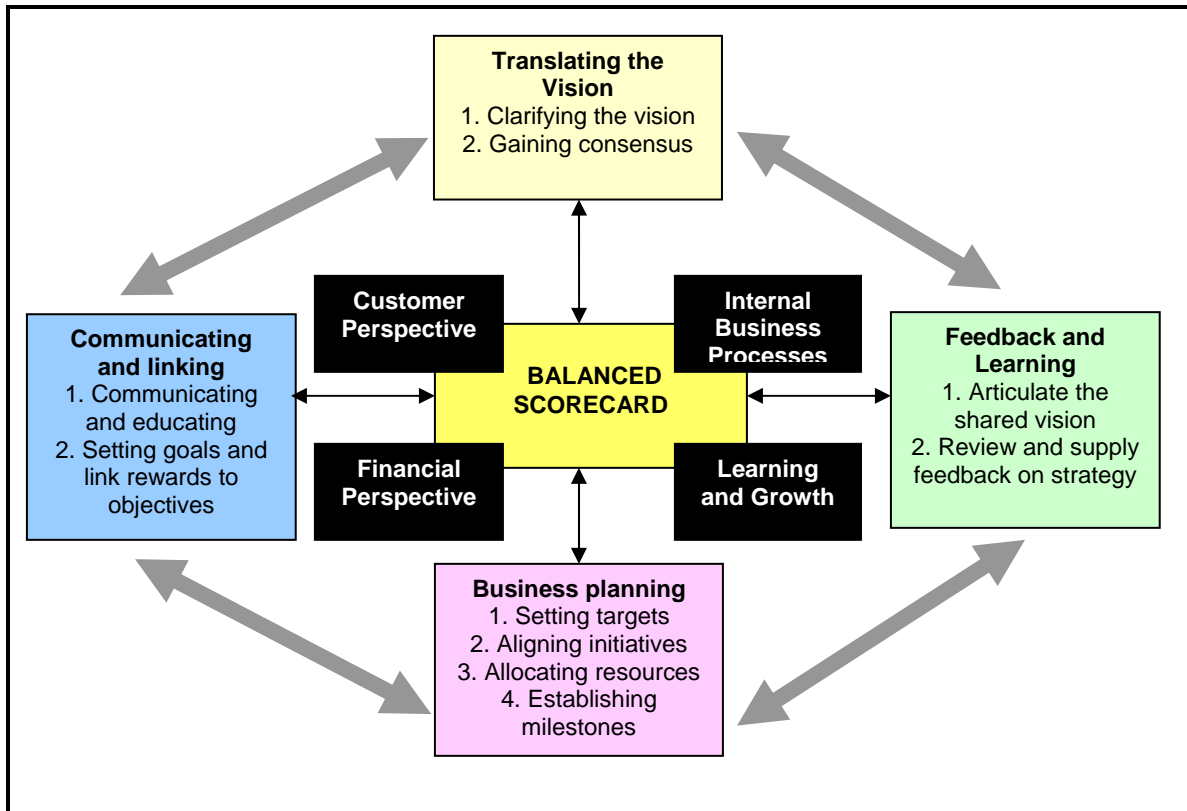
2000:217). The Balanced Scorecard has emerged as a management system that meets this need.

Cronje (in Ehlers & Lazenby, 2004:235) states that the Balanced Scorecard was introduced as a guideline for translating an organisation's vision into strategic or long-term goals in terms of four perspectives, namely: financial; customer; internal business process; and learning and growth. Each of these long-term goals has measures that indicate how the achievement of the objective will be measured and tracked. Within the Balanced Scorecard, these measures become drivers of performance. As a result, objectives, targets and action programmes or initiatives are developed for each of the four perspectives.

Kaplan and Norton (1996: 66) note that the Balanced Scorecard is, however, more than just a collection of key success factors, objectives and measures that are organised into perspectival packages for the organisation. For the Balanced Scorecard to be of value, the various objectives and measures in each perspective should be consistent and reinforcing in terms of the objectives and measures in other perspectives.

Organisations that utilise the Balanced Scorecard are capable of monitoring and evaluating short-term results in the four different perspectives. However, the value of the Balanced Scorecard runs deeper than initially thought. When creating and implementing balanced scorecards for the purposes of performance measurement systems, the developers of the Balanced Scorecard found that four distinct management processes emerged. These four processes form a framework for strategy implementation, control and evaluation. These four management processes are depicted in Figure 7 below.

Figure 7: The Balanced Scorecard as a Framework for Strategic Control



(Source: Adapted from Kaplan & Norton, 1996:77)

The Balanced Scorecard serves as a valuable strategic management tool that is gradually assuming its position within the public sector as part of public sector reforms and the New Public Management approach. Cronje (in Ehlers & Lazenby, 2004:239) contends that this tool enables organisations to clarify their strategies, translate them into action, and obtain meaningful feedback.

However, remaining to be clarified, within the private and public sector contexts, is one conceptual paradox of strategy and policy versus policy and strategy, the ‘chicken and egg’ or ‘egg and chicken’ – what comes first - analogy. The next section addresses this matter, to ensure that the application of strategic management tools such as the Balanced Scorecard take into account both private and public sector contextual dynamics.

3. THE STRATEGY HIERARCHY

According to Ehlers and Lazenby (2004:78), there are several levels of strategy within organisations. It is crucial that one comprehend the level at which the strategy is formulated. These levels of organisational strategies are outlined below.

3.1 Organisational strategy

Organisational strategy is concerned with the overall purpose and scope of the organisation to meet stakeholder expectations. This is a crucial level since it is heavily influenced by investors and acts to guide strategic decision-making throughout the organisation. Organisational strategy gives direction to organisational values, culture, goals and objectives (Ehlers & Lazenby, 2004:90).

3.2 Functional strategy

Each functional department or business unit attempts to do its part in meeting overall organisational objectives. Functional department's strategies such as human resource, financial, legal, and information technology are thus derived from the broader strategies of an organisation. A business unit is a semi-autonomous unit within an organisation, and is responsible for its own budgeting, new product decisions, hiring, and price setting decisions. However, business unit strategies must be aligned to broader organisational strategies (Ehlers & Lazenby, 2004:90).

3.3 Operational strategy

Operational strategy is low-level, narrow in focus, and deals with the day-to-day activities of business units. These strategies focus on issues such as resources, processes, and people. Operational level strategies are informed by business

unit strategies which, in turn, are informed by organisational strategies (Ehlers & Lazenby, 2004:92).

4. THINKING, PLANNING AND MANAGING STRATEGICALLY

According to Vaghefi and Huellmantell (1999:169), organisational leadership begins with planning, and planning, in turn, begins with strategic thinking. It is reported that 75 percent of all strategic change efforts fail to achieve their intended results (Haines, 2005:1). In today's dynamic and, at times, seemingly confusing global environment, there is a necessity for strategic leadership in organisations to realise change management goals and achieve growth. It has been found inadequate to develop a strategic plan, or have none in place and just muddle through the complexities of organizational leadership and hope for success without a strategic plan. A disciplined way of thinking, planning and acting, rethinking and re-planning all over again on a daily basis is needed for organisational success. Planning and change are found to be the primary responsibilities of leaders today, and strategic thinking has been discovered as the best way to begin. However, more clarity is needed on what the catch-phrase 'strategic thinking' means.

4.1 Strategic thinking defined

Strategic thinking is a broader and more innovative way of thinking on a daily basis about the overall goals of one's job, team and organisation. It is longer-term oriented with a more systemic and holistic view of the environment. Strategic thinking is considered the prelude to strategic planning. It provides the leader with a mental blueprint of the vision of what the organisation wants to become. The vision is expressed as a verbal model containing the questions that the plan must answer if it is to become successful (Haines, 2005:37; Vaghefi & Huellmantell, 1999:99).

Strategic thinking departs from the premise that organisations must be led; they cannot be permitted to drift into the future. The Chief Executive Officer, President, Board Chairperson, Head of Department or Agency should provide this leadership by asking some of the basic questions that could provide the core of a strategic plan and management. According to Vaghefi and Huellmantell (1999:169) some of the core strategic questions that constitute the business model for strategic planning within a non-profit making organisation are:

- What are the organisation's vision, mission and long-term objectives?
- What is the geographic scope of the organisation's responsibilities?
- What is the size of the organisation's market in this geographic area?
- What is the organisation's general statement or strategy?
- What external changes prevail on the horizon that could affect future operations in the industry?
- What could be the effect of the above changes on tomorrow's industry?
- What new opportunities or threats, if any, could these changes bring to the industry?

Strategic thinking can, therefore, be described as disciplined thinking with a focus, firstly, on the desired outcomes of the entire organisation. From thereon, strategic thinking focuses on the relationships between organisational components, along with constant feedback about results to find the leverage points that best achieve the desired outcomes. Haines (2005, 2) holds the view that organisational components do not usually fit or work well together. Quite often, organisational progress is stifled by silos and political conflicts. Strategic thinking emerges, under these circumstances, to generate a strategy that is:

- About clarifying the direction and vision of the whole organisation linked to its key success measures.
- About identifying relationships and core strategies driving the whole organisation towards its vision.
- About identifying, on a daily basis, leverage points for organisational change.

- A simple, yet structured, way of organising one's thoughts about all the complexity in the world having a bearing on organisational performance in the long term (Haines, 2005:3).

Strategic thinking originates from the science of systems thinking and, as such, is also called critical thinking, solutions thinking, high-level thinking, future thinking, longer-term thinking and forward thinking. It is not tactical, analytical, parts-oriented, mechanistic, reductionist, either/or, or one-best-way thinking.

4.2 Strategic managing

According to Haines (2005:3), planning strategically is concerned with identifying and moving towards a desired future state. It is a process of developing and implementing plans to reach goals and objectives. Strategic planning can be used in a wide variety of activities from election campaigns, censuses, to athletic competitions.

A distinction should, however, be made between the responsibility for the coordination of the planning process, and the management of the content and execution of the generated strategic plan. There is, quite often, confusion within organisations regarding the core responsibility of employees who are employed to coordinate the technical organisation-wide planning activities, and the top or executive management responsibility for strategic planning. The coordination of the strategic planning events, within an organisation, that culminates in a documented organisational plan remains the lower-level employees' responsibility which, at times, is sourced out to an external person or company. However, the responsibility for determining the future desired state, and how to get there, for an organisation, is the top or executive management's responsibility, executed in consultation with key organisational stakeholders. While the critical role of the dedicated support staff, and how this role differs from other back-office support functions within an organisation, is acknowledged, a

proper delineation of the complementary roles and responsibilities for strategic planning within an organisation should be properly managed (Haines, 2005;3).

Table 1 below illustrates, in concrete terms, the distinction of responsibilities between a strategic planning function as a project versus managing strategically at the systemic level.

Table 1: The management of the strategic planning process as a project versus managing strategically at a systemic level

Strategic Planning as a Project		Strategic Management as a System
1.	A project, with beginning and an end.	Ongoing process with yearly reviews to track implementation progress.
2.	Staff written.	CEO/HoD/DG, manager-driven, supported by staff.
3.	Focus on today and extrapolate to the future.	Start with an ideal future and work backwards.
4.	A voluminous Strategic Plan as an end product.	Execution, change management, customer focus is the goal.
5.	Senior leadership or planning department is answerable.	Key stakeholder feedback and organisational commitment.
6.	Weekend retreat in an excluded venue, with team-building facilities.	Strategic change in roles or behaviour on a daily basis.
7.	Strategic level only.	Integrated and business units, annual and daily decision-making levels.
8.	Individual change projects	Customer-focused positioning and value-added delivery as the focus for all projects.
9.	Single event, once in every five years.	Annual strategic review, updating plans based on environmental analyses.
10.	Scanning environment of today.	Future environmental scanning.
11.	Analytical tools.	Focus on strategy and commitment.
12.	Unit/department goals – silo mentality.	Shared strategies as the glue and organising forces.

Strategic Planning as a Project		Strategic Management as a System
13.	Hierarchy/controls	Customer focus and value-driven empowerment.
14.	Organisational structure the same.	Strategic business redesign.

(Source: Haines, 2005:3)

‘Strategic managing’ means viewing planning as part of a larger system that involves leadership and change. In this form of managing, planning takes into account the implementation lessons and results, and becomes integrated into change management. Implementation lessons might have been generated by the managers’ monitoring and evaluation function or taken into account programme evaluation study results that come from outside an organisation. Integrated planning respects other change initiatives that have been or are being introduced elsewhere, carried forward and lived by those involved in them, which have a bearing on the success of an organisation’s strategy (Haines, 2005:3) .

It is also important to note that integrated planning links strategy to budgets, performance results and the employee reward systems, as part of a daily, weekly, monthly, half-yearly, annual, mid-term or end-term cycle. Performance results are elaborated in the organisation’s reporting systems, whether these reports are generated for donors, shareholders, the legislature, or the general public. These reports are based on predetermined quantitative and or qualitative performance measures or indicators.

5. STRATEGIC MANAGEMENT PROCESS

Several authors and scholars have offered working definitions of strategic management. Clearly, these definitions are influenced by time, industry or sector (public or private), and geographic contexts. While the definitions have either referred to strategic management as a task, function, management approach, or process they converge in the view that strategic management:

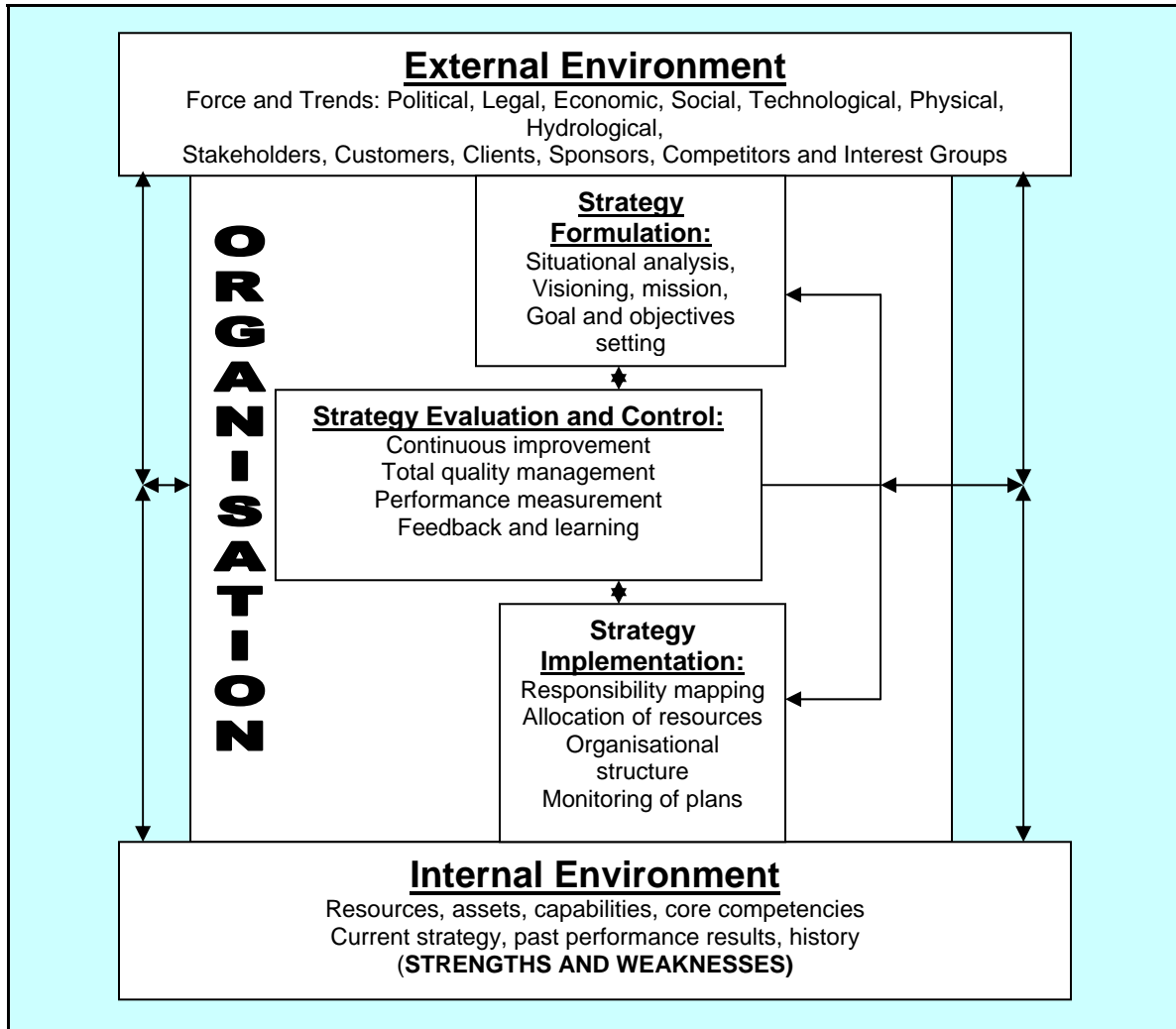
- Has an organisation-wide orientation.
- Has a future inclination.
- Is driven by top or executive management.
- Is concerned with the future performance or survival of an organisation.
- Is influenced by the environment within which an organisation operates.
- Involves key activities, functions or processes.

A process approach to the study of strategic management generates three broad phases of strategic management, namely: strategy formulation; strategy implementation; and strategy evaluation and control. Strategy formulation includes the identification of the organisation's strengths and weaknesses, determination of external opportunities and threats, establishing an organisational mission, setting objectives, developing alternative strategies, analysing alternatives, and deciding on the alternatives to execute. Strategy implementation requires that an organisation establish goals, develops policies, motivate employees and allocates resources in a manner that will allow formulated strategies to be pursued carefully. Strategy evaluation assesses the results of the formulation and implementation of activities. Strategy control is concerned with continuous improvement and total quality management of the development, execution and evaluation of organisational goals (Baile, 1998:5).

However, in practice, strategic management is not a linear process. All phases and activities within the strategic management process are interactive. Strategies, plans and tactics are under constant review, reassessment and reformulation, as part of the ongoing strategic decision-making within an organisation. This is precisely so because strategy itself is, inherently, partially planned and unplanned, and constituted by complex, interactive and dynamic chains of action-reactions. It is for the latter reason that strategic management studies should vacillate between what has been planned, what has been implemented, and what has been achieved, to properly comprehend what works or not, in either the process or content of strategy.

Figure 8 below attempts to demonstrate this interactive nature of the strategic management process.

Figure 8: The strategic management process



(Source: Adapted from Baile, 1998:6)

Baile's description of the strategic management process is thought provoking in the sense that the traditional definition of the process is such that the strategic evaluation and control phase would follow after the strategy has been implemented. This sequencing of the key phases of strategic management is accepted for ease of comprehension at an elementary level. However, strategic

management, in practice, does not flow in a simple order. The process is iterative, and requires a constant adjustment to strategy, as a means to achieve a goal, which is an end. The implementation of government policies through a strategic management process should be mindful of this reality in the implementation of strategies.

For the public sector, the challenge does not only reside in the complexity of the strategic management process. There are definitional challenges with regards to the strategy and policy. The next section seeks to elaborate, briefly, on this.

6. STRATEGIC PLANNING AND THE PUBLIC POLICY PROCESS

A standard dictionary definition serves as a good beginning. The American Heritage Dictionary (1995) defines strategy as the science or art of military command as applied to the overall planning and conduct of large-scale military operations. The Oxford English Dictionary (2001), on the other hand, defines strategy as either a plan designed to achieve a particular long-term aim, or the art of planning and directing military activity in a war or battle.

Interestingly, in the public sector, Bryson (1995:2) defined strategy as a pattern of purposes, policies, programmes, actions, decisions or resource allocations that define what an organisation is, what it does, and why it does it. In the private sector, Andrews (1971:66) referred to strategy as a rivalry among peers, while Ohmae (1982:110) maintains that the object of strategy is to bring about conditions favourable to one's own side, judging the right moment to attack or withdraw. Porter (1980:25) views strategy as a broad formula for how a business is going to compete, what its goals should be, and what policies will be needed to carry out those goals.

While so many definitions have been provided by various scholars, converging and or diverging, it is apparent that before an organisation sets out to establish

planning systems it should be clear about the purposes that these systems will be designed to serve. In other words, the organisation must possess some overall strategy or policy. Often the words 'strategy' and 'policy' are used interchangeably by managers, management educators and scholars. Birdsall (2004:13) expresses explicitly this confusion over the casual synonymous use of strategy and policy when he says that "... we have strategies that implement policies and, *at the same time* (italic: own emphasis), policies that implement strategies." Birdsall is supported by Rumelt (1994:1) who states that some scholars even go to the extent of referring to strategic management as policy. For instance, Stone (1997:259) claims that policy actions are ongoing strategies. Porter (1980:25) maintains that a strategy includes policies needed to carry out organisational goals. Liddell-Hart (1954:321) defined strategy as the art of distributing and applying military means to fulfill the ends of policy. Bryson (1995:32) regards strategy as policies that define what an organisation is, what it does and why it does it.

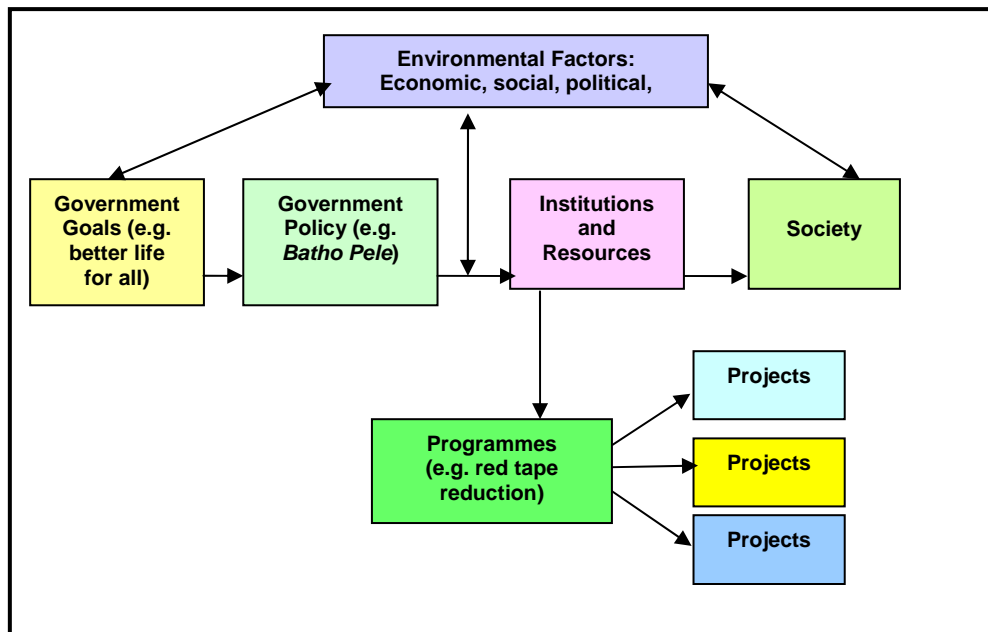
It appears that a primary difference between strategy and policy is how they are viewed in the private and public sectors. In the private sector policy is often considered a company regulation or procedure. Policies are used to implement actions (strategies) or as rules to set guidelines for procedures. In the public sector policy is more often referred to in terms of complex fundamental issues that require resources and time to resolve such as health care, national defense or tax policy. In that context, strategies are used to implement the policy objectives.

De Coning (in Cloete & Wissink, 2000:11) reveals that there is no universally accepted definition of public policy. However, an adequate framework of definitions enables one to explore the multi-dimensional nature of policy, to establish the key elements of definitions in the field, and generate a working definition. For instance, the following are a few definitions of public policy that have emerged over time:

Ranney (1968:7) defines policy as a declaration and implementation of intent while Easton (1953:129) defines policy as the authoritative allocation through the political process, of values to groups and individuals in the society. Hannekom (1987:7) states that policy making is the activity preceding the publication of a goal, while a policy statement is the making known, the formal articulation, the declaration of intent or the publication of the goal to be pursued. Policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. In this regard, policy, in the public sector context, makes known the specific societal development goals to which resources will be allocated for attainment of the policy. Resources are allocated to programmes that implement the policy. In the public sector context, another concept of programmes is often utilised to refer to strategies that are employed to realise policy goals, bringing in a further confusion. However, as this is the study of the public sector the relationship between strategy and policy will be defined as is commonly done in the public sector, and, in particular, in terms of the public policy impact chain.

A distinction should, therefore, be made between a policy and a programme to ensure that this study is grounded on an acceptable methodological approach. While Ranney (in Cloete & Wissink, 2000:11) defines a policy as a declaration and implementation of intent, Van Baalen (in Cloete & Wissink, 2000:191) contends that policies are implemented through programmes. Programmes consist of a series of activities undertaken by government departments in a coordinated manner. Programme activities are called projects, and projects are, thus, building blocks of programmes. This linkage between policies, programmes and projects can be illustrated as in Figure 9 below.

Figure 9: Public policy impact chain, including programme and projects



(Source: Adapted from Austin, 1990:77)

The above analysis has yielded a better understanding of the difference between a policy and a strategy in the context of the public sector. Austin (1990:62) contends that a government has a goal to achieve based on the mandate that the electorate has given the government that is in power. A goal of government finds expression in a myriad of policies that public institutions are expected to implement. The public institutions will, as part of policy implementation mobilise other stakeholders outside the state machinery towards the implementation of public policies and, hence, achievement of the government goals.

It, therefore, stands to reason that in the context of the public sector, strategy follows policy. A strategy is a tool of policy implementation. Public policy, for purposes of comprehension, is understood to follow five broad phases of development: policy formulation, policy adoption, policy implementation, policy monitoring and evaluation, and policy review. If the strategic planning process is aimed at generating a set of strategies for implementing government policies, the

strategic planning process (as an event) happens at the commencement of the policy implementation phase.

7. CONCLUSION

While strategic management, either as an organisation-wide task, a management approach, a function, or a process is said to originate from the private sector, it is interesting to note that strategy as a concept has always been traced back to military function in the Eastern and Western worlds, which under no circumstances can be regarded as a private sector activity. This chapter has undertaken a review of the historical development of strategic management, considering applicable concepts, strategic philosophers, strategy perspectives, hierarchy of strategy, the relationship between strategy and policy, and the key elements of the generic strategic management process.

In considering the definition of strategy concepts, the review has examined those that pertain to this study such as strategic management, strategic planning, operational planning, goals, objectives, performance targets and indicators. It has also been revealed that strategy exists at three levels within an organisation, namely: organisational; functional; and operational.

It appears that while the concept of strategy originated from the military in terms of strategic thought and analysis, as expressed in the writings of philosophers such as Sun Tzu, Chandler, Ansoff, De Guibert, and Clausewitz, with the passage of time it has assumed organisational form, and developed into a sub-discipline with theoretical perspectives such as the Porter's Competitive Analysis, the Resourced-Based View, Organisational Economics, the Hambrick and Fredrickson Framework, and the Balanced Scorecard.

This chapter has, furthermore, engaged the ongoing debate about the relationship between strategy and policy or policy and strategy. Acknowledging

that no direct answer can be provided for this, the analysis has concluded that the relationship between policy and strategy is determined by the context in which the strategy is formulated and executed. In the private sector strategic planning precedes policy while in the public sector the opposite applies. The public policy process that distinguishes between a public policy, strategy, programme, and project has been explained to clarify this relationship in the context of the public sector.

CHAPTER 3

THEORY AND PRACTICE OF STRATEGIC PERFORMANCE PLANNING IN THE PUBLIC SECTOR

‘Strategic planning...is based on the premise that leaders and managers of public and non-profit organisations must be effective strategists if their organisations are to fulfill their missions, meet their mandates, and satisfy constituency in the years ahead.’ (Bryson, 1995:9)

INTRODUCTION

In the preceding chapter an in-depth analysis of strategic management theory was undertaken. Planning is part of a larger system of strategic management and leadership and, in the public sector, it is informed by and gives effect to a plethora of public policies that are an embodiment of peoples’ needs.

In this chapter, attention will be devoted to how strategic planning as a management function has (and is) evolving in public sector organisations, the generic process of strategic planning as it applies to the public sector, the public-private sector distinction, and some of the difficulties associated with strategic planning in the public sector. This chapter concludes by conducting a brief comparative review of international precedents in respect of public sector strategic planning as a management reform.

It is important to note, at this stage, that the main purpose of this chapter is, in proceeding from the unveiling of strategic management history and foundations in the previous chapter, to begin providing a broad public sector theoretical context within which the study problem should be located. This will, in turn, highlight that the findings emanating from the study are influenced by sector-specific practices and nuances with respect to strategic planning.

1. STRATEGIC PLANNING IN PUBLIC SECTOR ORGANISATIONS

According to Baile (1998:11), public sector organisations adopted the ideas of corporate-style strategic planning in the 1980s and started applying these to government agencies. Most approaches were based on previous corporate strategic planning models and included variations that accounted for public sector aspects. Many writers hold the view that to be successful the strategic planning and implementation process should have specific elements that reflect the unique nature of the organisation and its environment (Edie, 1989:45; Korsten, 1991 in Baile, 1998:33)). However, Bryson (1995:88) contends that, for the public sector, a strategic planning process can provide qualitative improvements to the design process over conventional long-range planning. Bryson's reasoning is that strategic planning is more issue-oriented in public organisations and, therefore, more suitable for politicised environments. The issues approach to public sector strategic planning is particularly appropriate because political decision-making starts with issues, and strategic planning is more useful for addressing and informing these issues.

The time lag in adopting strategic planning in government agencies was largely due to the perception that strategic planning was more suitable for business. This reluctance to embrace strategic planning was based on concerns such as:

- Planning is usually driven by yearly budget or appropriation cycles.
- There is less control over administrative systems in bureaucracies as compared to businesses.

- A 'bottom line' does not exist for most public organisations.
- Quantitatively measuring progress in respect of many social problems is difficult.
- Laws and policies established by the political authority determine what public organisation does (Baile, 1998:15).

Managers in public organisations operate in a more complex environment compared to those in the private sector. They must deal more directly with questions of values, and democratic principles must underpin the process (Ring & Perry, 1985:108). These principles have implications for both the planning content and its process. For example, the process should be inclusive and open to embrace the organisation's stakeholders and constituencies. The goals and objectives defined in the formulation of plans should conform to legal mandates and direction and should be based on values such as equity and fairness. Political influences have a profound effect on the process and feasibility of achieving specific objectives (Downs, 1966:8). Even though these concerns represent formidable obstacles to strategic planning in public sector organisations, authors have proposed models and techniques to deal with them.

Bryson (1995:67), for example, proposes a model that centres on issue management. Issues are generated from a number of factors, but explicit attention is given to political influences of the agency as a major driver of strategy. Koteen (1991:57) also advocates a focus on the management of strategic issues as a core concern for public and not-for-profit organisations. Nutt and Backoff (1992:16) offer a choice of high-action type strategies for public sector organisations that are matched to the public environment.

Importing private-sector strategic planning practices into public sector organisations requires that attention be paid to the differences in the context in which planning takes place. These differences not only affect the completion of the planning process, but also the difficulty of implementation and the ultimate

success of the planning enterprise. Although there are many differences to consider, Campbell and Garnett (1989:33) suggest two that stand out as most important. Firstly, in private organisations, business strategies tend to be more clearly defined and relate to products, market share, return on investment, and profitability. Policies and strategies in public sector organisations are more ambiguous, more difficult to measure, and frequently address broad social issues. Secondly, in private organisations, strategy development and implementation are primarily confined to participants within the organisation and the strategy is for internal use. Strategies in public sector organisations have significant external input, and implementation depends on the cooperation of administrative and political oversight bodies and constituent groups.

For some, the pluralist nature of democratic governance casts doubt on the prospects of successfully undertaking strategic planning in public sector organisations. William and Morrow (1987:163) describe the effect of pluralism as follows:

'Pluralism forces public administration to forfeit its ability to do rational, comprehensive planning because planning and pluralism are rooted in different assumptions about government. Planning is substantive in nature and focuses on the ends of governmental activity. Pluralism is procedural in character and focuses on providing interest groups access to centres of decision.'

Eldridge (1989:25) examines the underlying concepts that affect the success of strategic management in government and argues that cultural distinctions dictate different approaches to strategic planning in business and government and create different expectations for the successful implementation of strategic plans. He suggests that these distinctions can be organised into seven main propositions as follows:

- **Governments have less competition than business.** Governments do compete with each other for resources and, in some cases, with the private

sector (such as in privatisation studies). However, in many cases, governments have the monopoly in respect of service delivery, and there are therefore no powerful incentives to maintain a competitive edge. As a result, one of the main reasons for strategic planning in business, to be competitive, is not felt as strongly in government agencies.

- **Customer influence is likely to be weaker in government.** Governments do not depend on customers for resources. Their revenue is derived from appropriations, and they are not dependent on how the customer feels about their products or services. Even if there is customer demand imposed on an agency, governments are reactive, responding to this demand rather than seeking out customer needs, as private sector companies do. Strategic planning is highly dependent on determining future market requirements, and substantial effort is devoted to scanning the environment for this purpose. It is not impossible for government agencies to have a customer base, but identifying this base and tapping into it for strategic planning purposes is difficult in government.
- **Measuring governmental work performance is more difficult.** There are greater restraints on rewards and punishment in government systems. Businesses normally use financial means to measure performance, and the data for these measurements are readily available. Few government agencies are in a similar position. Governments find it difficult to establish yardsticks to measure performance in many programmes, especially in the area of social programmes. Measurement is a fundamental part of strategic control. Without measurement there is no means of feedback and evaluation.
- **The rapid turnover of governmental leaders causes instabilities that inhibit the process of developing and sustaining a long-term strategic direction for the organisation.** For example, politically elected officials and appointees change at a more frequent interval than leaders in the private sector. The time perspective of political leaders is short; they want to

introduce their ideas quickly and see results. This short-term perspective is not particularly suitable for strategic planning.

- **Governments have more stakeholders and are subject to greater outside influence than private companies.** There are often political forces imposed on a government organisation from constituencies, legislative oversight bodies, and other stakeholders that can overwhelm any attempt to set goals using classical strategic planning processes. Most often, strategic planning in business is based on a high degree of rationality, and plans are developed using analytical models and techniques. Politics influences the allocation of scarce resources and decisions are more subjective and based on non-rational logic.
- **Governments normally have far more purposes than do private companies.** Reducing the scope of programmes in government is a difficult proposition mainly because these programmes have societal purposes, such as improving the education system or helping the disenfranchised to secure meaningful employment. Strategic managers in business must adjust the mix of products and services in rapid response to the market, independent of considerations about societal value.
- **Government supervisors are more likely to view themselves as specialists rather than managers.** Managers are concerned with directing the organisational unit to produce a profit, and specialists have allegiance to their occupational discipline. The idea of a specialist is enhanced by the protective nature of civil service rules and procedures that protect government workers from being fired without reduction-in-force due process. All this contributes to a sense of stability and aversion to risk, which are not conducive to the innovative spirit of strategic planning.

The lack of a well-tested model for public sector strategic planning causes some managers and planners to be skeptical that the promise of this management reform can be realised. As mentioned previously, despite concerns about the differences between public and private sector organisations, these have not

inhibited the introduction of strategic planning in government, and many writers in the field advance strategic planning as a sound approach to effectively managing public sector organisations. However, the extent to which strategic planning, as a management approach, assists in making public organisations effective is dependent upon whether the “publicness” of the organisation is considered when strategic planning systems are designed and implemented.

2. PUBLIC-PRIVATE SECTOR DISTINCTION

Much of the writing that addresses the public-private dimensions of organisations is found in the literature on public management. Some of the literature draws a clear distinction between public and private organisations, focusing on differences between the public and the private sector (Allison, 1983:18; Moe, 1987:77; Perry & Kraemer, 1983:11). Most of these differences between public and private organisations are attributed to economic and political conditions, and the effect these conditions have on the organisation’s external relations and internal processes (Rainey, 1983:39). Wamsly and Zald (1973:6) draw the distinction based on who owns the organisation and how it is funded. These authors contend that public organisations are owned and funded by government, while private organisations obtain funding from private sources, such as market transactions. Others have argued that private and public organisations are very similar and that management roles and processes can be transported between the organisations (Allison, 1983:4; Lau, Newman & Broedling, 1980:96; McCurdy, 1978:152; Meyer, 1979:200).

In a nutshell, private organisations are subject to the “authority of the market” and provide goods based on consumer demand. Public organisations are significantly less market-driven and acquire their resources from political processes. In the public sector, clients of an agency are often provided a service that is legislated, both the service itself and the amount delivered. Decision-making about what goods and how many to produce, in the public sector, is a complicated process

that includes a quasi-market element through constituent and special-interest feedback and the election process. The result of research in this area is a dichotomous classification of public and private organisations, implying that public organisations are clearly different and warrant their own treatment in organisational theory.

Others argue that a simple public-private dichotomy is not realistic as a classification scheme, and there is instead a blurring between the two sectors that allows for mixed public-private organisations (Bozeman, 1984:17; Bozeman, 1988:43; Emmert & Crow, 1988:73; Muslof & Seidman, 1980:86). Bozeman (1987:99) has advanced a conceptual framework that addresses an organisation's degree of publicness, as a general measure of governmental influence. Different levels of publicness can be associated with different kinds of organisational behavior. Publicness depends on the relative mixture of political authority and economic authority. Less public organisations are subject to constraints of economic authority embedded in the market and are subject to less political authority whereas the opposite is true for public organisations. For Bozeman (1984:102), the most significant factor driving the degree of publicness is the external political influence on the organisation. His theory of public organisations adopts a fundamental assumption that publicness is multi-dimensional.

The dominant assumption of Bozeman's multi-dimensional approach is based on political economy and resource dependency theories of organisations. According to Bozeman (1984:49):

- The publicness of an organisation is not an absolute quality but a matter of degree.
- Much of the organisation's behavior is poorly explained by the rational choice models and is better accounted for in terms of constraints imposed by external actors.

- While a variety of external influences constrain the organisation, those influences flowing from government entities account for the public character of organisations.
- The publicness of organisations requires a redefinition of organisational effectiveness; a definition that views an organisation less as an agent for the achievement of internally devised rational goals, and more as an entity serving multiple constituencies (both internal and external).

Bozeman (1984:104) characterises public and private organisations along four dimensions that he contends define processes in organisations. These dimensions are:

- Establishing and maintaining the organisation.
- Structuring the organisation.
- Resourcing the organisation;
- Setting and seeking goals.

Table 2 below is offered by Bozeman as a way of showing how these processes can help identify where a particular organisation falls on the public-private continuum.

Table 2: Bozeman’s Public-Private Continuum

PUBLIC ROLE	PROCESS	PRIVATE ROLE
Discretionary legislative appropriations	Resources	Profits from sales in private markets
Creation (abolition) by government mandate	Life-cycle	Creation (abolition) subject only to private market
Structures set by government mandate	Structure	Structure independent of government constraints
Goals set by government mandate	Goals	Goals independent of government constraints

(Source: Bozeman, 1984:106)

Rainey and Perry (1992:55) address the nature of management and organisations in the public sector with regards to the distinctive characteristics of public organisations and management. . These authors reviewed the research on the public-private distinction topic and concluded that:

- The most general management and organisation theory does not recognise the theoretical significance of the distinction issue.
- There are two divergent views of the distinction: economic and political.
- Until recently, both economists and political scientists have paid little attention to the managerial characteristics of public bureaucracies.

In calling for additional empirical research on the significance of publicness as a determinant of organisational behavior, Bozeman (1984:105) argues that publicness should be viewed as an external organisational constraint on the organisation's activities, and comparative research should investigate the relationship between publicness and organisational effectiveness, especially goal-related effectiveness. He also suggests that the dimensional approach would be suitable to investigate the transferability of management innovations between the sectors.

Rainey (1989:42; 1991:107) furthermore classifies public-private differences into three categories:

- Environmental factors.
- Organisation-environment transactions.
- Organisational roles, structures and processes.

Each of these categories will be briefly outlined below.

2.1 Environmental factors

The environment of public organisations has frequently been used to explain the public-private distinction. Typically, these explanations involve comparisons of differences between public and private ownership and the legal basis of the organisations. Some of the specific differences relating to the organisation's environment are as follows:

- Elaborate and intensive formal legal constraints due to an oversight by the legislative branch, executive branch hierarchy, oversight agencies and courts.
 - Constraints on domains of operations and procedures.
 - Less autonomy assigned to managers to make choices.
 - Proliferation of formal administrative controls.
 - Large numbers of external sources of formal authority and influence, with greater fragmentation among them.
- Intensive external political influences.
 - Diversity and intensity of external informal political influences on decisions (political bargaining and lobbying, public opinion, interest groups, and client constituent pressures).
 - Need for political support from client groups, constituencies and formal authorities, in order to attain appropriation and authorisation for actions (Birdsall, 2004:205).

2.2 Organisation-environment transactions

Public organisations do not rely on market mechanisms to interact with their environment. Their decisions are subject to public debate and they are often concerned with broad societal issues. The following are some of the features distinguishing public from private organisations with respect to organisation-environment transactions:

- Mandatory financing of some activities and programmes.

- Level of scrutiny of public managers.
- Scope of concern (such as, general public interest) (Birdsall, 2004: 206).

2.3 Organisational roles, structures and processes

Differences in the environments of public and private organisations produce differences in managerial roles and organisational characteristics. These include the organisation's goals, administrative authority, leadership practices, structures, incentives, and individual and organisational performance. These manifest themselves in:

- Goal ambiguity, multiplicity and conflict:
 - Vagueness, intangibility and difficulty in measuring goals and performance criteria. Goals are more debatable and value-laden, e.g. defense readiness, public safety, clean environment, better living standards for the poor, quality of household life, sustainable human settlements.
 - Multiplicity of goals and criteria, e.g. efficiency, public accountability and openness, fairness and due process, social equity and distribution criteria.
 - Conflicting goals of diverse constituencies and political authorities involving trade-offs, e.g. efficiency versus openness and public scrutiny, efficiency versus due process and social equity.
- Administrative authority and leadership practices:
 - Lack of decision-making autonomy and flexibility due to elaborate institutional constraints and external political influences. More external interventions, interruptions and constraints.
 - Weaker authority over subordinates and lower levels due to institutional constraints (e.g. civil service personnel systems, purchasing and procurement systems) and external political alliances of sub-units and subordinates (e.g. with interest groups, legislators).

- Reluctance by higher level managers to delegate authority, and the use of formal regulations to control lower levels.
- Frequent turnover of top leaders due to elections and political appointments, creating more difficulty in implementing plans and innovations.
- Organisational structure:
 - Red tape and elaborate bureaucratic structure.
 - Extensive and complex organisational dependencies.
 - Lack of clear responsibility and authority.
- Incentives and incentive structures:
 - Greater administrative constraints on the administration of extrinsic incentives such as pay, promotion, and disciplinary action.
 - Weak link between extrinsic rewards and performance.
- Organisational and individual performance:
 - Individual and institutional aversion to change and risk.
 - Lack of meaningful performance measures for the organisation and its programmes and employees.ate of turnover of personnel (Birdsall, 2004:211).

3. DIFFICULTIES ASSOCIATED WITH STRATEGIC PLANNING IN PUBLIC SECTOR ORGANISATIONS

In reviewing the literature on public organisations, Melamid and Luck (1994:237) identified three areas that they believe must be addressed if these organisations are to adopt private sector management processes. These areas are:

- Multiple and conflicting goals.
- Constraining financial, legal, contractual, and organisational practices.
- Difficulties in aligning actions of individual members of the organisation with its goals.

These areas represent constraining forces that inhibit the adoption of managerial innovations such as strategic planning in public organisations. These areas are reviewed in more detail below.

3.2 Goal conflict and ambiguity

According to Miller (1989:321), in view of the fact that setting goals for governmental organisations or agencies is a highly political process, the tendency is to make the goals all things for the people. Substance gets flushed out in the process of political negotiation and agreement is achieved at the expense of goals that are ambiguous and sometimes conflicting, and hence quite difficult to implement. Many authors have emphasised the diverse and ambiguous nature of goals in public organisations (Banfield, 1975:40; Rainey, Backoff *et al*, 1976:87; Dahl & Lindholm, 1953:33; Buchanan, 1974:22). Interestingly, although the literature emphasises the problem with goals in the public sector, Lan and Rainey (1992:41) report empirical evidence to the contrary. They found that public managers perceive their goals as clear and achievable, but this may depend on the relative publicness of the organisation.

3.2 Constraining financial, legal, contractual and organisational practices

Various constraining factors manifest themselves in several ways in the course of strategic planning in public organisations. For example, resources in public organisations are subject to political forces which make obtaining funds more complicated in comparison with market-based approaches. There may not be political support to fund strategic initiatives even though there is a customer demand. In addition, implementation may face bureaucratic hurdles, with personnel rules and regulations and scrutiny from oversight bodies. The pervasiveness of this difficulty is demonstrated by the number of writers who have argued that these types of constraints are sources of problems for managers in public organisations (Banfield, 1975:67; Blumenthal, 1983:104;

Buchanan, 1974:42; Meyer, 1979:77; Mintzberg, 1987:89; Rainey, 1983:108; Warwick, 1975:361).

Rainey *et al* (1973:238) argue that the formal, legal environment of government organisations is the source of limitation on the autonomy and flexibility of the public organisation and its managers. Governmental organisations are legally authorised institutions and consequently have their '*purposes, methods and spheres of operations defined and constrained by law*' (Rainey, 1973:239)

Managers of government agencies do not have unlimited discretion to set the strategic direction of the organisation and decide how strategies will be implemented. They must adhere to the legal requirements that circumscribe the agency's mission and operations. These managers are also agents of the people and stewards of the democratic process and are morally obligated to embody the public interest and the constitutional governance process during strategic planning (Wamsley, 1987:48).

Making strategic changes may also be hampered by a bureaucratic culture derived from the rule-based environment of public organisations, which tends to support behaviours that maintain the status quo by relying on long-established, elaborate legal and procedural guidelines to guide decisions and actions (Downs, 1966:111).

3.3 Organisational alignment

According to Allison (1983:18), organisational alignment has internal and external dimensions. Internal alignment refers to matching the individual's goals with the organisation's goals. This alignment is significant for strategic planning because it refers to the tension between agency leaders aligned to the political process and professional bureaucrats who are normally sympathetic to the needs of the agency's clients. External alignment involves the degree of match between the

agency's strategy and the preferences of the political authorities and other stakeholders. Stakeholder diversity and dispersion can be a source of conflict for the agency as it attempts to accommodate views of interest groups and the public.

Political actors weigh into the process of formulating and implementing strategic goals to make sure their objectives are met, especially if the goals are ambiguous and conflicting. The tension between political appointees and professional bureaucrats is complicated by the relatively short tenure of political appointees and their perceived need to implement the administration's agenda quickly (Allison, 1983: 284).

Table 3 below presents a summary of the sources of difficulties regarding strategic planning in public organisations.

Table 3: Sources of difficulties of strategic planning in the public sector

Goals	Goal conflict
	Goal ambiguity
Organisational constraints	Constraining financial practices
	Constraining legal practices
	Constraining contractual practices
	Constraining personnel practices
Organisational alignment	Conflict between individual and organisational goals
	Conflict between political leadership and agency strategic goals
	Lack of alignment among executive branch objectives and agency strategic goals
	Lack of alignment between legislative branch objectives and agency strategic goals
	Lack of alignment between judicial branch objectives and agency strategic goals
	Lack of alignment between constituent group objectives and

	agency strategic goals
Performance measures	Inability to set meaningful measures of performance for the strategic plan
	Difficulty with assigning responsibility and accountability for the plans and goals
Organisational culture	Unwillingness of key organisational leaders to embrace strategic change
	Risk avoidance behavior by organisational leaders

Source: Allison, 1983: 286)

4. COMPARATIVE REVIEW OF SELECTED INTERNATIONAL CASES OF PUBLIC SECTOR STRATEGIC PLANNING

Baile (1998:6) holds the view that strategic planning for public sector organisations is a relatively new phenomenon compared with the extensive experience in the private sector. Some public sector organisations have considerable experience in related fields such as urban planning, with little history of strategic planning. The earliest instance of strategic planning in federal government agencies can be traced back to the 1980s, compared to the 1960s in the private sector.

Strategic planning in private organisations is often considered a crucial managerial activity aimed at ensuring competitive advantage for the firm. In this instance a firm seeks to align itself with anticipated changes in its environment, and the overall goal is economic and all about increasing market share. As such, strategic planning concepts and methods were, for some time, not readily adopted by public organisations because they were viewed as failing to account for political factors and organisational constraints. Accruing benefits from strategic planning in public sector organisations has involved changing expectations from improving company bottom-line to assisting government agencies to be more relevant, efficient, and responsive to societal needs.

Halachmi (1993:78) points out that although strategic planning for public organisations has received much attention and has been widely advocated, it does not have an impressive record of success and there are few accounts of what went wrong and why in cases where it has been implemented. Nutt and Backoff (1993:112) contend that public sector organisations continue to import private sector strategic management approaches which make assumptions that are not valid for their particular context. These assumptions include the following:

- That public sector organisations have clear goals.
- That public sector organisations have a profit-making or economic purpose.
- That public sector organisations have unlimited authority to act.
- That public sector organisations implement a plan within a multi-dimensional system of actors.

Despite these challenges, within a global context, governments have continued to embrace strategic planning and performance measurement to guide the process of translating policy imperatives or goals into programmes and projects that meet societal needs. Some of the international experiences of note are discussed below.

4.1 United States of America

The *Government Performance and Results Act (GPRA)*, 1993 was enacted by the Senate and House of Representatives of the United States of America in 1993. This Act came out of a realisation of the following:

- Waste and inefficiency in federal programmes which undermined the confidence of the American people in the Government and reduced the ability of the federal government to adequately address vital public needs.
- Federal managers that were seriously disadvantaged in their efforts to improve programme efficiency and effectiveness because of insufficient articulation of programme goals and inadequate information on programme performance.

- Congressional policy making, spending decisions and programme oversight that were seriously handicapped by insufficient attention to programme performance and results.

In view of the above, the key purposes of the *Government Performance Results Act*, 1993 was to:

- Improve the capability of the federal government by systematically holding federal agencies accountable for achieving programme results.
- Initiate programme performance reform with a series of pilot projects that were driven by setting programme goals, measuring programme performance against targets, and reporting publicly on their progress.
- Help federal managers improve service delivery by requiring that they plan for meeting programme objectives and by providing them with information about programme results and service quality.
- Improve Congressional decision making by providing more objective information on achieving statutory objectives, and on the relative effectiveness and efficiency of federal programmes and spending.
- Improve internal management of the federal government.

The GPRA, 1993, furthermore, provided guidelines to federal agencies and mandated them to develop and submit strategic plans, annual performance plans, and programme performance reports, within specified timelines, in each year, to the Director of Office Management and Budget, the President and Congress.

Of note, in terms of the introduction of the GPRA in the USA, is that this Act was enacted in 1993 for full application in 1997. However, the years 1998 and 1999 were set aside for piloting the implementation of the Act in selected federal agencies prior to expanding its application to other agencies, thereby establishing a window period for piloting the Act. Further to this, the Act provided for mandatory training of managers and employees on the development and use

of strategic planning and programme performance measurement tools and systems.

4.2 Caribbean Islands

The Caribbean Forum (CARIFORUM) is a group of fifteen Caribbean states, including the Dominican Republic, that was established in 1992 with the purpose of serving as a base for engaging on an ongoing economic dialogue with the European Union. CARIFORUM member states established a Working Group on Public Sector Reform to review and recommend programmes aimed at achieving a harmonised and sustained approach to public sector reform and modernisation in the Region, with particular reference to defining the legislative, human resource and overarching institutional arrangements supporting the reform process. The inaugural meeting of the Working Group was held on 8 December 2000 (CARICAD, 2000:16).

The idea for establishing a Working Group on Public Sector Reform was conceptualised in November 1998 by a Ministerial Consultation of the Caribbean Centre for Development Administration (CARICAD). The CARICAD member countries under the auspices of the three-year CARIFORUM European Development Fund (EDF) Project on Strategic Planning in Public Services. The inaugural meeting of the Working Group comprised Ministers of Government of Antigua and Barbuda, the Bahamas, Belize, Saint Lucia and included executive level officials from the same countries including Barbados, British Virgin Islands, the Commonwealth of Dominica, the Dominican Republic, Grenada, Jamaica, Saint Kitts and Nevis, Saint Vincent and Grenadines, Suriname and Trinidad and Tobago. The deliberations of the first meeting of the Working Group were assisted by a draft *Preliminary Report on the Diagnostic Review of Strategic Planning* in CARIFORUM Member States (CARICAD, 2000:18). Deliberations by Member States of CARIFORUM culminated in a few common areas that required

focus by all to entrench the strategic planning process within their public administrations.

These cross-cutting issues are presented in Table 4 below.

Table 4: Strategic planning gaps and outcomes in CARIFORUM Member States

Gaps	Desired outcomes
Restructure and realign government ministries.	Enhanced cross-sectoral efficiency and effectiveness.
Reforms in national Civil Service legislation and related institutions.	Create the enabling environment for strategic planning, performance-based management, decentralised management, a system of discipline, and incentivise public officers on the basis of productivity.
No strategic planning culture and no coordination and effective dissemination of programmes and policies	<p>Strengthen and empower units responsible for coordinating public sector reform so that they communicate on reform policy and programmes within countries.</p> <p>Organise and provide training of trainers on strategic planning and performance measurement to build and sustain planning capacity in countries.</p> <p>Develop a training plan addressing all components of public sector reform.</p>
Human resources management and information systems are inadequate.	Integrate information technology for human resources management in public administrations.
Low tolerance, understanding and commitment to public sector reform.	Drive reform from the highest political level, and develop programmes aimed at fostering a climate of continuous and cultural change at societal level.
Hesitance or confusion over the direction which public administrations are to follow.	Define a regional paradigm in which reform and strategic planning will be pursued.

(Source: CARICAD, 2000:18)

With the above gap analysis and determination of expected outcomes, the first meeting of the Working Group on Public Sector Reform concluded with a set of agreed-upon immediate priorities that were to be followed up by the Select Sub-Groups or Task Teams of the Working Group. These areas for immediate auctioning were:

- To review the legislative and constitutional requirements for the institutionalisation of strategic planning and performance-based assessment for the Regional Public Sector. The main output of this exercise being the production of model legislation or guidelines for states to achieve this institutionalisation.
- Creating a programme of continuous learning and training for all managers in the region's public sector, giving particular focus to training in respect of strategic planning and its related tools for implementation. The main output of this exercise being access to a comprehensive regional learning mechanism geared to implementing and maintaining a harmonised system of performance-based public management, emphasising the tenets of merit, mobility and motivation.
- Shaping a regional paradigm for strategic planning and reform, including the definition of necessary institutional structures, systems and processes. The main output of this exercise being the development of a reform prototype which could be used in a selected country.
- Developing a system to achieve the fullest commitment and integration of reform policies with trade unions, the private sector, and the other relevant social partners, giving attention to the inclusion of public participation or awareness initiatives, and relations with the media to achieve this goal.

4.3 Tanzania

Soviet-style central planning was introduced in Tanzania in the 1970s following the promulgation of the *Arusha Declaration* in 1967 (Mjema, 2000:10). According to Rweyemamu (1964:45), the very first comprehensive statement of the country's economic policy after its independence is found in the first Five Year Plan for Economic and Social Development. The main objective of this Plan was to raise the per capita Gross Domestic Product. This plan and other subsequent plans failed to achieve the stated goals for various reasons. Once it became evident that centrally planned economies often result in crises, and that the command economy type of planning did not have a built-in mechanism to deal with these crises, the government of Tanzania began to re-introduce planning that relied on market forces.

The need to formulate a new economic and social development vision for Tanzania emanated from the outcome of economic reforms, especially those that had been pursued since the early 1980s. Subsequent social and economic reform measures were thus a response to the persistent economic crises in the country and globally.

By the mid-1980s the government of Tanzania realised that past development policies and strategies were not responding adequately to changing market and technological conditions in the regional and global economy, and were not adapting to the changes in the domestic socio-economic conditions. As a response to this, the Tanzanian government adopted socio-economic reforms in 1986. The reform measures were, however, found not to be adequately informed by a national long-term development philosophy and direction, for them to be owned and sustained by people.

A national vision, *Development Vision 2025* (Planning Commission of Tanzania, 1998:19) soon emerged. There are six basic components in this national vision, namely:

- Scope of a national development vision: This section gives, in general terms, the development attributes which will characterise Tanzania by 2025.
- Analysis of the previous national development vision: This section reviews achievements, constraints and setbacks in previous national development strategies.
- Objectives of Development Vision 2025: This section outlines the objectives of the national vision including achieving good quality of life for all, good governance, the rule of the law, and building a strong and resistant economy that can effectively withstand global competition.
- Issues to be noted during the implementation of the Development Vision: This section highlights the need for the Tanzanian society to unleash a competitive development mindset and nurture a self-reliance culture.
- Guidelines in the implementation of the Development Vision.
- Preparation of an enabling atmosphere for implementation of the Development Vision.

Experience in Tanzania has shown that, for the successful implementation of a long-term strategic plan, it is necessary to have short and medium-term plans. These plans provide an opportunity for policy makers to review their strategic plans. In Tanzania, the Rolling Plan and Forward Budget, the Medium Term Expenditure Reviews, and the Public Expenditure Reviews are examples of those short and medium-term plans that are viewed as important in realising strategic long-term goals.

4.4 Botswana

The government of Botswana has, since independence, been concerned about the quality of its service delivery and its ability to compete effectively in the global market. Some of the issues that created a need for change included:

- Lack of proper planning and management of projects resulting in non-completion of projects and cost overruns for others.
- Inefficiency in the management of resources resulting in serious resource wastage.
- Insensitivity of the Public Service to the needs of the people.
- Absence of strategic plans at ministry level to facilitate effective implementation and review of policy goals contained in the national development plan.
- The need to be competitive in the global market (Mkhwa, 1997:11).

In response to the challenges that faced the government, a Presidential Task Group was established in January 1997 to:

- Formulate a national vision that would guide national development planning.
- Take stock of the achievements in respect of the national aspirations set at the time of independence.
- Formulate a set of aspirations that would be achieved by 2016.

In the case of Botswana, various ministries were expected to develop their strategic and operational plans based on the sectoral policy priority areas defined in the national development plan. A number of structures were created at different levels in the hierarchy of the Public Service to facilitate the effective management of reforms and ensure the coordination of the implementation of the *Vision 2016*. These structures included:

- A Ministerial Performance Improvement Committee: This is a committee of heads of departments within a ministry and is chaired by the Permanent Secretary.

- A Performance Improvement Committee-Force: This is a committee of all Permanent Secretaries of ministries.
- An Economic Committee of Cabinet: This is a cabinet committee chaired by the President. All Permanent Secretaries sit in this committee.
- The Vision Council: This was set up to manage the implementation of Vision 2016 in the Public Service, private sector and civil society organisations. The Council is made up of all sectors of the economy which periodically report on the status of the sectoral performance in the implementation of delivery targets (achievement areas) set out in the Vision 2016 National Development Plan. The Council has developed a monitoring and evaluation system to track sectoral performance.

4.5 New Zealand

In New Zealand, the public sector reforms began in earnest around 1986. This country set about establishing a management system that would provide greater assurance of the quality of decision-making and the overall level of performance (Matheson, Scanlan & Tanner; 1996:55). The most defining event in the New Zealand public sector reform was the shift from centralised to decentralised management. This pushed the need for intelligent decisions on resource allocation down through the administrative chain to the point at which services are delivered, forcing managers at every level to focus on the objectives of national government. The process of clarifying objectives and demanding good quality information on their achievement illuminated what public servants actually do and assisted with decisions around resource allocation.

The strong need for developing a strategic approach to government in New Zealand was matched by the readiness of Ministers and senior public servants to take the reform model into a new phase. The national government made a public commitment to a range of policy objectives over a longer period to 2010, known as *Path 2010 (Government of New Zealand, 2005)*. National government also

decided to publish annual updates of progress towards realising those objectives. Similarly, Ministers adopted this approach within their ministries.

Being strategic means being selective, sorting the critical few from the important many, and giving that selection a 'bite' by shifting resource and demanding performance sufficient to make the desired difference. New Zealand opted for a working model of strategic management whose key design idea was simplicity. The key elements of the design are:

- A selection of generalised, cross-portfolio policy objectives set by the Cabinet (SRAs: Strategic Result Areas).
- A process for coordinating departmental contributions to those objectives and making related resourcing decisions (SD: Strategic Dialogue).
- A set of critical medium-term commitments (KRAs: Key Result Areas) which anchor departments' contributions to the policy objectives through their incorporation in the Chief Executive Officer Performance Agreement.
- A requirement that Chief Executives regularly report progress on those commitments to their Ministers and the State Services Commission.
- An expectation that Chief Executives will ensure that their commitments flow down through their departments' management chain.

New Zealand's strategic planning reform commenced in 1993 when the government published *Vision 2010*. According to Bjarnadotter (2007:5), the key components of strategic management include:

- Long-term focus.
- Coordination of departmental contributions to long-term priorities.
- A common space between politicians and administrators.
- The focus on effectiveness and commitment to managing outcomes.

The initial reform efforts in New Zealand overlooked the above elements. However, later on, these principles were incorporated in the future reform process. A long-term focus was developed through the use of strategic result

areas (SRAs) and key result areas (KRAs). The KRAs are set by departments and tie in with the Performance Agreements of Chief Executives. SRAs are developed through a strategic dialogue with the understanding that most SRAs are cross-departmental.

The New Zealand model talks about a 'purple zone' describing the common space between politicians and administrators. It is in the 'purple zone' where the strategic result areas are broken down into key result areas.

4.6 Malaysia

Malaysia's economy functions well in an extremely competitive East Asian region, driven by a solid partnership between efficient public sector management and a private sector entrepreneurial spirit (Thomas, 2001:73). In Malaysia the Results-Based Management (RBM) tool for strategic performance planning was introduced in 1990. RBM focuses on the appropriate and timely achievement of relevant goals and objectives through strategic planning, systematic implementation and resource application, performance monitoring, measurement and reporting as well as a systematic use of performance information to improve policy decision making and programme performance at all levels.

The early years of RBM stemmed from the Management by Objectives (MBO) and the Programme Performance Budgeting System (PPBS) developed in the 1960s, which were early attempts to focus on results for the achievement of objectives. However, these systems lacked detailed processes for implementation. In the 1970s, the Logical Framework Analysis (LFA) approach was introduced in an effort to better track implementation processes, flowing from more sound planning. LFA then evolved into RBM.

Early versions of RBM were, however, focused either on the budgeting system or on the personnel performance system, and there was minimal or no integration

between the two. There was also minimal integration between the development and operating budgets. Based on lessons learnt since the 1990s and the identified shortcomings of the previous RBM system, a revised Integrated Results Based Management System (IRBMS) was developed in 1999.

The IRBMS requires top management within the Ministry and Departments to be actively involved in strategic performance planning, consultation efforts and consensus building with lower management levels. The cornerstone of the IRBM is its strategic use of the Programme and Activities approach within a long-term macro-planning framework. Treasury drives the IRBM public sector reform and the performance agenda. This allows the planning framework to be integrated with the budgeting process so that managers can be held accountable for the resources provided to them.

Malaysia maintains a national strategic plan that lays the foundation for focused sector and programme level plans. According to Yoon-Moi (2009:3), Malaysia has established a National Development Policy in the form of a *Ninth Five Year Plan 2006-2010 (Government of Malaysia, 2006:9)*. The Economic Planning Unit (EPU) is the central agency that facilitates macro-planning. The draft plan passes through Cabinet to Parliament for final approval and then returns to ministries for implementation.

The Implementation and Coordination Unit (ICU) is an agency that is entrusted with the role of coordinating and reporting to the Cabinet the status and progress of government programmes. The ICU is placed under the Department of the Prime Minister. The ICU has fourteen branch offices across the country. Progress reports of all state Branch ICUs are submitted online to the headquarters on a weekly basis. The headquarters ICU prepares a status report of every project for the weekly Cabinet meetings.

Other structures that are in place to assist with implementation coordination are the National Action Council, the National Action Working Committee and the Ministerial Action Committee. These structures are replicated at federal and district level.

4.7 Uganda

According to Williamson (2003:3), Uganda is widely regarded as a country at the forefront of reforming the budget systems to address the challenge of poverty reduction. In the early 1990s, Uganda's priority was to establish macro-economic stability following a lapse in fiscal discipline which resulted in high inflation. A combination of strong leadership from a merged Ministry of Finance and Planning, and the introduction of budgeting instruments such as the Medium Term Budget Framework (MTBF) as a means to control aggregate public expenditure, resulted in a re-assertion of macro-economic discipline.

In 1995, the Medium Term Expenditure Framework (MTEF) started to be used as a tool for addressing the inter- and intra-sector composition of budgeted expenditures. Agencies were also encouraged to start planning and budgeting on a sector-by-sector basis. From the mid-1990s, Sector Wide Approaches (SWAPs) were promoted as a means of improving strategic planning and implementation in the roads, education, and health sectors. This process was strengthened through the introduction of District Oriented Budgeting (DOB). Another key policy reform to highlight has been the introduction of decentralisation through which the mandate for delivery of basic government services was devolved to local governments.

Uganda's long-term planning and budgeting will be clearly understood if viewed from its Poverty Eradication Action Plan (PEAP). The PEAP was initiated in 1995 through a Task Force that was established and helped to facilitate broad stakeholder engagement and dialogue. The PEAP was endorsed in 1997 and

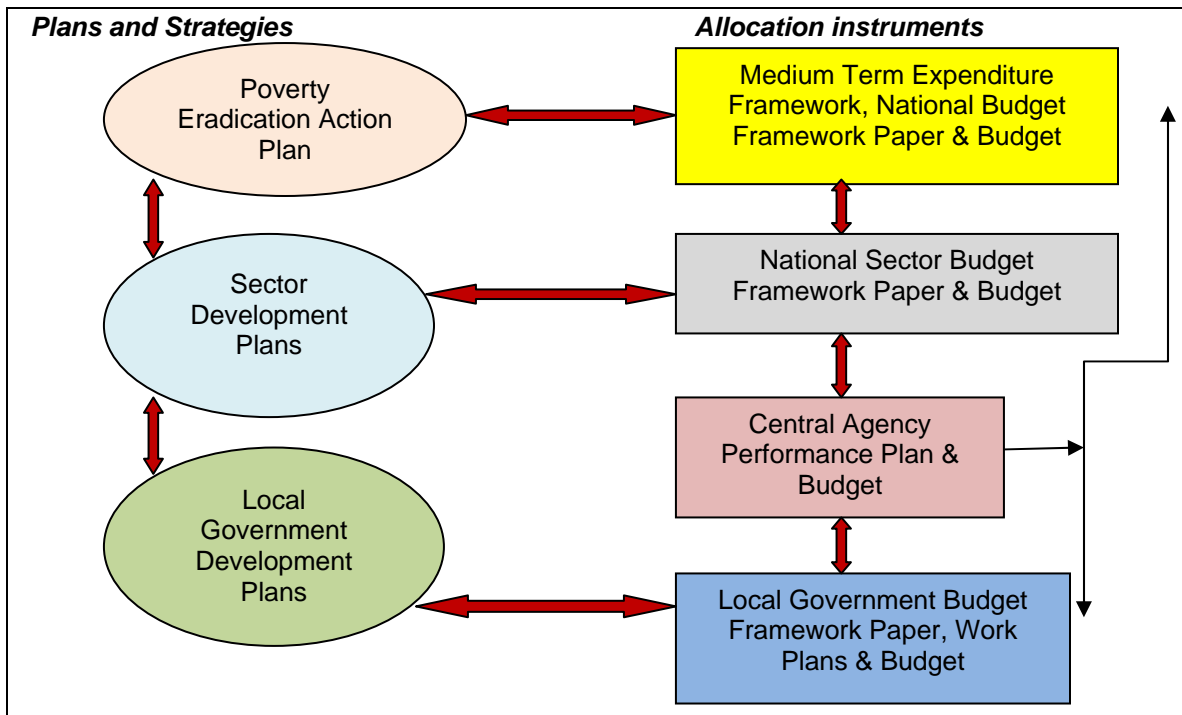
then revised in 2000. The PEAP sets out a comprehensive framework for reducing poverty in the country and clearly articulates priorities for poverty reduction, such as:

- Universal primary education.
- Primary healthcare.
- Water and sanitation.
- Agriculture extension.
- Rural roads.

Through various Sector Wide Approaches the various sectors have been encouraged to develop long-term strategic plans with costed performance targets. Local governments are encouraged to conduct participatory planning and budgeting processes, involving all levels of local government. The main planning tool is the three-year Rolling Development Plan.

Figure 10 below depicts the National Framework for Planning and Budgeting in Uganda.

Figure 10: National Framework for Planning and Budgeting in Uganda



(Source: Overseas Development Institute, 2003:35)

4.8 Key lessons of international comparative review of strategic planning in public sector organisations

International experience has shown that:

- Planning is not a panacea for all the development challenges facing a country. nor does it guarantee good outcomes. Good outcomes in terms of development require solid institutions, a highly capable state, strong relationships between the major social forces, and focus across-the-board on the strategic objectives.
- Strategic planning and better management of development processes require quality institutions.
- The systems, institutions and processes of strategic planning vary from country to country, and are informed by the history, socio-economic conditions, and culture of each country.

- Success in ensuring sustained growth and development depends largely on the mobilisation of the public service and ensuring broad societal support for the long-term vision.
- Strategic planning interventions and reforms in public organisations succeed when they have been introduced through some kind of authority, legislative or otherwise.
- Legislative guidelines that are introduced should provide space or a window period for piloting, for the purposes of preparing for policy implementation, awareness raising and capacity building.
- At the centre of the public sector strategic planning reforms is a need to institutionalise performance measurement across all government agencies to improve efficiency and effectiveness and enhance responsiveness to societal needs.
- Political and administrative inter-sectoral working groups appear to be the most viable option for steering integration and alignment across sectors and spheres of government in decentralised systems. However, these cross-functional committees should be properly conceptualised and managed systematically from a strong coordinating centre that is empowered to direct policy implementation and resource allocation across sectors.
- It does appear that, as part of public sector reform, countries and various sectors tend to define home-grown strategic planning paradigms and reform prototypes which define the outcomes to be achieved and the structures, systems and processes to be utilised to achieve these outcomes. However, the generation of these prototypes should be achieved through the active involvement of various stakeholder groups such as the private sector, trade unions, civil society organisations, and the media to enhance the success of their implementation.
- Primarily, all countries have some strategic outcomes that should be achieved, and these are inclined towards economic growth, social development, and in many instances both. Strategic planning paradigms

that are undertaken are intended to assist the country achieve these broad development outcomes.

- Experience elsewhere shows that, to attain a long-term national development vision in a decentralised system of government, there should be sub-national, regional and local development plans with key result areas that support the vision. Critically, these plans should be aligned with national systems of budgeting and resource allocation and should be continuously reviewed to take cognisance of the changes in the environment.
- Being strategic means being selective, sorting the critical few from the important many, and giving that selection a 'bite' by shifting resources and demanding performance sufficient to make the desired difference. In following this approach, many countries are adopting simplicity in strategic planning so that it is clear to all role-players which priorities have been agreed upon, how and by whom will they be implemented, how monitoring and evaluation will be conducted, when and by whom reporting is expected, and in which form.
- The selection of high-level strategic priorities and outcomes should be as a consequence of strategic dialogue across and within sectors, involving both politicians and administrators. Equally important, the coordination of departmental contributions towards the attainment of long-term priorities and outcomes of government should be a product of ongoing strategic dialogue across and amongst sectors, with the understanding that most outcomes (e.g. reduction of crime rates, poverty eradication) are cross-departmental.
- It appears that the Ministry of Planning which is usually seated in the highest office of the State (e.g. Premier, Prime Minister, President) and the Ministry of Finance (the Treasury) should always work together for the success of public sector reform programmes and the performance agenda. This allows the strategic planning framework to be synchronised with the budgeting process so that implementing agents are held accountable for the resources

allocated to them. No wonder, New Zealand has merged the Ministry of Planning and Treasury into a single and strong coordinating centre.

- A key characteristic of developmentally successful countries is that they were able to ensure that national development planning enabled resource allocation and investment to be coordinated and undertaken in a spatially targeted way. There is always value in making geo-spatial referencing one of the core criteria for a credible development planning in the public sector.

5. CONCLUSION

Strategic planning, as a management reform programme, has been introduced and internalised in the public sector almost twenty years after the private sector embraced it. The institutionalisation of strategic planning in the public sector has been marked by ongoing attempts by public and not-for-profit institutions to embrace business management principles. While this has been happening, there has been recognition on the one hand that the public and private sectors are not necessarily the same, and yet on the other hand a viewpoint is emerging that for the public sector to do things differently and better, it must embrace the private sector philosophies and practices.

This chapter has also revealed that there is no theoretical framework for strategic planning specific to the public sector. Both the public and private sectors share the same principles of strategic management, and hence strategic planning, but the difference lies with the philosophies underpinning their strategic planning. While the private sector strategic management process is primarily in pursuit of market value, and hence profit maximisation, in response to customer needs, the public sector is more concerned with the attainment of broad social and economic development outcomes of the state, and hence the improvement of the quality of life of the citizenry. The business of government is meeting societal needs through developmental programmes and appropriate resource allocation.

It was noted that the public sector is still grappling with the challenge of measuring performance. One reason being that the outcomes set, often tend to be broad and ambiguous. Various measures are being explored on how the developmental outcomes should be determined and realised through a systematic process of planning, implementation, monitoring and evaluation. Countries are therefore at varying degrees of progress in this regard, with the emphasis of their strategic planning efforts more inclined towards an outcomes based approach, citizen centredness, and performance management.

As will be discussed in the next Chapter, the public sector is, by its nature, rule-driven. For any management reform to succeed it must be driven by appropriate policies and legislation. These prescripts will seek to define the outcomes that must be achieved by the reform process, the systems that need to be created, the structures that need to be established, and the processes that need to be followed order to achieve the set outcomes.

Apparently, global developments in strategic planning suggest that the outcomes to be achieved at national level will usually be found in a national development plan which outlines the national development vision and key cross-portfolio result areas. The different spheres of government, sectors and state agencies, thereafter, are required to align their policies, strategies and plans with the pre-determined national outcomes. The private sector and other civil society organisations should be mobilised to support the national development vision.

The next chapter will focus on the legislative and policy framework pertinent to strategic planning in the South African public sector.

CHAPTER 4

LEGISLATIVE AND POLICY FRAMEWORK PERTAINING TO STRATEGIC PERFORMANCE PLANNING IN THE SOUTH AFRICAN PUBLIC SERVICE

“Operational planning and detailed infrastructure planning belong in appropriate organisations, at appropriate levels. Operational plans must take account of the broader national plan. The development of a national plan would not remove the need for the Police Service to continue to plan for the reduction of crime, for Water Authorities to continue to plan for the supply of water to economic centres and households. Each department, sphere of government and state agency should therefore have planning capacity. The outcomes of their planning should feed into the development of the national strategic plan. The national strategic plan would, in turn, define high-level outcomes and impacts. Sector plans would take account of the national plan and define what roles sectors would play in achieving the outcomes defined in the national plan.” (The Presidency, Republic of South Africa, 2009:55)

INTRODUCTION

To formulate good policies is one thing, and to have these implemented on the ground is yet another. More often than not, governments all over the world are faced with the challenge of the slow pace of development, and this is happening

not as a result of policy bankruptcy but due to inadequate or inappropriate policy implementation. As they say, the devil lies in the detail.

One of the key tasks facing the new administration in South Africa today is to ensure that the myriad of good policies that have been put into place by previous administrations are translated into concrete programmes aimed at improving the lives of the people, in particular the poor. Strategic and operational performance planning is a tool that government departments utilise to translate public policies into development programmes that facilitate community development, improvement of the quality of household life and national economic development.

It is an open secret that planning processes in government departments, as opposed to the private sector, are bedevilled by a desire to comply with prescripts and meet the deadlines that are set by Treasuries. It therefore stands to reason that the effectiveness of the strategic planning processes in government departments lies at the centre of effective policy implementation.

This chapter reviews the process of strategic performance planning in government departments. In so doing, this chapter commences with a brief outline of the governance system in South Africa, and reviews the policies and frameworks that guide the strategic planning process in South Africa. In so doing, this chapter seeks to provide some insight into key general practices in strategic planning in the Public Service, and within that, identify key challenges for consideration by government planners to improve the planning processes.

1. GOVERNANCE SYSTEM IN SOUTH AFRICA

South Africa is a unitary state consisting of three spheres of government. The country currently comprises nine provinces and two hundred and eighty three municipalities within these provinces. The last national election was held in 2009,

and occurs every five years. The last Local Government election took place on 1 March 2006, and also occurs every five years.

Although there are several pieces of legislation and policies that affect and influence the planning environment in the country, the following section provides a brief overview of specific statutory requirements and key policies that influence strategic and performance planning within the provincial sphere of government, which are found central to the subject under investigation in this study.

2. CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996

The Constitution of the Republic of South Africa (1996), hereinafter referred to as the Constitution, serves as the reference point guiding the conduct of all public officials in every sphere of government. Section 195(1) of the Constitution provides an overview of the basic values and principles governing public administration. These include:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, effective and economic use of resources must be promoted.
- Services must be provided impartially, fairly, equitably and without bias.
- The needs of the people must be addressed and the public must be encouraged to participate in policy making.
- Transparency and accountability must be fostered by providing the public with timely, accessible and accurate information.
- Public administration must be broadly representative of the South African people.

A critical tenet of the Constitution is a due consideration to the effect that the South African state should be a developmental state. Section 195(1)(c) of the Constitution provides that *“Public administration must be development oriented.”* By implication, government policies, plans and programmes should be developed such that they comply with this principle. In the *Public Service Report, 2007*, the

Public Service Commission expressed its view of a developmental state, as follows:

*“South Africa’s efforts to promote growth and development are pursued within the context of building a developmental state. Without going into detailed discussion of the different conceptions of a developmental state, it suffices to say that such a state seeks **to capably intervene and shepherd societal resources to achieve national development objectives**, rather than rely on the forces of the market. What gives rise to and shapes the nature of a developmental state depends on **the context and history of a country**. Against this background many have quite correctly cautioned against any attempts to suggest that there is a prototype of a developmental state that can be constructed on the basis of what worked in other countries. The Constitution provides the basis on which to understand developmentalism in South Africa, given how the Constitution captures the **collective will and determination** of her people **to create a better life for themselves.**”*

The above constitutional imperative should further be understood in the context of Section 2 of the Constitution, which states that:

‘This Constitution is the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled.’

Further to this, Section 92 of the Constitution states that members of the Cabinet are accountable collectively and individually to Parliament for the exercise of their powers and functions, and that they must provide Parliament with full and regular reports concerning matters under their control. Section 133 provides for the accountability of Members of the Executive Council (MECs) of a province to the Provincial Legislatures.

Further to the above, the signing of the new Constitution in 1996 heralded, for South Africa, the adoption of local government as the epicenter of the government delivery system and at the heart of poverty eradication initiatives (Department of Provincial and Local Government, 2002). The Constitution further signified the adoption of a relatively new and innovative concept of 'spheres' as opposed to 'tiers' of government which seeks to establish new relations between public institutions, government structures and civil society.

Section 40 of the Constitution of the Republic of South Africa states that government is constituted as: national, provincial and local spheres which are '*distinctive, interdependent and interrelated.*' According to Reddy (2001:24), the word 'distinctive' grants local government some autonomy in terms of introducing variations within the defined structural frameworks. Consequently, local authorities should be able to determine individually how they intend to fulfill their constitutional mandate relative to capacity, size, location and the historical and social context. The Constitution accords local government a legal status, as such its role as a legal government structure functioning within the broader framework of cooperative governance which has been constitutionalised. The implications of this is that local authorities cannot be viewed as exercising delegated powers, but as a sphere in their own right.

Dikgetsi (2001:1) puts the concept of a 'sphere' succinctly when he says that local government is not a third level of government subordinate to provincial and national government, nor is local government a function of provincial and national government. This distinctiveness of local government from both the provincial and national sphere carries particular obligations for this sphere of government. Subsequent local government legislation (considered elsewhere in this thesis) attests to the 'distinctiveness obligations.'

In addition, Section 153 of the Constitution provides for the developmental duties of municipalities, in that a municipality must:

- Structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote social and economic development of the community.
- Participate in national and provincial development programmes.

The above constitutional provisions hold far reaching implications for strategic planning processes and outcomes in the South African Public Service.

3. PUBLIC SERVICE ACT, 1994

In terms of Chapter 3 of the *Public Service Act*, 1994 it is the responsibility of Heads of Departments (HoD), as Accounting Officers (AO), to ensure that employees within their Departments, including the Senior Management Service (SMS) members, effectively achieve the objectives of the Department. The HoDs should develop their Performance Agreements according to the Strategic Plan of the Department, which will then cascade down to the lower level employees within a Department.

4. WHITE PAPER ON RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP WHITE PAPER), 1994

The Reconstruction and Development Programme (RDP) is a policy framework for integrated and coherent socio-economic progress. It seeks to mobilise all people and the country's resources towards the final eradication of the results of Apartheid. Its goal is to build a democratic, non-racial and non-sexist future, and it represents a vision for a fundamental transformation of South Africa by:

- Developing strong and stable democratic institutions.
- Ensuring representativity and participation.
- Ensuring that South Africa becomes a fully-democratic, non-racial and non-sexist society.

- Creating a sustainable and environmentally friendly growth and development path.

The RDP White Paper contends that the birth of a transformed nation can only succeed if the people themselves are voluntary participants in the process of the realisation of its goals. These basic principles of the RDP are listed below:

- **Integration and sustainability:** The legacy of the *Apartheid* system cannot be overcome with piecemeal, uncoordinated policies. Government institutions, business and the civil society must all work together to achieve the RDP goals.
- **People-driven:** The RDP is focused on people's immediate and long-term needs, and relies on their energies. Development, in the context of the RDP policy, is not about the delivery of goods to a passive citizenry. On the contrary, development in terms of the RDP policy is about people's involvement and empowerment through the public service delivery processes.
- **Peace and security:** Promoting peace and security involves people.
- **Nation-building:** Governmental programmes will be considerate of diversity in the country.
- **Meeting basic needs and building the infrastructure:** The RDP integrates growth, development, reconstruction, redistribution and reconciliation into a unified programme.
- **Democratisation:** A thorough-going democratisation of South Africa is central to a coherent programme of reconstruction and development. Above all, the affected people must participate in decision-making.
- **Assessment and accountability:** Development goals that are established should be continuously assessed (RDP White Paper, 1994:18).

5. WHITE PAPER ON THE TRANSFORMATION OF THE PUBLIC SERVICE, 1995

In line with the Constitutional imperatives, the *White Paper on the Transformation of the Public Service (WPTPS)*, 1995 set a new vision and mission for the South African Public Service, as follows:

Vision:

'A transformed public service which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all the people (own emphasis).'

Mission:

'The creation of a people-centred and people-driven public service, which is characterised by equity, quality, timousness and a strong code of ethics.'

In moving towards the vision of a new public service the WPTPS, 1995 has identified the following priority areas for the transformation process:-

- Rationalisation and restructuring to ensure a unified, integrated and leaner public service.
- Institution building and management to promote greater accountability and organisational and managerial effectiveness.
- Representativeness and affirmative action.
- Transforming service delivery to meet basic needs and redress past imbalances.
- The democratisation of the state.
- Human resource development.
- Employment conditions and labour relations.
- The promotion of a professional service ethos.

It is important to realise that the WPTPS, 1995 does not only identify transformation priorities for the public service, but it also provides a framework to enable national and provincial departments to develop strategies which will promote continuous improvements in the quality and quantity of services provided. The said framework is constituted by a number of key and related processes, including:

- **Strategic review:** A comprehensive review and audit of the structures, functions, composition and financing of public institutions is crucial to the development of appropriate policies and plans within public institutions.
- **Policy formulation and performance measures:** Realistic objectives and targets, as well as timeframes for achievement should be set for each policy objective. Performance indicators or measures should be designed to track implementation progress against set targets.
- **Strategic planning and implementation:** Specific and appropriate measurable objectives will be set with detailed strategies and action plans for their achievement. Necessary resources will be mobilised for implementation and effective systems for monitoring and evaluation will be established.
- **Monitoring, evaluation and performance measurement:** External monitoring and evaluation of departmental transformation programmes will complement the established internal mechanisms for monitoring and evaluation.
- **Coordination:** Interdepartmental and intergovernmental coordination of programmes will be undertaken to ensure a more integrated approach to public service delivery transformation.
- **Communication, consultation and participation:** Active involvement, support and commitment of public servants, and improving partnerships with the business community, NGOs and other stakeholders in civil society is essential for public service transformation.
- **Research:** Qualitative and quantitative research will be undertaken to assess the impact of transformation policies and programmes; the effectiveness of the instruments and mechanisms established for the purposes of policy

formulation, implementation and evaluation; and comparative studies of the administrative reform process in other countries (WPTPS, 1995).

The WPTPS, 1995 envisages that the above processes will be conducted in a transparent, participative and inclusive manner. While adherence to the national guidelines, norms and standards is vital to the success of the transformation process, the WPTPS encourages innovation and creativity of individual departments.

6. WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (BATHO PELE WHITE PAPER), 1997

The *White Paper on Transforming Public Service Delivery (Batho Pele White Paper)*, 1997 is aimed at advancing one of the eight transformation priorities of the WPTPS, 1995 – ‘Transforming Public Service Delivery.’ Meiring (2000:166) points out that the *Batho Pele White Paper* seeks to create a policy framework for the delivery of public services. In terms of the *Batho Pele White Paper*, citizens should be treated as customers and enabled to hold public servants accountable for the service they receive. This approach to public service delivery is captured in the Sesotho adage ‘*Batho Pele*’ which means ‘People First’. Eight principles for transforming service delivery have been identified as follows:-

- **Consultation**

Citizens should be consulted on the level and quality of the public services they receive, and wherever possible, they should be given a choice about the services that are offered. According to Guann (1997:15), through communication government ensures that it is not pursuing its own agenda, but rather the general welfare of the broader population. This view is supported by Doodoo (1997:161) when he states that one of the most basic reasons for the public service to understand consultation is that consensus building should be present in almost

all public endeavours. Another outcome of participation is that it adds to the legitimacy of policy and prevents resistance to policies (De Vries, 1997:161).

- **Service standards**

Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect. Setting targets is normally part of the corporate planning cycle. The strategic plan and the targets that are set should involve the collective efforts of a wide cross-section of employees so as to ensure broad ownership of and commitment to the plan and the targets. The plan should review past performance against agreed-upon targets, analyse prospects for the future, review available options and propose a broad strategy for the future (Dodoo, 1997:120).

- **Access**

All citizens should have equal access to the services to which they are entitled. Barriers (physical, distance, cultural etc) that could prevent full access to services have to be identified and programmes set to remove these barriers. Timeframes have to be set for the implementation of these programmes and the progress thereof monitored (Dodoo, 1997:124).

- **Courtesy**

Citizens should be treated with courtesy and consideration. Relating to, amongst others, the constitutional principle of human dignity, the most important traits of the public employee should be total commitment or loyalty to the public good, strict avoidance of conflicts of interest, and self-restraint. The public servant should maintain a balance between commitment to the public good and obedience to administrative and political superiors (Dror, 1997:17).

- **Access to information**

Citizens should be given full, accurate and up-to-date information about the public services they are entitled to receive. Kaul (1996:149) emphasises the

necessity of accurate and unbiased reporting, since this strengthens the climate of openness and public accountability. However, information should be provided in a manner that is most suited to the needs of the particular users of a service and at intervals most convenient and useful to these users.

- **Openness and transparency**

Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge. Ngouo (1997:490) is of the opinion that a culture of transparency in the public service guards against antisocial and avaricious activities, while Guan (1997:167-170) is convinced that transparency helps to keep the public service clean, effective and free from nepotism and corruption.

- **Redress**

If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made citizens should receive a sympathetic, positive response. According to Edwards (1997:238), governments make mistakes. Therefore, it is necessary to take corrective action when things go wrong. It is also necessary to learn from past mistakes so that they are not repeated.

- **Value-for-money**

Public services should be provided economically and efficiently in order to give citizens the best value-for-money. Wastage and inefficiency must be eliminated and government should identify areas where savings can be effected. According to Mbanga (2005:26), one of the most important areas to ensure value-for-money is that of putting in place effective financial management systems. This principle moves government departments to the realisation that the services they provide are sponsored by tax-paying citizens, and that citizens should be given good returns on their investment. Improving the efficiency and effectiveness of

government is about ensuring that government resources are used optimally and have a direct positive impact on the improvement of the lives of the people.

Central to better performance of government is the reduction in red tape (Fraser Moleketi, 2004:1). White (2004:2) believes that the focus of South Africa's young democracy in its first decade was on devising an optimal policy and regulatory framework and, hence, limited attention was devoted to the efficiency of business processes or the impact of administrative burdens. Government devotes resources not only to administering rules and regulations, but also to enforcing administrative compliance. The social and economic costs of red tape to communities have proved quite devastating in countries where red tape studies have been conducted. It is, therefore, necessary to streamline the process to be followed and the requirements that must be met by citizens to access government services.

The *Batho Pele* White Paper, 1997 does not only make provision for the transformation priorities in the form of principles, but it also suggests actions, implementation strategies and institutional mechanisms for support, monitoring and evaluation. Some of the actions expected of departments after the introduction of the *Batho Pele* White Paper in 1997 include:

- Embarking on service delivery improvement campaigns. Transformation units were to feed in fresh ideas for improvement and identify areas where existing systems were a stumbling block to improved service delivery. Interdepartmental transformation coordinating committees were to provide a valuable platform for the sharing of experiences and best practices, and to ensure that a momentum was maintained right across the Public Service.
- Political and administrative heads of departments were to ensure that their departments developed and implemented Service Delivery Improvement Programmes (SDIPs), programmes that would be integrated into departmental Strategic Plans along with other priorities. SDIPs would be

approved by the relevant Minister or MEC and a copy submitted to the DPSA.

- Establish and publish Service Delivery Standards, monitor delivery and report on results.
- Publish Service Standards in a Public Service Statement of Commitment signed by the relevant Minister or MEC and accessible in relevant local languages.
- Increase access to public services through progressively redressing the disadvantages imposed by social, cultural, physical, communication and attitudinal barriers.
- Ensure courtesy through specifying standards for the way in which customers should be treated, and integrate these standards in Departmental Codes of Conduct.
- Provide, full, accurate and up-to-date information about departmental services in a variety of media and languages to meet the differing needs of different customers.
- Increase openness and transparency through publishing the Annual Report for the Citizens. Open days should also be held to invite citizens to meet with departmental officials and discuss service delivery issues, standards and problems.
- Remedy mistakes and failures through establishing effective, accessible, fair, responsive and properly managed complaints systems.
- Ensure that citizens get the best possible value-for-money through a constant search for ways that simplify procedures and eliminate waste and inefficiency.
- Encourage innovation and reward excellence through harnessing the commitment, energy and skills of public servants to tackle inefficient, outdated and bureaucratic procedures and practices. Staff members who perform well in providing customer service would be recognised and appropriately rewarded. As such, performance management procedures

were, in the future, to include an assessment of individual staff in contributing to improving services to the public.

- Foster partnerships with the wider community such as NGOs, CBOs, local organised business, academic and research institutions, in the design, implementation and review of departmental SDIPs.

With effect from 1 April 2006, Senior Management Service members were required to incorporate the *Batho Pele* principles in their Work Plans and Performance Agreements (Development Bank of Southern Africa, 2009).

7. PUBLIC SERVICE REGULATIONS, 2001

In terms of Part 11 of the *Public Service Regulations, 2001* as amended, in order to provide services with the best value for money, an Executing Authority (EA) shall set measurable objectives for her or his Department. An Executing Authorities shall also prepare a Strategic Plans for their Departments and specify information systems that will enable them to monitor the progress made towards achieving those goals, targets and core objectives.

The following contents need to be included in the strategic plan of a department:

- The core objectives of the department based on the Constitutional mandate and other legislative mandates, functional mandate and the Service Delivery Improvement Programme.
- An explicit description of the core objective and supporting functions necessary to achieve the core objectives of the department.
- An explanation of the functions that the department will perform internally and those that it will contract out.
- The description of the goals to be attained in the Medium Term Period
- A programme for attaining those goals and targets

- A specification of the information systems that will enable the department to monitor the progress made towards attaining those goals, targets and core objectives.

In addition, Executing Authorities shall determine a system of performance management for employees in her or his Department, other than employees in the Senior Management Service (SMS). The SMS Handbook (2003) which forms part of the Public Service Regulations, 2001 recognises that leadership in an organisation has the crucial role of leading the strategic planning process through initiating and constantly reviewing the thinking process. It appears, though, that such thinking processes are ongoing and informed by environmental changes. Apparently, from a leadership and management point of view, strategic planning is not an event but part of a larger system that involves change. If this point is anything to go by, in order for an organisation to succeed in its mandate or business, two core sets of capabilities are required. These are:

- Technical skills to facilitate the planning process.
- Managerial competence to lead the strategic thinking and change management during planning and implementation.

Competence, as a concept, is widely used in the Public Service to express adequacy and having the necessary ability, capacity, skills and knowledge that endow a person with the ability to execute properly a task and mandate assigned to him or her for the work (Cowie, 1998:24). As stated in the *Public Service Regulations* (2001), competence can, furthermore, be defined as the blend of knowledge, skills, behaviour and aptitude that a person applies in a work environment. Chapter 5 of the *South African Senior Management Service Handbook* (2003) identifies eleven core management competences required of the executive management in the Public Service, for this corps to effectively discharge its leadership responsibility. These core management competences are outlined in Table 5 below.

Table 5: Core Management Competences for the Senior Management Service

Competency Name	Competency Definition
Strategic capability and leadership	Must be able to provide the vision, set the direction for the organisation, and inspire others in order to deliver on the organisational mandate.
Programme and project management	Must be able to plan, manage, monitor and evaluate specific activities in order to deliver the desired outputs.
Financial management	Must be able to compile and manage budgets, control cash flow, institute risk management and administer tender procurement processes in accordance with generally recognised financial practices in order to ensure the achievement of strategic organisational objectives.
Change management	Must be able to initiate and support organisational transformation and change in order to successfully implement new initiatives and deliver on service delivery commitments.
Knowledge management	Must be able to promote the generation and sharing of knowledge and learning in order to enhance the collective knowledge of the organisation.
Service delivery innovation	Must be able to explore and implement new ways of delivering services that contribute to the improvement of organisational processes in order to achieve organisational goals.
Problem solving and analysis	Must be able to systematically identify, analyse and resolve existing and anticipated problems in order to reach optimal solutions in a timely manner.
People management and empowerment	Must be able to manage, encourage people, optimise their outputs and effectively manage relationships in order to achieve organisational goals.
Client orientation and customer focus	Must be willing and able to deliver services efficiently and effectively in order to put the spirit of customer service (Batho Pele) into practice.

Competency Name	Competency Definition
Communication	Must be able to exchange information and ideas in a clear and concise manner appropriate for the audience in order to explain, persuade, convince and influence others to achieve the desired outcomes.
Honesty and integrity	Must be able to display and build the highest standards of ethical and moral conduct in order to promote confidence and trust in the Public Service.

(Source: Republic of South Africa , 2003:11)

It is also vital to note that the above leadership and management task is about successfully managing a linkage between long-term objectives or goals of an organisation and its performance measures or indicators, targets, resource allocation, implementation. The tracking of performance results, the performance reward system and future planning is equally important. Clearly, for organisations to succeed in their business or mandate, this linkage or ‘golden thread’ should be maintained on an ongoing basis, without fail. Put differently, the latter begins to say, for effective policy implementation to be realised, integrated planning, budgeting, performance management, monitoring, evaluation, reporting and reward systems should be maintained. This is, in deed, a huge task for a Public Service in a developing country like South Africa.

8. PUBLIC FINANCE MANAGEMENT ACT, 1999

The *Public Finance Management Act*, 1999 seeks to regulate financial management in national and provincial governments with respect to revenue, expenditure, assets and liabilities, and provides for the responsibilities of persons entrusted with financial management in those governments. With regard to expenditure management, Section 38 of the Act makes reference to ‘unfunded mandates’ indicating that a draft national legislation that assigns additional function, power or imposing an obligation on a provincial government, must in a

memorandum that is tabled in Parliament, give a projection of the financial implications of that function, power or obligation.

Section 39 of the Act provides for the budgetary control responsibilities of an Accounting Officer for a department, which include ensuring that the expenditure of that department is in accordance with the vote of the department, and the main divisions within the vote. Section 40 of the Act provides for the reporting responsibilities of an Accounting Officer. These include, within five months of the end of a financial year, submitting to the relevant treasury and executing authority responsible for the department, an annual report on the activities of that department during the financial year. These reports should be accompanied by audited financial statements for that financial year which incorporate an Auditor-General report on those statements.

9. TREASURY REGULATIONS, 2001

Part 3 of the *Treasury Regulations* that took effect on 9 April 2001, established in terms of the Public Management Act, 1999, provides guidelines on strategic planning and budgeting in the Public Service. The Accounting Officer is enjoined to develop a strategic plan that must be approved by the relevant Executing Authority. The approved strategic plan must be tabled in Parliament or the relevant Provincial Legislature within 14 days after the Minister or relevant MEC for Finance has tabled the annual budget. The strategic plan must:

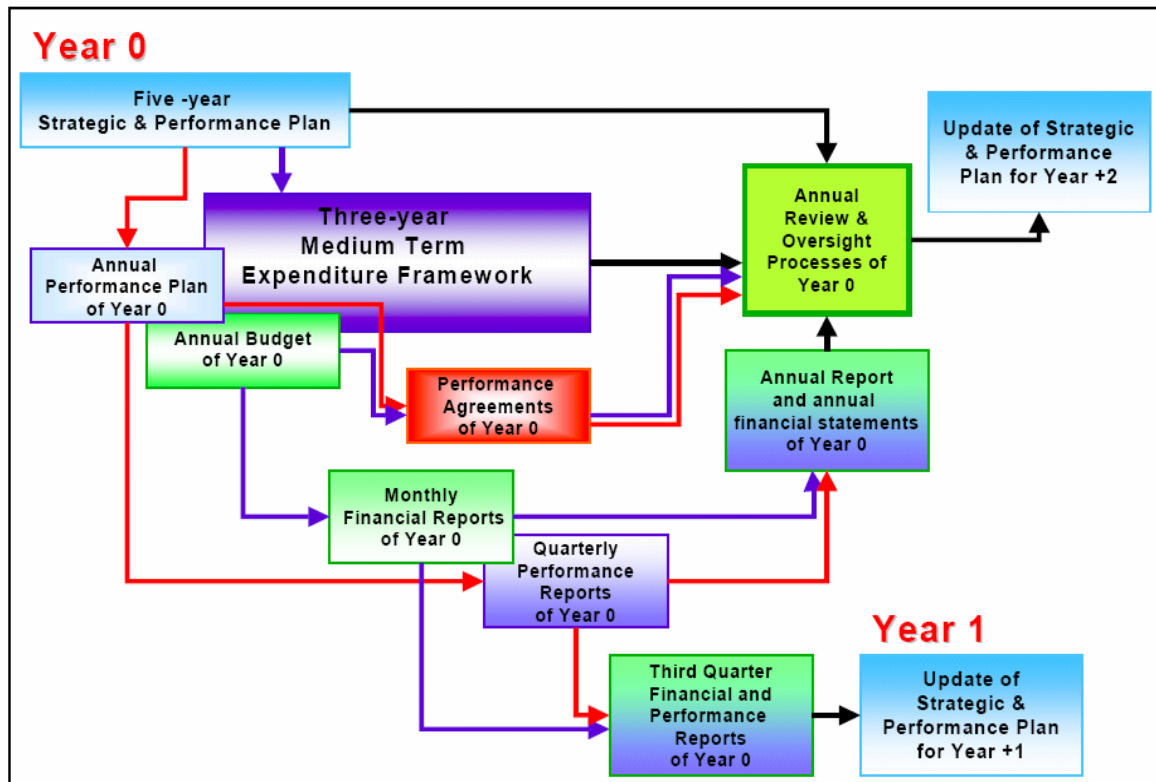
- Cover a period of three years and be consistent with the institution's published medium-term expenditure estimates.
- Include the measurable objectives and outcomes for the institution's programmes.
- Include details of proposed acquisitions of fixed or movable capital assets, planned capital investments, and rehabilitation and maintenance of physical assets.

- Include details of proposed acquisitions of financial assets or capital transfers, and plans for the management of financial assets and liabilities.
- Include multi-year projections of income and projected receipts from the sale of assets.
- Include details of Service Delivery Improvement Programmes.
- Include details of proposed information technology acquisitions or expansion in reference to an information technology plan that supports the information plan.
- For departments, include the requirements of Chapter 1, Part 111B of the *Public Service Regulations, 2001*.

The strategic plan must form the basis for annual reports of Accounting Officers as required by Section 40(1)(d) and (e) of the PFMA. With regards to budgeting, the Accounting Officer of a department is expected to comply with budget circulars released by a relevant Treasury.

Figure 11 below illustrates the linkages between planning, budgeting and reporting within government departments. However, the detailed management of this integration on the ground remains a challenge.

Figure 11: Links between plans, budgs and reports



(Source: Republic of South Africa, 2004:21)

10. NATIONAL PLANNING FRAMEWORK, 2001

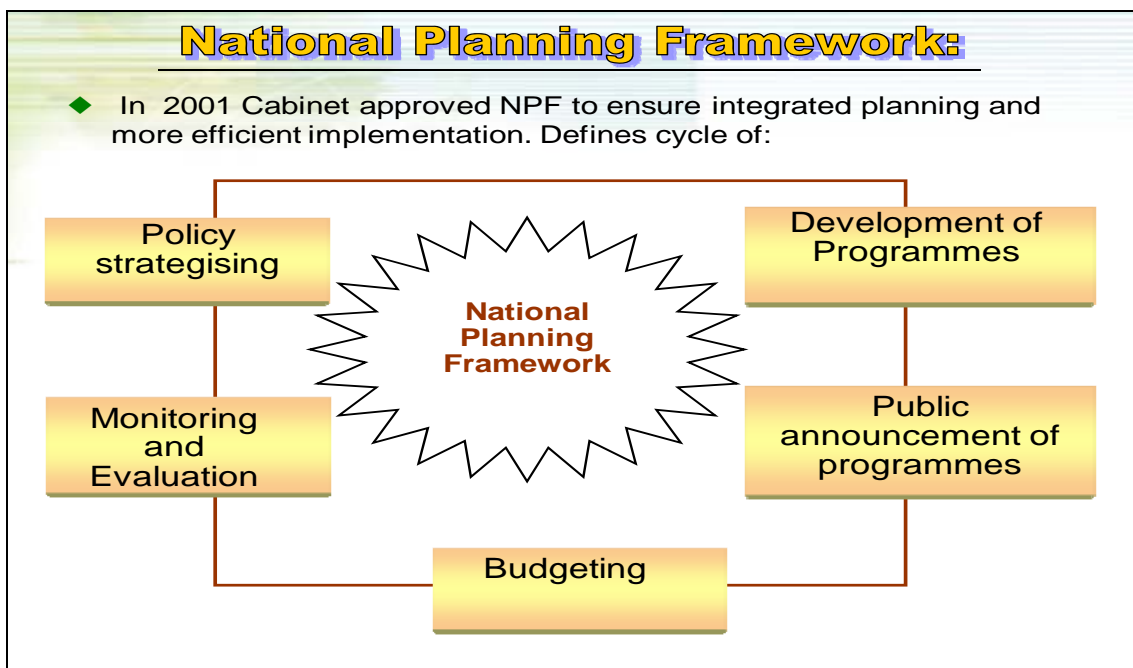
Towards the end of the first term of democratic government in South Africa several serious weaknesses in the way the state functions were identified in the way the stste functions. These included:

- The lack of alignment between the different planning cycles in government (national and provincial versus local sphere).
- Weak coordination across national departments and between the different spheres of government.
- The lack of an integrated approach to policy formulation, planning and implementation.

In July 2001, based on the recommendations of The Presidency and informed by input from the Forum of Directors General (FOSAD) and Clusters established in 1998, Cabinet approved a *National Planning Framework* (NPF) for implementation across the three spheres of government. The Framework, which includes a detailed Planning Cycle, is a government tool to bring about and guide integrated planning across departments and the three spheres of government.

As reflected in Figure 12 below, the National Planning framework defines the cycles of policy strategising, programme development, budgeting, monitoring and evaluation, and public communication around these tasks.

Figure 12 : National Planning Framework Cycles



(Source: Republic of South Africa, 2001:5)

10.1 Principles guiding the design of the National Planning Framework

There are certain key principles underpinning the development of a *National Planning Framework*, which should be considered in any attempt to evaluate the success of strategy implementation. These principles are:

- The overall strategy of government derives from the Constitution and the electoral mandate. It is this mandate which informs the Medium Term Strategic Framework (MTSF), a broad programme of government for the five-year mandate period.
- Cabinet, the Executive Council and the Municipal Council at national, provincial and local level set government policy and take responsibility for its implementation. In this task, these structures are supported by officials.
- Optimum impact of government programmes requires coordination and integration in both policy development and implementation. In line with the principle of co-operative governance, this should take place horizontally among departments and vertically across the spheres, incorporating all public entities.
- There should be a deliberate flow between strategizing, policy determination, programme development and detailed project implementation. This should be supported by a monitoring and evaluation system.
- The strategic and policy positions of government should inform the budgeting process. The Medium Term Strategic Framework (MTSF) which operates over the electoral mandate period informs the Medium Term Expenditure Framework, with a shorter three-year cycle.
- In order to utilise optimally the available resources, which are essentially limited than the massive social needs, the overall strategy, programmes and projects deriving from the MTSF should reflect priorities and phases in implementation. This means that government should weigh trade-offs and develop ways of sequencing programmes to realise its strategic goals.
- Medium-term plans are reviewed on a yearly basis in order to cater for new developments. This implies that the multi-year cycles will overlap and so will planning and monitoring processes dealing with immediate as well as medium-term issues.
- Directors-General (DG), Heads of Departments (HoDs), Municipal Managers (MMs) and Chief Executives of public entities are critical to the implementation of government programmes. Together with other senior

managers they need to ensure appropriate understanding and implementation of the National Planning Framework (The Presidency, 2001).

With the above principles for the NPF it should be useful to consider the Planning Cycle that Cabinet approved in 2001 as part of the *National Planning Framework*. This is presented below.

10.2 The Planning Cycle

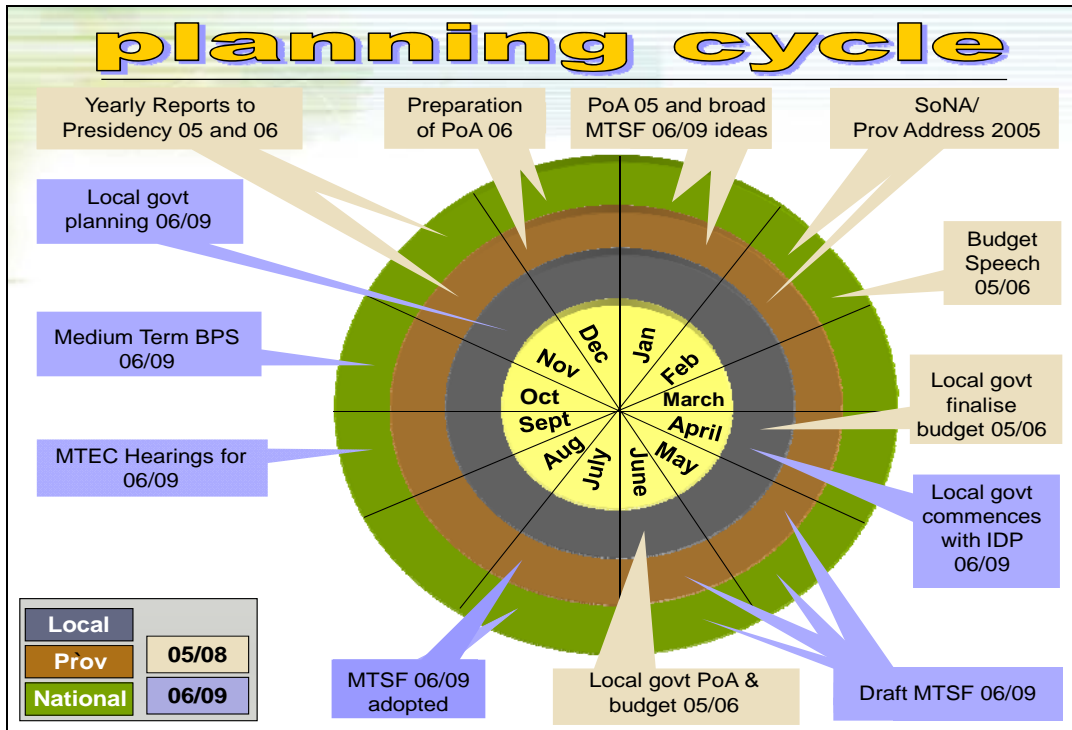
The Planning Cycle represents a continuous process of planning, implementation and review. This relates to medium-term priorities, as well as immediate programmes, one flowing sequentially into the other. Planning and review by local government is meant to feed into that of provinces, while that of provinces is meant to feed into planning and review at national level.

The Presidency (2001) notes that, technically, the Planning Cycle does not have a starting or end point. For instance, if the approach were to be based on:

- **Drafting of the Framework**, the starting point of the Planning Cycle could be May each year, when Directors-General and Heads of Department start reviewing and redrafting or updating the Medium Term Strategic Framework (MTSF).
- **Political conceptualisation of the Framework**, the starting point could be January each year, when Cabinet reflects on broad strategic priorities which inform the draft MTSF to be adopted in July.
- **Resource allocation for implementation of the Framework**, the Planning Cycle could start in September each year when departments submit their budgetary request to Medium Term Expenditure Committee (MTEC) hearings.

Figure 13 below, depicts the broad Planning Cycle, with 2005/06 as a base year, for clarity purposes.

Figure 13 : Planning Cycle



(Source: Republic of South Africa, 2001:7)

The detailed month-to-month activities of the Planning Cycle are summarised in Table 6 below, for ease of comprehension. These activities include responsibility persons. During the adoption of the *National Planning Framework* it was conceived that national and, provincial overnment departments as well as municipalities would adapt their planning processes to align with these broad timeframes and milestones.

Table 6: January to December Planning Activities

Month	Activity	Purpose	Implementing Agent (s)
January	National Cabinet Lekgotla	Programme of Action for the Year Broad medium-term issues	Cabinet, Premiers, Deputy Ministers, Directors-General
	Provincial Cabinet Makgotla	Programme of Action for the Year Broad medium-term issues	Executive Council, Mayors, Heads of Departments
February	State of the Nation Address	Public communication	President
	State of the Provinces Address	Public communication	Premiers
	Budget Speech	Public communication	National Treasury
	Programme of Action posted in Government Website	Public communication	GCIS – Government Communication and Information Services
March	Provincial Budget Speeches	Public communication	Provincial Treasuries
April	Report to Cabinet on PoA	M & E and public communication	Clusters, Cabinet
	Local Government Makgotlas	Programme for the year	Municipal Councils, Managers
May	FOSAD, MANCO discusses draft MTSF	Discuss and process document to July Cabinet Lekgotla	FOSAD
June	State of Local Government Addresses and Budgets	Public communication	Mayors
	FOSAD Workshop	Prepare for July Cabinet Lekgotla	FOSAD, HoDs
	Report to Cabinet on PoA	M & E and public communication	Clusters, Cabinet

Month	Activity	Purpose	Implementing Agent (s)
July	National Cabinet Lekgotla	Review implementation of PoA Adopts MTSF	Cabinet, Premiers, Deputy Ministers, DGs
August	Departments and provinces submit strategic priorities to National Treasury on the basis of the MTSF	Assist Ministerial Committee on Budget and National Treasury to start planning for allocation of resources	Departments, Ministerial Committee on Budget, National Treasury, Provinces
	Report to Cabinet on PoA	M & E and public communication	Clusters, Cabinet,
September	MTEC hearings	Oral discussions on budgetary submissions	Departments, National Treasury, Provinces, Cluster Chairs
October	Report to Cabinet on PoA	M & E and public communication	Cluster, Cabinet
	Medium Term Budget Policy Statement (MTBPS)	Communicate Medium Term Spending Plans	National Treasury
November	Yearly reports to the Presidency from Departments and Provinces	Annual review and or focus on specific issues	Departments, Provinces, The Presidency
	Local Government Makgotla	Medium Term Plans	Municipal Councils, Mayors
December	FOSAD workshop	Prepare for January Cabinet Lekgotla	FOSAD, HoDs
	Update of some PoA issues on government website	Public communication	Clusters, The Presidency, GCIS

(Source: Republic of South Africa, 2001:13)

11. MEDIUM TERM STRATEGIC FRAMEWORK

Every five years the citizens of South Africa vote in national and provincial elections to choose a political party they intend to put in government. In essence, the winning political party is given a mandate by voters, for a five year period, to implement its development policies as spelt out in its election manifesto. For instance, in the period 2009-2014, the African National Congress is the ruling party in South Africa, and following are the key priorities of this ruling party that have informed government policy:

- Creation of decent work and sustainable livelihoods.
- Education.
- Health.
- Rural development, food security and land reform.
- Fight against crime and corruption (ANC, 2009:1).

The ruling party's policy priorities are integrated in the work of government through Cabinet *Makgotlas*, wherein these priorities are analysed, and considered against the experience of government in the previous electoral cycle, prevailing global conditions, domestic socio-economic development trends and projections. They are then translated into medium-term priorities that should inform planning, resource allocation and implementation across the three spheres of government. National and provincial departments, in particular, are required to immediately develop their Five-year Strategic Plans and Budget Requirements taking into account the medium-term imperatives of government.

These priorities will be seated in a planning framework document called the *Medium Term Strategic Framework*. For instance, the Eastern Cape Executive Council has, in the 2009-2014 term of government, isolated eight development priorities, that the province will mainly focus on. These are:

- Speed up economic growth and transform the economy to create decent work and sustainable livelihoods.

- Institute massive programmes to build social and economic infrastructure.
- Establish a comprehensive Rural Development Strategy, linked to land, agrarian reform and food security.
- Strengthen education and build skills and human resources bases.
- Improve the health profile of the society.
- Intensify the fight against crime and corruption.
- Build a developmental state, improve public services and strengthen democratic institutions.
- Build cohesive, caring and sustainable communities.

The medium term priorities have been articulated in the State of the Province Address by the Premier. Members of the Executive Council have drawn their own departmental programmes from these priorities, and confirmed that through the Budget and Policy Statements tabled in the Provincial Legislature, along with a Strategic Plan, Annual Performance Plan, and Service Delivery Improvement Plan. Ideally, these plans should demonstrate a clear alignment to the MTSF priorities and confirm concomitant resource allocation over the MTEF period.

The Annual Performance Plans (linked to the MTEF budget cycle) and the Operational Plans (one-year Budget Appropriation) of various government departments contain critical information of targets set, performance indicators and budget allocation of departmental activities that contribute to each development priority in the Medium Term Strategic Framework, and hence the Election Manifesto of the ruling party.

Three priorities, that are in the national MTSF, which the Eastern Cape Province has not pronounced explicitly on are:

- Pursue regional development, African advancement, and enhanced international cooperation.
- Introduce sustainable resource management and use.
- Build a developmental state, including improving of public services and strengthening democratic institutions.

Needless to say, all priorities, as mandated in the election manifesto, need to be implemented. In the same vein, informed by the MTSF and the mandate of the previous local government elections, municipalities are expected to adapt their integrated development plans and ensure that they are in line with the national medium-term priorities.

The MTSF is reviewed annually during the mid-year Cabinet Makgotla, in the light of new developments and experience in actual implementation. The yearly reviews inform both the corresponding three-year rolling MTEFs and government's Annual Programme of Action.

12. NATIONAL TREASURY GUIDELINES ON STRATEGIC PERFORMANCE PLANNING IN PROVINCIAL DEPARTMENTS (GENERIC FORMATS AND TEMPLATES), 2001, 2004 AND 2009

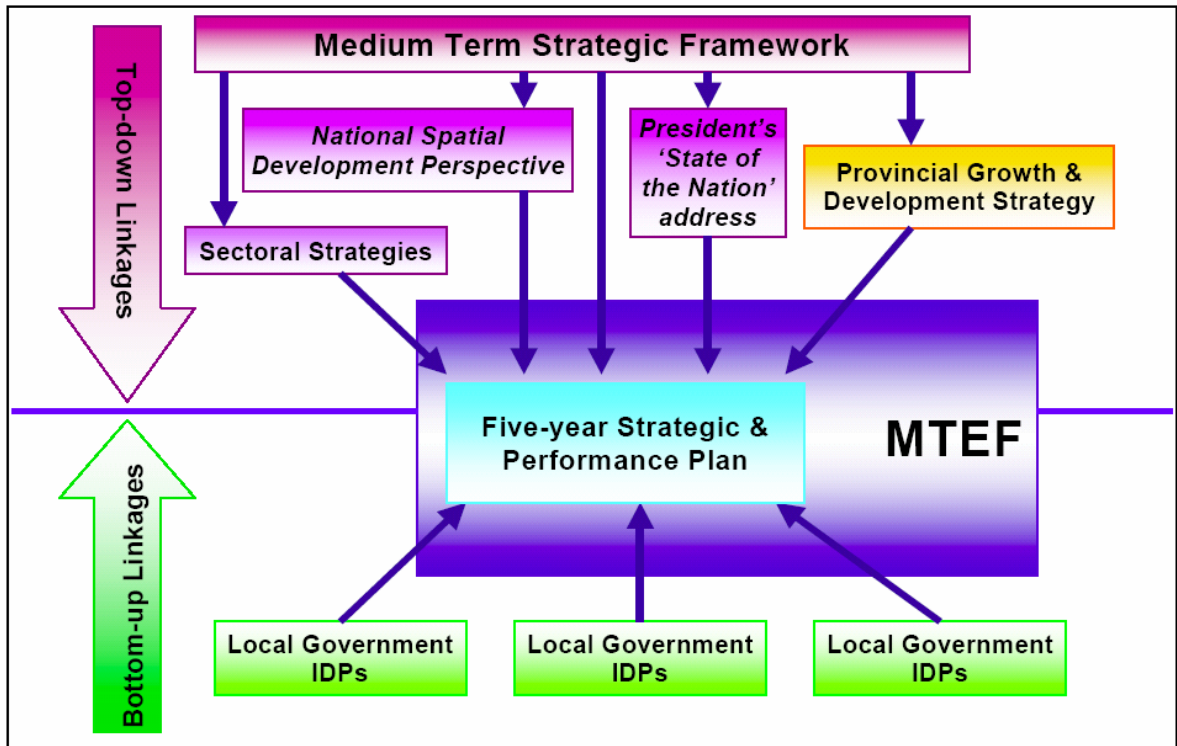
In November 2001, the National Treasury released a discussion document entitled *Proposed Generic Framework and Format for Strategic Plans for provincial Departments*. Since then the document has been revised with a view to streamlining the format and content of the strategic and performance plans, and ensuring that such plans are indeed strategic in nature. The most significant innovations in this framework and template of 2001 has been

- The linking of the strategic planning process to the electoral cycle, which has a number of implications for the structure and content of strategic and annual performance plans.
- The splitting of the strategic plan that was submitted by departments to Treasuries into two documents, the strategic plan and annual performance plan.
- The encouragement by National Treasury of sectors to cooperate with provinces and develop a minimum set of measurable objectives and performance measures (for programmes and sub-programmes) which all provincial government departments will use.
- The encouragement of provincial departments to maintain a top down and bottom-up process of strategic planning. The top-down approach relates to the national (MTSF and NSDP), provincial (PGDS and PSDP) and sectoral priority considerations in the determination of departmental strategic goals and strategic objectives. The bottom-up approach considers links with municipality Integrated Development Plans that must be maintained at all times.
- The release of a planning guideline that integrates planning, budgeting, reporting and performance management.
- The introduction of a reporting requirement for the end-term of government, which would coincide with the end of the electoral cycle, and ensure a

greater measure of continuity and public accountability in government work and resources.

Figure 14 below illustrates the relationship between the department's Five-year Strategic and Performance Plans and the different planning instruments.

Figure 14: Planning frameworks that inform the development of *Five-year Strategic and Performance Plans*



(Source: Republic of South Africa, 2004:19)

13. STRATEGIC PLANNING FRAMEWORKS: CONCEPTUALISING KEY CONCEPTS

While the broad strategic planning literature provides some definitions of key planning terms, organisations worldwide, provide working definitions of these terms as part of their planning frameworks, with the aim of minimising possible misinterpretation that would have far-reaching implications for the strategic

planning process and achievement of desired outcomes. Presented below are some of the planning terms that are explained in the Treasury Guidelines to ensure uniformity and comparability across sectors and provinces in the country.

13.1 Strategic and Performance Plan

Only one five-year *Strategic and Performance Plan* (SPP) per provincial government department is produced per election cycle and lays the foundation for the development of the Annual Performance Plans. The Five Year Strategic and Performance Plan defines the vision, mission, strategic goals and objectives of a government department. In essence, it sets out strategic priorities and service delivery targets of the government department over a period of five years. The formulation of strategic goals and setting out of performance targets is informed by a deeper assessment of the external environmental factors that impact on the operations of the government department, including human, financial and material resources that will be at the disposal of the organisation during the strategic planning period.

13.2 Annual Performance Plan

The purpose of the *Annual Performance Plans* (APP) is to set out what the provincial department intends to do in the coming financial year towards progressively achieving the full implementation of the five-year *Strategic and Performance Plan*. This means specifying measurable objectives and performance targets that will ensure that the provincial department realises its strategic goals and objectives as set out in the five-year *Strategic and Performance Plan*. A secondary focus area of the APP is to provide annual updates on any changes made to the strategic planning framework set out in the five-year *Strategic and Performance Plan* – for instance, changes resulting from new policy developments or changes in environmental circumstances.

The APP covers the upcoming financial year and the two outer years in line with the MTEF. *Annual Performance Plans* should inform and be informed by the Budget and the MTEF and should show how the provincial department's future service delivery plans link to its MTEF. The in-year implementation monitoring of the *Annual Performance Plans* is done through Quarterly Performance Reports, while the year-end budgeting is done in the departmental performance section of the Annual Report.

13.3 Links between Strategic and Annual Performance Plans, Budgets and Reports

The measurable objectives and performance targets within the *Annual Performance Plan* are synchronised with the annual and MTEF budget allocation of a department, programme and sub-programme. The first year of the *Annual Performance Plan* must inform and be informed by the department's Annual Budget. Similarly, Performance Agreements of Accounting Officers and the senior managers of a department should be linked directly to both the *Annual Performance Plan* and the Annual Budget (National Treasury, 2004). Reporting, as prescribed by the *Public Finance Management Act, 1999* and *Treasury Regulations*, follows the same sequence.

14. NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE: SPATIAL GUIDELINES FOR INFRASTRUCTURE INVESTMENT AND DEVELOPMENT, 2003

Government's overarching priority in the second decade of democracy in South Africa is to increase economic growth and promote social inclusion. The *National Spatial Development Perspective* (NSDP) was put forward during 2003 as a tool aimed at reconfiguring *apartheid*-driven spatial relations and to implement the constitutional priorities of providing basic services, alleviating poverty, and addressing inequality.

Furthermore, the NSDP needed to respond to planning constraints at the time, that included the fact that:

- Budget constraints meant that departments applied some form of rationing in allocating funds to the infrastructure and development programmes they administered.
- Rationing implied that choices were either explicitly or implicitly made..
- There were no spatial criteria to guide the choices being made.
- Most choices were made in favour of those communities that attracted the most attention.
- Poor coordination of programmes between and across departments continued to hamper policy implementation and reduced the impact of resource allocation on the ground.

In response to the above salient challenges, the NSDP distinguished between areas of high and low economic potential, with a view to focusing on economic development initiatives in areas of highest potential and return. Social services and human capital development programmes should target areas of highest human need to alleviate poverty. However, a narrow interpretation of the perspective may run the danger of reproducing *apartheid* patterns of uneven development, as economic development attends to target areas with a quick economic return (when measured, for instance, though the GDP-R). In this regard, it is critical that the implementation of the NSDP be based on a forward-looking perspective of development potential and economic competitiveness, which may be unrealised currently because of inadequate enabling economic infrastructure (Eastern Cape Office of the Premier, 2009).

Makoni, Meiklejohn and Coetzee (2008:12) note that, as part of the ongoing transformation of the country, government has introduced a system of integrated intergovernmental planning. This system comprises a range of planning instruments aimed at ensuring that intergovernmental priority setting, resource

allocation, implementation, and monitoring and evaluation achieve sustainable development and service delivery. The key instruments which constitute the system include:

- The Medium Term Strategic Framework (MTSF) and the National Spatial Development Perspective, as indicative and normative planning instruments within the national sphere.
- The Provincial Growth and Development Strategies (PGDSs) supported by Provincial Spatial Development Frameworks (PSDFs) in the provincial sphere.
- The municipal Integrated Development Plans (IDPs) which include Spatial Development Frameworks (SDFs) in the local sphere.

In view of the above, intergovernmental planning outcomes cannot be realised without adequate alignment and harmonisation of national, provincial and local government planning frameworks. The following section considers how the harmonisation initiative has unfolded in the South African public sector.

15. HARMONISING AND ALIGNING NATIONAL, PROVINCIAL AND MUNICIPAL STRATEGIC DEVELOPMENT PLANS

A key challenge noted by National Cabinet during 2004 was a need to harmonise strategic planning instruments within the various spheres of government. The *Framework on Harmonising and Aligning IDPs, PGDSs with NSDPs (2004)* was developed by The Presidency and provided a set of practical strategies to carry forward this task. An overarching notion that is espoused in the harmonisation guidelines is that the NSDP serve as a common platform which provides a perspective for rational decision making on infrastructure investment and development spending aimed at fundamentally reshaping the economy over a longer term.

A number of provinces had as early as 1996 prepared PGDSs, which were located in provincial government departments and thus were not gaining the support of related national and municipal departments located within those provinces. The harmonisation guidelines therefore located the PGDSs within the Office of the Premier. A PGDS should, in summary provide:

- An overview of the province's development needs, potential and objectives broken down to impact zone level.
- The province's proposed economic growth trajectory.
- The sectors of comparative advantage in which the province plans to invest.
- The development proposals for each of the impact zones in a province.

Provincial Spatial Development Frameworks are invaluable in the preparation of the PGDSs and the strategic plans of provincial departments in that they provide a spatial frame of reference for:

- Debating and considering the implications of investment options.
- Forging coherence and alignment in the spatial location of investment in a province.
- Providing a record and visual presentation of these decisions.

Formal guidelines for the preparation of PGDSs were only produced by The Presidency during 2005. The *PGDS Guidelines* describe the Provincial Growth and Development Strategy as a '*critical tool to guide and coordinate the allocation of national, provincial, and local resources and the private sector investment to achieve sustainable development outcomes*' and views the PGDS as a strategic instrument and not a vehicle for reflecting the administrative role of provinces. These *PGDS Guidelines* propound that the cornerstone of an effective PGDS is a deep and thorough understanding of:

- Provincial endowments and assets.
- Development potential, as defined in the NSDP.
- Constraints, including an analysis of forces that shape the above and how such forces are changing over time.

The endowments, assets, development potential, and constraints should be spatially referenced with the trend analysis properly packaged, and this information should inform the difficult choices around resource allocation, usage and trade-offs, in the interest of maximising development impact. Because of their importance these *PGDS Guidelines* are examined in detail below.

16. PROVINCIAL GROWTH AND DEVELOPMENT STRATEGY GUIDELINES, 2005

The *Provincial Growth and Development Strategy (PGDS) Guidelines* state that the main function of the PGDS is to provide a collaborative framework to drive growth and development within a province. The PGDS should therefore serve as a mechanism of alignment to allocate resources equitably and effectively, and to monitor and support the implementation of key local, provincial and national priorities. A PGDS should:

- Build on the approach of the National Spatial Development Perspective (NSDP) and collaborate with municipalities.
- Provide long-term direction for province-wide development programmes and projects.
- Be a framework for both public and private sector investment, indicating areas of opportunity and development priorities.
- Address key implementation blockages and other issues, including institutional reform.

A PGDS should be seen as a platform for coordinated action. This means developing integrated, cross-cutting strategies to tackle priority issues. Padarath (2006:4) notes that, although the PGDS is not a statutory requirement, all provinces have developed them to promote synergy in planning from a national (NSDP), provincial (PGDS) and local (IDP) perspective. However, these strategies have certain gaps in that they: tend to focus on economic growth making it very difficult to interpret at a local level; to blur the detail on policy

coordination and alignment in terms of content issues. They, however, are broad documents which did not allow for wide consultation during their preparation and, as such, do not enjoy much popular support.

It is important to note that in some provinces, such as the Eastern Cape, there are no PGDSs but rather Provincial Growth and Development Plans (PGDPs), assumed to be serving the same purpose. One other challenge with the PGDP, in particular in the Eastern Cape, is that this plan was developed in 2003 and endorsed by the Provincial Cabinet in 2004 and was therefore prepared before the national guidelines were released. However, the PGDP provided for the need to have the plan reviewed from time to time to respond to policy developments in the country and changes in material conditions on the ground.

17. WHITE PAPER ON DEVELOPMENTAL LOCAL GOVERNMENT, 1998

With the demise of the *apartheid* system and its concomitant replacement by a new democratic form of local government in South Africa, the immediate challenge for the newly-established structures and elected councillors has been to transform deep-rooted socio-political aspirations, particularly of the marginalised poor, into a tangible improvement of living and working conditions. Molefe (1999:1) argues that the very definition of local government as a 'sphere' rather than a 'tier' already indicates an ideological shift away from the *apartheid* hierarchy towards a democratic cooperative system of government. This paradigmatic shift has, within the local government sphere, been captured through the introduction of the concept of developmental local government.

Local government reform in South Africa has undergone two distinct analytical phases of policy. The first phase was heralded by the local government elections of 1995 and the passage of a new Constitution in 1996. The second, enunciated in the *White Paper on Local Government* (1998) established a developmental local government with an emphasis on participative planning and local economic

initiatives as pre-eminent local government goals (Bekker & Leilde, 2003:144). The *White Paper on Local Government* was put into place to give effect to Chapter 7 of the Constitution.

The *White Paper on Local Government* defines developmental local government as:

Local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

According to Nkwinti (2000:1), the above definition translates into a reworked service delivery protocol for local government that addresses the needs of the poor and disadvantaged. Local government budgets are required to flow from Integrated Development Plans (IDPs), and these plans have to be prepared through the most comprehensive process of public participation. In this respect, the *Municipal Systems Act, 2000* is pertinent.

18. LOCAL GOVERNMENT: MUNICIPAL SYSTEMS ACT, 2000

In its Preamble, the *Local Government: Municipal Systems Act 32 of 2000* states that this Act was passed because of a necessity to set out the core principles, mechanisms and processes that give meaning to developmental local government, and to empower municipalities to move progressively towards the social and economic upliftment of their communities and the provision of basic services to all people, especially the poor and the disadvantaged. Central to the attainment of the foregoing broad development objectives, within a municipality, is the effective integration and coordination of all development efforts (Mbanga, 2006).

The *Municipal Systems Act* guides the operations of local government in the country. In terms of Section 25 of the Act 'each municipality must, within a

prescribed period after the start of its elected term, adopt a single, inclusive strategic plan for the development of the municipality.' This strategic plan is, in the context of local government legislation and planning frameworks, called the Integrated Development Plan (IDP).

Mbanga (2007:1) contends that the Integrated Development Plan is a principal strategic instrument that guides and informs planning and development management within a municipality. The 'integratedness' of this plan finds expression in its ability to incorporate all the plans, policies, strategies and budgets of various sector departments and public entities engaged in the implementation of development initiatives within a municipality.

Padarath (2006: 3) notes that the IDP needs to be aligned and integrated at all levels of government and between all the stakeholders in a municipality. It is seen as a mechanism to allow for policy coherence which involves the integration of agendas between different stakeholders across common issues.

Section 31 and 32 of the *Municipal Systems Act*, read in conjunction with the *Local Government Municipal Planning and Performance Management Regulations* (No. R. 796 of 2001), state that the Member of the Executive Council (MEC) responsible for Local Government needs to assist, engage with, facilitate, and monitor the IDP process in municipalities. In pursuit of this task, the MEC should provide written comments on the alignment of the IDP to provincial and national plans, policies, and strategies.

Padarath (2006:3) holds the view that while the *Municipal Systems Act* clearly defines the role of the MEC responsible for Local Government in relation to the IDP process, other provincial and national government departments are not legally mandated to be part of the process in support of local government. One other critical point is that this piece of legislation is limited in its approach to alignment and coordination, as it states that the municipal IDP must align with the

provincial and national strategies, yet it does not legislate that alignment should also be as a result of national and provincial plans and strategies being aligned with local government priorities, within the spirit and intent of Chapter 3 of the Constitution.

Integrated development planning is an interactive and participatory process which requires the involvement of a wide spectrum of stakeholders. It takes a municipality six to nine months to complete an IDP process, and its timing is closely linked to the municipal budgeting cycle.

The IDP process comprises five phases that can be broken down into a series of steps. These five broad phases are analysed below in respect of expected outputs, processes and main role-players. The extent to which the IDP process within a municipality sufficiently addressed the requirements of each of these phases is a matter for consideration by various government planners, within the three spheres of government.

Phase 1: Process Planning and Analysis

Some preparatory work needs to be done prior to the commencement of the integrated development planning process. The pre-planning process involves the production of an IDP Process Plan. This Plan is meant to ensure the proper management of the planning process. IDP process planning is prescribed by Section 29 of the *Local Government: Municipal Systems Act, 32 of 2000* which stipulates that the Process Plan be in writing and be adopted by the Municipal Council before the planning process starts.

A Process Plan is an approved document that describes how a municipality will implement integrated development planning in its area of jurisdiction. Local municipalities are required to develop IDP Process Plans in line with the *Integrated Development Planning Guidelines (2004)* issued by the Department of

Provincial and Local Government. Municipalities have to plan formally for the integrated development planning exercise.

According to the IDP Guidelines issued in 2004 by the Department of Provincial and Local Government, failing to plan for the IDP process holds serious implications for municipalities, other than non-compliance, such as:

- IDP Process Planning affords municipalities an opportunity to assess how local conditions will impact upon the IDP process, and hence what plans must be put in place to ensure a successful and meaningful integrated development planning process.
- Every planning exercise is guided by a set of common principles and utilises specific methods. Without process planning for IDPs, various stakeholders would approach the process with divergent guiding principles and methodological approaches. This would result in process stagnation as a result of the number of conflicts that would have to be resolved from time to time.
- The allocation of roles and responsibilities to various participants and structures, including a need to determine structural relationships beforehand, is crucial for successful multiple-stakeholder engagement exercises like IDPs. This is crucial to avert potential role conflicts in the IDP process.
- Strategic planning possesses an inherent responsibility for management of change that should be carried out by those in the “driving seat” of the planning process. A Process Plan affords an opportunity to municipalities to conduct a stakeholder analysis that assists them in determining the specific characteristics, interests and preferences of various actors and hence, their participation requirements. A community is a heterogeneous entity with diverse needs and aspirations that must be harmonised during the planning process.
- The meaningful and effective participation by the public and other stakeholders in municipal processes is not measured by the mere number of participants but also by the quality of their contributions. As part of the IDP

process, a stakeholder empowerment strategy must be designed and implemented to bridge the capacity gaps between various role-players.

- Integrated development planning is a comprehensive yet specialised activity which calls for particular levels of skills and expertise that are not readily available in municipalities. Without a pre-planning exercise, municipalities would not be in a position to articulate their technical support needs devise strategies to satisfy them, and ensure an effective planning process.
- IDP Process Plans also serve the purpose of conventional Business Plans that are utilised to leverage additional funding for the comprehensive development planning process. Development funders such as the Development Bank of Southern Africa (DBSA) and the German Technical Development Cooperation (GTZ) support municipalities with planning skills and finances. Without a clear and approved IDP Process Plan, this opportunity would be missed by many municipalities.

In response to the above requirements, a written IDP Process Plan should indicate:

- The structures that will be established to manage the planning process; their terms of reference; selection criteria for their composition; a list of agreed upon representatives and a code of conduct of participants.
- The main participants and their roles and responsibilities.
- Mechanisms and procedures for public participation including responsible persons, time frames and resource requirements.
- Alignment mechanisms and procedures to ensure coordination and consultation with the district municipality and other government spheres operating in the municipal area.
- A time schedule for the planning process including activities, time frames, responsible persons and budget.
- Monitoring mechanisms for the planning process with predetermined key performance indicators, milestones and targets.

It is crucial to note that in terms of Section 16 of the *Municipal Systems Act*, a community must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. This Act makes it clear that residents have the right to:

- Contribute to the municipality's decision-making processes.
- Submit recommendations and complaints to the council to which they are entitled to receive prompt responses.
- Regular disclosure of the state of affairs of the municipality, including its finances.
- Give feedback to the municipality on the quality and the level of services offered to them.

Residents should therefore be encouraged to participate in the:

- Preparation, implementation and review of the Integrated Development Plans.
- Establishment, implementation and review of a municipality's performance management system.
- Monitoring and review of a municipality's performance.
- Preparation of a municipality's budget.
- Decisions about the provision of municipal services.

Phase 2: IDP Strategies

During this phase, a municipality is expected to find solutions to the problems identified and assessed in the first phase of the planning process. This phase entails developing a vision, mission and values (the latter two are not prescribed), defining development objectives, formulating strategies and identifying projects.

Vision

This is a statement of the ideal situation the municipality would like to achieve in the long-term once it has addressed the problems outlined during phase one. Most vision statements aim at being brief, positive and inspiring. Stated differently, a vision statement describes the envisaged future scenario once the municipal plans have been successfully implemented. Specific visions based on the municipal focal areas are encouraged rather than broad statements of development outcomes.

A vision statement must be a catch statement that encapsulates strategic intent and captures what the main role-players in a locality see the area becoming. It has to have a mobilising effect, must direct the energies of all stakeholders and guide growth and development. Lewis (1997:9) defines a vision as a declaration or statement that answers the question: what do we want to create? A vision expresses in simple, clear and appealing terms exactly where an institution wants to go and how it intends to get there. In this regard, Thompson and Strickland (1995:30) point out that an effective vision must be:

- Realistic in terms of time span, simplicity and do-ability.
- Challenging.
- Reflective of what an institution aspires to achieve.
- Shared and frequently communicated throughout an institution.

Mission

A mission indicates the purpose of existence of a municipality aligned to medium-term delivery. A mission statement should include:

- The core services the municipality provides.
- An indication of the current priorities of the municipality.
- The geo-spatial location of service delivery.
- A statement about the quality of the services that are provided.

Typically, a mission statement includes a very brief summary of what an organisation does, how and for whom it does it.

Values

Values are statements that inform what the municipality strives to be and how it seeks to move in that direction. Values could also be understood to refer to the 'ethos' of a municipality, that is, those things the municipality regards as important and should inform behaviour in the conduct of municipal affairs.

Development objectives/goals

Development objectives are clear statements of what the municipality would like to achieve in the medium-term to deal with the identified problems (priority issues). Objectives further bridge the gap between current reality and the vision. Best-practice strategic planning suggests that objectives, whether short-, medium- or long-term in their orientation, must meet the SMART principle, namely, they must be specific, measurable, achievable, realistic and time-bound.

Regarding specificity, an important question is: Is the objective specific enough for the stakeholders to know when the objective is achieved? The measurability aspect relates to the incorporation of either quality, quantity or cost indicators within a stated objective.

Development strategies

A development strategy is about finding the best way for the municipality to meet a development objective. Development strategies give effect to individual development objectives, and should be presented in the IDP document in that manner.

Project identification

Once the municipality has identified the best methods of achieving its development objectives it identifies the specific projects. The participation of the

community is even more important at this point since all projects that are identified will be implemented in their locality.

Phase 3: Projects

This phase of integrated development planning is about the design and specification of projects identified at the end of Phase 2. Projects should have a direct linkage to the priority issues, objectives and strategies that were identified in the previous phases. Clear details of each project must be worked out in terms of intended beneficiaries, project cost, location of the project, funders, duration of the project, project commencement date, performance indicators and targets, intended performance outputs, and responsible project managers.

Project Task Teams that are constituted of professionals, sector specialists, communities, stakeholders and planning officers are responsible for project planning and design. At this stage the brief definitions of the terms that need to be included in the municipal project planning templates, needs to be given. These are:

- **Target:** The desired level of achievement of a programme or project in terms of its outcomes.
- **Indicator:** Observable and measurable things by which the success and progress of a programme or project is tracked.
- **Output:** The tangible results of a project or programme coming as a direct product of implementation (Millessen, 2004:3).

Phase 4: Integration

Once all projects have been identified, the municipality has to check again that these projects sufficiently contribute to meeting the objectives outlined in Phase 2. Collectively, these projects will provide an overall picture of the development plans. All the development plans must now be integrated. The municipality should also have overall strategies for dealing with issues like HIV and AIDS, poverty alleviation, disaster management, and so forth. This phase presents an

opportunity for the municipality to harmonise the projects in terms of contents, location and timing to arrive at consolidated and integrated development programmes and plans. The main output of this phase is an Operational Strategy which includes:

- An Integrated Spatial Development Framework.
- Integrated Sectoral Programmes (Local Economic Development, HIV and AIDS, Poverty Alleviation).
- A Disaster Management Plan.
- An Institutional Plan.
- A Five-year Financial Plan.
- A Five-year Capital Investment Plan.

Sectoral programmes that are part of the municipal IDPs provide an opportunity for integration of national, provincial and local planning. National government has identified specific areas to which development efforts of various government agencies must be focused under the *Integrated Sustainable Rural Development Strategy* (ISRDS) and the *Urban Renewal Programme* (URP). The overall vision of both programmes is to attain socially cohesive and stable communities with viable institutions, sustainable economies, and universal access to social amenities that are capable of attracting skilled and knowledgeable people. Critical to the success of the ISRDS and URP is the coordination and integration role that local government must play.

While all stakeholders should participate in all the IDP phases, implementing agencies should partake more actively during the Strategies and Project identification phases, co-leading with a municipality. All development implementers in a locality must be aligned to ensure a proper integration and coordination of projects (Mbanga, 2006).

Phase 5: Approval

This phase involves the circulation of the draft IDP for public comments and discussion in the Municipal Council. The draft IDP is also submitted to the District Municipality, provincial departments, national departments and other implementing agencies engaged in development work within the municipality.

The Municipal Council finally adopts the IDP and a copy is served to the provincial MEC responsible for Local Government.

19. MUNICIPAL FINANCE MANAGEMENT ACT, 2003

The primary purpose of the *Municipal Finance Management Act* is to regularise the municipal budget process. The legislation points out that the budget process in municipalities should be participatory in nature. Section 17 of the MFMA states that the Integrated Development Plan (IDP) and the budget processes must be aligned and should be undertaken simultaneously within a municipality. As a result, planners have to acquaint themselves with budgeting and financial issues in order to conduct a seamless process for budgeting and planning.

20. LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT, 1998

The advent of a democratic dispensation in South Africa in 1994 was marked by the passage of a myriad of legislative and policy frameworks aimed at radically transforming both the character and institutional architecture of the civil service into an instrument that facilitates social, economic and political development of the communities. To this end, macro and micro government structuring and functioning have been the main focus of the reform processes. The local government sphere has, in this respect, been redefined and accorded a new constitutional status of existing as a sphere in its own right, though interdependent and interrelated with the provincial and national spheres, within the context of cooperative government.

Section 151 of the Constitution provides for the establishment of municipalities with legislative authority vested in their councils. Municipalities have the right to govern on their own initiative, the local government affairs of the community, subject to national and provincial legislation (Reddy, 2001:26). National or provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

One defining feature of the new system of local government is the space it offers to the ordinary people to become actively involved in governance, which is supported by the enabling legislation which defines a municipality as not just comprising councillors and administrators, but also including the local community. According to Bekker and Leilde (2003:146), the emphasis on local democracy and public participation promises residents opportunities for engagement as:

- **Voters:** to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote.
- **Citizens affected by local government policy:** who express, via different stakeholder associations and ward committees, their views before, after and during the policy development processes in order to ensure that policies reflect community preferences as far as possible.
- **Consumers and end-users of municipal services:** who expect value-for-money, affordable, courteous and responsive service.
- **Partners in resource mobilisation:** for the development of the municipal area.

Although not compulsory, the *Municipal Structures Act*, 1998 provides for ward committees to be set up in each ward of a municipality in order to enhance participatory democracy. A ward committee comprises the ward councillor as the chairperson and up to ten other people representing a diversity of interests in the ward.

21. INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT, 2005

The main intention of the *Intergovernmental Relations Framework Act* 13 of 2005 is to provide an enabling environment for the three spheres of government to interact. In addition to various forums being set up, this Act allows for purposeful discussion on policy issues, alignment and coordination across the three spheres of government. The Act provides an institutional architecture for outcomes-based intergovernmental relations whose main aim is to ensure sustainable local development.

22. PUBLIC ADMINISTRATION MANAGEMENT BILL, 2008

After extensive consultation, a *Public Administration Management Bill* (formerly referred to a Single Public Service Bill) was introduced in Parliament and published during June 2008. Government has initiated overarching legislation enabling a coordinated public administration comprising the three spheres, i.e. national, provincial and local governments. The Single Public Service is being established within the context of the macro-organisation of the State, taking into account governance, administration, management, appropriate work organisation and structures, meaningful relationships between structures, planning and budgeting processes, reporting and accountability. The institutions that comprise the machinery of a developmental state have to be strategically aligned and harmonised to complement one another so as to operate effectively and fulfill the needs of the South African society (Department of Public Service and Administration, 2008).

The key objectives of the *Public Administration Management Bill* are to:

- Create a common culture of service delivery, based on the precepts of *Batho Pele*, in order to ensure a consistently high standard of service from the public service corps.

- Stabilise and strengthen intergovernmental relations, recognising the distinctiveness of the three spheres while emphasising their interdependence and interrelatedness.
- Achieve a more coherent, integrated planning, budgeting, implementation, and monitoring and evaluation within a Single Public Service, in general, and specifically in relation to joint programmes.
- Create a single senior management service cadre, where appointment would be to the service rather than the post, facilitating the mobility of these managers within a Single Public Service.
- Provide a uniform framework of remuneration and conditions of service for the Single Public Service.
- Establish uniform norms and standards for employment in the Single Public Service, including employment practices and employee relations frameworks and mandating arrangements.
- Provide a mechanism for the approval of deviations from the norm in exceptional circumstances.
- Provide a mechanism for the transfer of functions and staff between institutions or spheres of government, within the framework provided by the Constitution and the Labour Relations Act, 66 of 1995.
- Provide for a human resource development strategy for a Single Public Service and the development of an integrated skills database to support human resources planning;
- Provide for an anti-corruption strategy and standards of conduct for the Single Public Service.
- Ensure that consistent electronic government, information and communication technology regulations, norms and standards are adhered within a Single Public Service.

In a memorandum tabled by the DPSA during 2006, as it pertains to a uniform planning and budgeting framework for the Single Public Service, it is noted that the government budgeting system should support government institutions to best

spend their limited resources, to improve service delivery, and to respond to challenges posed by the developmental nature of the South African State. It is, thus, important that public service reform, the budgetary framework, and planning be aligned across the entire public sector to ensure good governance and accountability.

23. GREEN PAPER ON NATIONAL STRATEGIC PLANNING, 2009

In 2009, a *Green Paper on National Strategic Planning* was released by The Presidency which outlined the position of national government on strategic planning to ensure effective coordination at the centre of government. This arose out of the realisation that a single term of government is too short a time to complete the project of building a prosperous, non-racial, non-sexist and democratic society, with clear programmes that reduce poverty and roll-back the inequalities of the *apartheid* era. In this respect, it is noted that the lack of a coherent long-term plan has:

- Weakened the ability of government to provide clear and consistent policies.
- Limited the capacity of government to mobilise key actors in the society in pursuit of the country's development objectives.
- Hampered efforts to prioritise resource allocation and to drive the implementation of government's objectives and priorities.
- Led to coordination weaknesses culminating in policy inconsistencies and poor service delivery outcomes (The Presidency, 2009:2).

In response to this, the Green Paper on National Strategic Planning aims to:

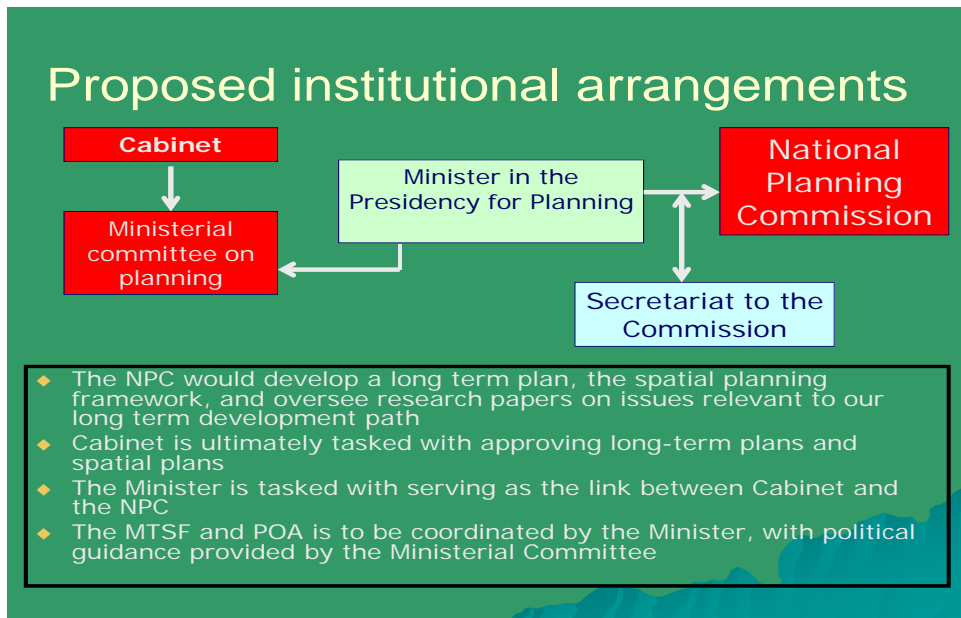
- Set out the rationale for planning, drawing on international experience and country history.
- Describe the institutions required in the planning processes and define their respective roles. In particular, it established a National Planning Commission, composed of external experts, intellectual and leaders, which will develop a

National Strategic Plan for South Africa (Vision 2025) in consultation with government and in partnership with the broader society.

- Define the outputs of the planning process.
- Give an indication of what content issues the national strategic plan is likely to deal with.

Figure 15 below illustrates the proposed institutional arrangements for national strategic planning.

Figure 15: Proposed Institutional Arrangements for National Strategic Planning



(Source: Republic of South Africa, 2009:7)

It is apparent from the above figure that the National Planning Commission in South Africa is accountable to the Minister of Planning in The Presidency Office. The Minister of Planning sits in the Ministerial Committee for Planning that accounts to the Cabinet. The Cabinet is chaired by the State President. The National Planning Commission is supported, technically, in its work by a Secretariat.

24. GREEN PAPER ON MANAGING GOVERNMENT PERFORMANCE, 2009

The *Green Paper on Managing Government Performance, 2009* is a discussion document describing government's new approach to performance management, monitoring and evaluation, in support of outcomes and outputs emanating from the National Strategic Planning process. Essential to the new approach is focusing on the set of priorities that have been agreed upon and consolidated into the *Medium Term Strategic Framework*, in turn derived from the manifesto of the ruling party.

The Green Paper advocates an outcomes-based approach in managing government performance and notes that *'managing for outcomes requires attention to the full delivery chain. The chain starts with the **outcome** to be achieved, then defines the **output** measures that must be used to check if delivery is on track. The chain then describes the key **activities** that need to be successfully carried out to achieve the outputs, and concluded by listing the crucial **inputs**.'*

As an enhancement of the existing Government-Wide Monitoring and Evaluation System, the defined sector outcomes and outputs will be:

- Concluded and detailed in **Individual Performance Agreements** for both political heads and administrative staff in sector departments, in consultation with their respective supervisors.
- Considered and debated in **Sector Delivery Forums** constituted by institutions and agencies that have an impact on implementation and delivery.
- Informing the content of **Sector Delivery Agreements** that will be negotiated with various institutions and agencies, describing roles and responsibilities against timelines and budgets.

An interventionist and innovation-oriented **Delivery Unit** will be established within the Office of the Presidency, and will support sectors in unblocking issues hindering the implementation of selected priority or high-impact programmes. Lessons learnt in the process of sector support interventions will inform the replication of models, in similar geographic conditions and institutional circumstances throughout the country. The Delivery Unit will comprise a small team of experienced officials who can facilitate change within the national, provincial and local government spheres. In partnership with all relevant role-players, the Delivery Unit will identify, at most, five main areas, where it will partner with the political head and officials to drive change that brings significant and sustained improvement in delivery. While the Delivery Unit may initially have to focus on stabilisation and turnaround strategies, the aim would be much longer term sustainable institutional transformation. This Unit will design and guide the implementation of change, empowering the existing structures.

25. CONCLUSION

It can be deduced that the three sphere system of government in South Africa, with nine provinces and two hundred and eighty-three (283) municipalities, poses a challenge for coordinated intergovernmental planning. This situation is further compounded by the disjointed electoral cycles, one for the national and provincial sphere, and another for the local government sphere.

Strategic planning in the South African public sector is informed by a myriad of policies and legislation, with some more applicable to one sphere than another, while other prescripts have a bearing on all three spheres equally. Some pieces of legislation and policies, while applicable in a specific sphere seem to place an obligation on a second sphere to coordinate affairs of the first sphere, without putting equal requirements on the first sphere to comply with the legal mandate of the second sphere. This becomes a challenge in a three sphere system of

governance with a Constitutional dispensation recognising the three spheres as distinctive though interrelated and interdependent.

With the above in mind, it can be said that while South Africa is a unitary state it still reflects some elements of federalism. While core social and economic policies are determined nationally, provinces have the discretion to make choices on resource allocation, thereby making the coordination and integration of development efforts a continuing challenge. This situation is exacerbated by the inadequate capacity in local government whose planning process is expected to lead integration, collaboration and cooperation across all sectors and other development agencies.

A key challenge that the current strategic planning regime in South Africa should seek to address is the need for the harmonisation of the policy and the legislative framework that drive national development planning. This would manifest in a single electoral and planning cycle for the three spheres of government and provide a single vision and concomitant national development outcomes which the three spheres of government should seek to achieve. This would go a long way in ensuring greater alignment in the structuring, functioning, programming and resource allocation across the three spheres of government. This would furthermore result in the improved prioritisation of government policies and programmes and greater geo-spatial alignment to achieve high impact in respect of allocating state resources in communities.

It stands to reason that expediting the vision of a better life for all requires all spheres of government to attend, speedily, to the strategic planning regime, and seek to be decisive on the outcomes that must be achieved, systems that must be put in place, structures that must be established, and processes that must be followed to realise these outcomes. Central to these ideals, is ongoing monitoring and evaluation to assess whether there is alignment, vertically and horizontally,

within the various spheres of government system in respect of how the national vision is being realised.

The need for greater alignment in intergovernmental planning in order to realise the defined national outcomes warrants detailed attention to the concept of alignment. The recognition of the need to achieve strategic alignment is not sufficient to ensure that this is actually realised. For alignment to be realised there should a deeper appreciation of what actions government institutions should take and what mechanisms should be in place for this purpose. These issues will be focused on in the next chapter.

CHAPTER 5

A CRITICAL REVIEW OF THE CONCEPT OF ALIGNMENT AS IT APPLIES TO THE SOUTH AFRICAN PUBLIC SECTOR

“Ideally, there should be a clear ‘top-down’ link between the national, provincial and sectoral priorities, and the departments’ own strategic goals and objectives. It should also be clear how implementation of the department’s Five-year Strategic and Performance Plan will contribute to the progressive realisation of the overarching national and provincial government goals and objectives. It is, however, also crucial that the department’s strategic planning process facilitates a ‘bottom-up’ process for determining priorities. There should be clear links between the department’s Five-year Strategic and Performance Plans and local government IDPs. For instance, if a local government is establishing new residential areas the relevant provincial departments need to contribute to the development by building (and running) the required schools, clinics and other facilities in the area.” (National Treasury, Republic of South Africa, 2004:43)

INTRODUCTION

The business of government is to, strategically, manage public funds, and apply them to address the needs of the citizens. Citizens’ needs are expressed in government policies that are translated into strategic goals and objectives of various public institutions. The combined budget of public institutions extends to billions of rands yet policy-makers often question whether these public funds

have been utilised in a manner that supports the attainment of the strategic objectives contained in government policies.

Policy-makers are, further to the above, confronted with questions of whether opportunities to maximise the impact of public policies have not been overlooked. Alignment of government policies and plans has emerged as one of the strategies employed by public institutions to ensure that government programmes address societal needs. However, the concept of alignment, which is borrowed from the private sector, requires further examination.

One of the key challenges that continue to confront governments in development management, other than limited resources to meet the overwhelming needs of the constituencies, is the efficiency and effectiveness of public institutions within all spheres of government with respect to translating sound government development policies into programmes and projects. Within the process of policy implementation itself, the key weakness appears to lie in planning processes. Furthermore, having looked into the planning processes themselves, governments continue to cite poor alignment between policy, plans and strategic priorities across various spheres of government as a factor contributing to the lack of integrated service delivery, duplication of efforts, lack of sustainable development programmes and projects, and the slow pace and poor quality of services delivered to communities.

Government programmes, under these circumstances, do not align with each other and programme implementation fails to result in more cohesive, self-reliant and sustainable communities. The positive impact of utilised public funds is not observed because government interventions are moving in different directions.

These challenges lie at the centre of the alignment discourse that will be reviewed in this chapter. This chapter will serve to analyse the concept of strategic alignment by focusing on definitional issues, interpretive views, key

findings of previous research conducted, as well as alignment mechanisms and generic models. This is done with the intention of providing clarity on the concept of strategic alignment so as to assist public sector organisations in addressing the fundamental question of what strategies should be employed to achieve alignment as an outcome of their policy implementation and development management processes.

1. UNDERSTANDING ALIGNMENT

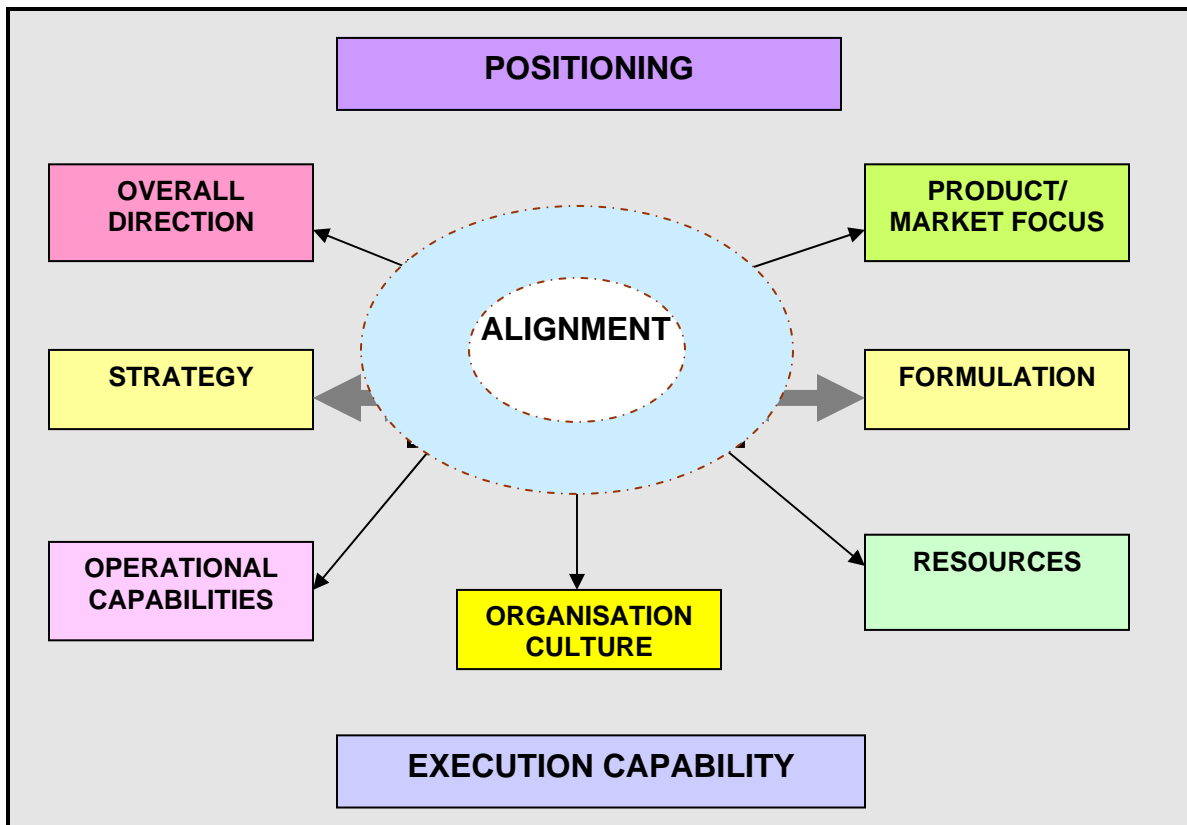
The biggest impediment to the success of public sector organisations is not that they lack well-defined strategies or focused execution, but that implementation strategies are not adequately synochronised. Many organisations fail to achieve strategic objectives because they do not successfully 'connect' operations with goals (Becher, 2005:7).

Alignment problems or, better yet, strategic misalignment does not only affect public sector organisations. According to Fusch, Young and Zweilder McKay (2001:9), over the past two decades both strategic positioning and excellent execution have emerged as drivers of sustainable success. Companies are learning that the key to success lies in the alignment between strategic positioning and execution.

Strategy formulation processes are changing to enable organisations to create and sustain strategic alignment. Organisations are experimenting more with the details of strategy, rather than merely implementing formal long-range plans, but they need the internal capacity (structure, culture and systems) to follow this path. Organisations across a broad range of industries are facing rapid change and growing uncertainty. Under these conditions, they find it increasingly difficult to establish a competitive advantage. Neither unique strategic positioning nor execution excellence is sufficient to create a sustained competitive advantage. The emerging view of strategy is that success depends on developing

and aligning a unique combination of strategy positioning and execution capabilities. Figure 16 below depicts the relationship between strategy positioning and execution capabilities within a company.

Figure 16: The relationship between strategy positioning and execution capabilities



(Source: Adapted from Fusch, Young & Zweilder McKay, 2001:12)

According to Boar (1994:2), strategic alignment occurs when all parts of the institution work together, naturally and harmoniously, to accomplish a common end. This requires a shared a sense of purpose whereby processes, systems and structures are compatible in supporting a common vision and common goals. Webster's Dictionary defines alignment as the act of adjusting the parts of a device in relation to each other.

It is important to note that various alternative terms are currently in use to refer to the phenomenon of alignment. The following are a few of these terms:

- *Balance* (Handerson & Venkatranam, 1993:4).
- *Coordination* (Lederer & Mendelow, 1986:13).
- *Fit* (Venkatranam, 1989:3; Porter, 1996:4).
- *Integration* (Weill & Broadbent, 1998:11).
- *Bridge* (Ciborra, 1997:43).
- *Fusion* (Smaczny, 2001:2).
- *Linkage* (Henderson & Venkatranam, 1989:12; Reich & Benbasat, 1998:9).
- *Harmony* (Woolfe, 1993:12; Luftman *et al*, 1996:3).

Maes, Rijsenbry, Truijens and Goedvold, (2000:37) assert that the above terms all presume to refer to the same phenomenon although their actual use does not contribute to the clarification of the concept of alignment. Instead, these terms are a clear indication of the extent of confusion and misunderstanding regarding the very concept of alignment and its goal.

Generally, alignment is defined in an indefinite and vague way, if defined at all. Many publications tend to avoid being explicit in defining the concept, but fall back into tautological definitions. For instance, Luftman *et al* (1993:204) define alignment as the extent to which the Information Systems strategy supports and is supported by the business strategy. Similarly, Reich and Benbasat (1998:4) explain alignment as the degree to which the information technology mission, objectives and plans support and are supported by the business mission, objectives and plans.

Apart from or due to its vague definition, alignment is also interpreted in contradictory ways. A striking example is whether it should be interpreted as an *outcome* (temporary or final) or a *process* leading to this outcome. Weill and Broadbent (1997:12), and Barclay (1997:55) argue in favour of alignment as an outcome, while Burn (1997:78) views alignment as a process, This underlines the

fact that alignment is not a one-time activity but a constant balancing act between a lead or lag strategy.

Similar contradictions can be found regarding the focus of alignment. Henderson and Thomas (1992:77) acknowledge that

“Alignment means much more than the linking of information technology and business strategy. Fitting the technology structures, processes and skills to match this integration is also critical for success.”

One other challenge of defining alignment is that many publications are rather vague on how alignment should be practiced, apart from some general rules of thumb. Furthermore, authors such as Coakley (1996:101) and Ciborra (1997:63) question the measurability of the degree of alignment. The point these authors make is that, if alignment cannot be measured, it becomes difficult to draw conclusions regarding its effectiveness.

A further important consideration when defining alignment is the notion of context dependence. Real-life organisations with differing organisational structures and processes, and operating in differing environments, are most likely to require different approaches to alignment. There cannot be a ‘one-design-fits-all-contexts’ in respect of alignment (Brown & Magill, 1998:44; Ciborra, 1997:39).

Reich and Benbasat (1998:71) and Ciborra (1997:43) also hold the view that the role of human actors in alignment is not sufficiently recognised. This lack of attention to the social dimension too often results in the interpretation of alignment as merely about developing strategies and designing infrastructures that connect, totally ignoring the significance of organisational learning. Moreover, the proponents of alignment too easily assume that top or executive management is in full control of the situation (Ciborra & Hanseth, 1998:17).

According to Maes *et al* (2000:6), any further attempt to enhance alignment should:

- Start from an unequivocal definition of alignment.
- Consider alignment as a dynamic process.
- Consider alignment at different levels, ranging from strategy to implementation.
- Strive to achieve measurability.
- Take into account the context of the organisation.
- Devote attention to the impact of human factors.
- Be well-balanced, taking the practical managerial limitations into account.

According to Gunn (1997:1), alignment particularly becomes the key focus of an organisation when it has set itself ambitious “stretch” goals and targets at a strategic level. Gunn (1997: 3) contends that a strategy does not exist by itself, but always shares resources with other strategies, hanging together in harmony with the balance of an organisation’s strategy. Alignment, in planning, is thus constituted of elements of both strategic and operational alignment. In this regard, it is useful to analyse the existing body of knowledge which pertains to strategic alignment.

2. STRATEGIC ALIGNMENT RESEARCH

Strategic alignment is one of the most important issues facing organisations. However, little research has been conducted that examines how alignment unfolds over time, why alignment problems emerge, and what is it that managers do to address misalignment. As a result, the understanding of the managerial actions that influence the alignment process remains limited (Fiegener & Coakely, 2002:16).

No precise definition of strategic alignment has gained general acceptance in the literature, although many authors adopt a similar impression of the term. The common thread in descriptions of the term is that the current and future strategic decisions in the lower business domain take into account those made in the higher business domain and *vice versa*.

Taken from the Information Systems perspective, where the concept of alignment originates, strategic alignment confronts managers with a dual imperative that they must:

- Deduce the Information Systems applications (lower-order) that will best support the execution of the business strategy (higher-order).
- Proceed inductively to formulate new uses of information technology that may alter the business strategy and create potential sources of competitive advantage (Fiegener & Coakley, 2002:16).

Strategic alignment research can be divided into two streams, according to whether the study concentrates on:

- The **content** of the strategic decisions being aligned.
- The **process** by which alignment unfolds.

Content studies tend to conceptualise strategic alignment as the association between holistic indicators of overarching organisational strategies and objectives and those at the more operational levels. Studies of the process of strategic alignment, on the other hand, investigate how alignment decisions are made or should be made. Much of the work in the latter research is normative, and proposes methodologies for integrating strategic and operational planning at various levels of the organisation.

Other process research studies have focused on describing patterns of integration in the alignment activities of organisations. These patterns are

identified, described in terms of how they evolved over time, and analysed to isolate contingency factors that have influenced these patterns.

Despite the growing interest in strategic alignment, its general understanding is limited because prior research has not adequately addressed important complexities of the alignment process. Implicit in most conceptualisations of Information Systems' strategic alignment, for instance, is the view that strategy is deliberate and reflects conscious intentions of executives or top managers. Given this assumption the strategic alignment process is conceptualised in static terms, as the outcome of a comprehensive rational planning exercise to produce sets of business and Information Systems decisions that match or fit together. However, strategy has an unplanned emergent character, in that managers throughout an organisation continue to respond to local problems and opportunities and make many strategic decisions outside of the formal planning systems (Fiegener & Coakley, 2002:19).

Most research has also focused at an organisational rather than a managerial level of analysis and has not investigated how executive or top management perceptions and behaviours influence strategic alignment. Empirical studies of the administrative mechanisms believed to facilitate strategic alignment have, collectively, examined a few mechanisms and have overlooked the possible interacting effects of multiple alignment mechanisms. Little is known about the managerial cognitions and behaviours that influence, and are influenced by, alignment and the comprehensive set of mechanisms through which executives try to manage the alignment process over time.

3. AN INTERPRETIVE VIEW OF STRATEGIC ALIGNMENT

If one begins with the assumption that strategy is an unfolding pattern in the stream of decisions, both planned and unplanned, then, the conceptualisation of the strategic alignment task changes. Instead of being the formulation of matched sets of decisions at periodical intervals, strategic alignment becomes a

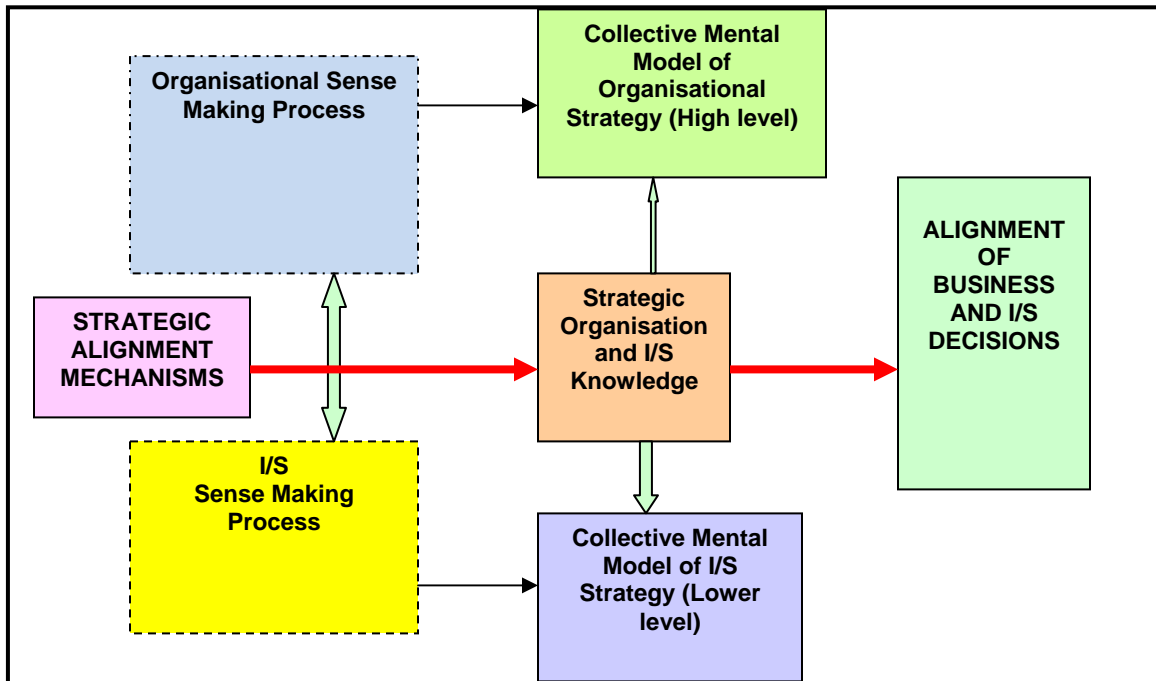
process in which decisions are continually integrated into a mutually reinforcing pattern.

Strategic alignment, therefore, becomes a process in which managers strive to maintain parallel streams of decisions over time, through a continual series of re-alignments. Such a conceptualisation of strategic alignment demands that an account for the role of managers in the process be provided.

As a general rule, no manager would knowingly make a strategic decision that was not well integrated with the existing business strategy. However, because strategic decisions are made under conditions of ambiguity managers cannot make perfect ex-ante judgments about strategic alignment. Instead, managers become aware of alignment (or more to the point, misalignment) retrospectively, when indicators of emerging problems and opportunities lead them to question whether their past decisions were as well aligned with strategy as they initially believed.

Thus, because strategic alignment is a recurring issue to be managed rather than a problem to be solved or a decision to be made, and because it is an organisational phenomenon that is comprehended retrospectively rather than prospectively, it is appropriate to conceptualise strategic alignment as an interpretive or sense-making process, as reflected in Figure 17 below.

Figure 17: A Sense-making Model of Strategic Alignment Process



(Source: Adapted from Fiegenger & Coakely, 2002:11)

It is clear from the above that effective alignment requires a common understanding of purposes and goals, and the use of complementary measures and information for planning, tracking and analysis at three levels: organisation, key processes and programmes. According to the National Institute of Standards and Technology (2001:34), strategic alignment is comprised of:

- **Strategic sufficiency:** meaning that an organisation has consciously planned to exploit its internal strengths, compensate for existing weaknesses and achieve a goodness-of-fit among its efforts and those of other role-players.
- **Strategic comprehensiveness:** meaning that the organisation's plan covers all the necessary planning bases.
- **Strategic comprehensibility:** meaning that the plan of an organisation makes sufficient sense to employees who can implement the strategy without a lot of guesswork.

- **Solid strategic joints:** meaning that coordination steps have been identified and agreed-upon across all organisational units, including external entities whose contributions are necessary for the effective implementation of the organisation's plan.
- **Strategic traceability:** meaning that goals, objectives and strategies can be attached to actual offices, units or individuals, who eventually understand their contributory roles relative to the plan's multiple objectives and strategies. Traceability connotes the future measurability of the plan and the tracking of progress, performance feedback and corrective or re-planning cycle that will need to follow in the interest of accountability

4. DIMENSIONS OF STRATEGIC ALIGNMENT

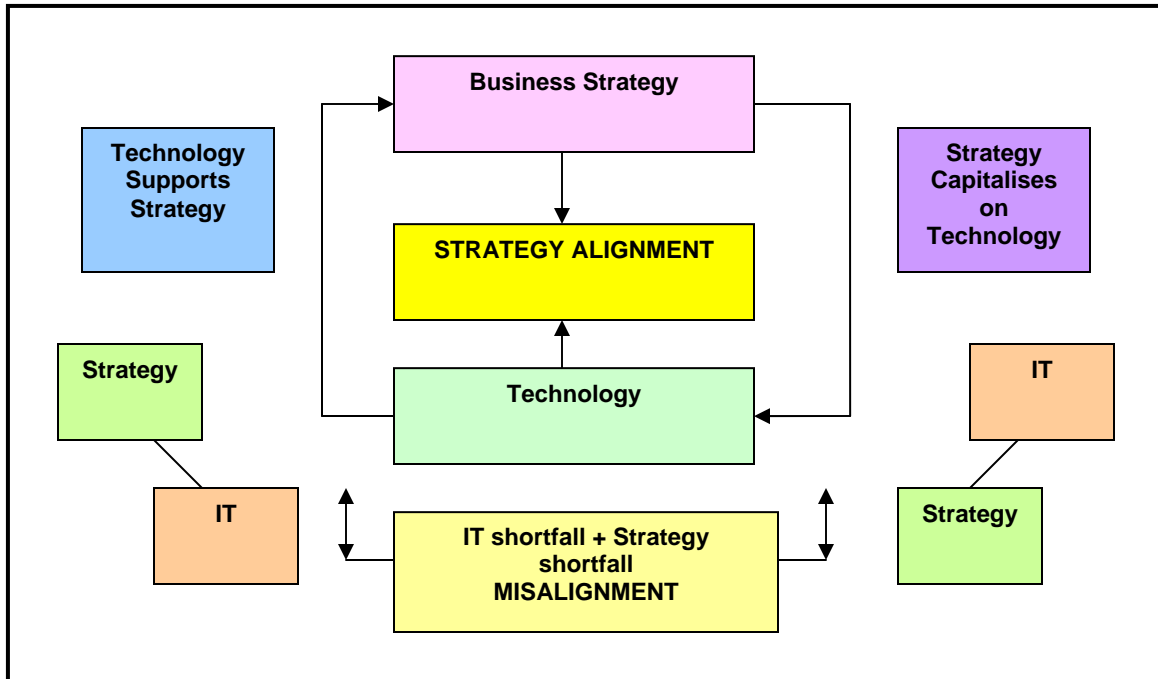
According to Puth (2002:1), the term strategic alignment presupposes that there is a strategic line, a clear overall strategic direction, intent and a set of desired outcomes, that business units, divisions and eventually every individual can align their actions to. A second implicit assumption of strategic alignment is that everyone is aware of this strategic line and that it is sufficiently "visible" for alignment to take place. Thus, the key question is, how is strategy formulated and how can organisations ensure that their people align their decisions and actions to the strategy.

A sociological perspective of strategic alignment suggests that it is not so much their respective strategies that differentiate organisations from each other but rather their ability to implement their strategies and to align the workplace thinking and behaviour of individual employees to the strategic intent and direction of the organisation.

Tallon and Kraemer (1999:12) define strategic alignment as the extent to which the Information Systems strategy supports and is supported by the business strategy. This definition serves to focus research efforts on activities central to the implementation of strategies. This perspective facilitates a more dynamic

assessment of strategic alignment than if focus were to be, just, on strategic objectives as has been the case with much of the existing literature in this area. Figure 18 below illustrates the dimension of strategic alignment.

Figure 18: Exploring the Dimensions of Strategic Alignment



(Source: Adapted from Tallon and Kraemer, 1999:13)

5. DIMENSIONS OF OPERATIONAL ALIGNMENT

It appears that even in instances where an organisation has a well-defined strategy, success is not guaranteed. While many organisations fail in the execution of strategy, some of them fail because the day-to-day operations are not giving effect to the predetermined outcomes of the organisation. Becker (2005:3) expresses this point more succinctly when he says that many organisations fail because they do not connect operations with goals.

In an attempt to bridge the gap between strategy and execution, organisations employ financial measures of performance tracking. However, because of their

backward-looking nature (lag strategy), financial measures lack sufficient predictive power to provide an early warning of trouble areas and enable more proactive decision-making. According to Pilot Software Inc (2004:3), organisations should maintain operational agility that facilitates ongoing understanding of how well tactics are contributing to objectives, along with the ability to respond quickly to performance issues and environmental changes. In order for organisations to achieve the latter, they should:

- *Motivate* employees towards objectives.
- *Manage* organisational performance.
- *Monitor* progress on programmes regularly to identify problems.
- *Measure* performance in detail to resolve issues and directly identify environmental opportunities.

The above strategies are known as the 4Ms of operational alignment, and are regarded as conditions for effective alignment. In ‘motivating employees towards objectives’ and ‘managing organisational performance’, alignment studies have arrived at the following key foci of operational alignment that are crucial in understanding whether public policies are efficiently and effectively implemented at operational level. These focus areas are discussed below.

5.1 Fiscal alignment

Budgetary alignment studies, as they are also known, investigate trends in public funding, in particular with regard to the allocation and application of funding in the various service delivery priorities that have been determined. These studies seek to answer the following questions:

- Are the goals and targets that have been set realistic in the context of resource availability and timelines?
- Are there any financial resources that are attached to goals, objectives and activities of a programme?

- Are financing arrangements aligned to tasks in such a way that the required tasks will be completed in the expected timeframe and quality standards set?
- Are there any financial constraints in achieving the set objectives?
- Do financial constraints relate to the acquisition of more funding or spending of allocated funding, and hence what financial considerations should inform decision-making?
- Which outside organisations might support the securing of additional funding?
- What benefits will the use of additional funding bring for your organisation and external organisations you intend tapping in their resources?
- What steps will your organisation be required to take to access those resources?
- Are there any structures in place that facilitate budget alignment within the organisations and with other organisations, where necessary? (American Career resource Network, 2005:16)

In the context of government planning, fiscal alignment studies would consider the priorities in the Medium Term Strategic Framework, for instance, that have been allocated funds, and how much within the Medium Term Expenditure Framework cycle and annual budgets. It is also crucial to comprehend the institutions or spheres of government that have adopted the policy priorities and, hence, allocated budgets to them.

5.2 Institutional alignment

It has been said elsewhere that alignment is not an event but an ongoing change management effort. Organisational operational strategies and policies and processes require adjustment to achieve certain policy outcomes. The time lag between strategy formulation and implementation could have resulted in the new environmental constraints, limitations and opportunities that have emerged.

According to the American Career Resource Network (2005:23), key questions that institutional alignment studies attempt to respond to include:

- What are the long-, medium- and short-term goals and targets that must be achieved?
- How do these goals align with key priorities that have been identified?
- In which geographic space will these priorities be implemented and how does the choice of such places relate to attainment of policy outcomes?
- What other organisations (or departments within the three spheres of government) are key to achieving the same goals?
- What options does the organisation have to involve the other organisations in its programmes?
- What opportunities does the current situation provide for working towards the short-term goals?
- What constraints should be observed?
- Given the present limitations, what is the most that one can realistically aim to accomplish in the immediate future?
- Are there any specific policies and legislation that require amendment since they are likely to stifle programme implementation?
- What monitoring, evaluation and reporting protocol is in place to track progress on implementation of programmes?

5.3 Capability alignment

More often than not, one of the reasons advanced for the inability by organisations to achieve set goals and targets, through a systematic pursuit of activities, is understaffing or unavailability of the requisite skills to carry out the tasks. The availability of funds alone is not a sufficient indicator of the success of development programmes and projects. Over and above finances, there should

be adequate human resources, and not in numbers alone but also with the right skills, found at the right place, at the right time, and with the right attitude.

The American Career Resource Network (2005:28), further notes that capability alignment studies would ask the following pertinent questions:

- What tasks need to be accomplished first if to achieve immediate goals and targets?
- What is the timeframe within which these tasks must be accomplished?
- Can these tasks be realised with the available staff compliment?
- What are the skills and interests of the available staff?
- Are the numbers of the available staff members adequate and or skilled enough to carry out and complete the tasks within the set timelines and achieve the expected quality?
- Does the organisation or component need to contract out certain activities to execute some of these tasks?
- Are there other organisations that can adequately perform some of these tasks?
- Should the organisation delegate those tasks to other organisations that can best perform them within the set timelines?
- Is there any other support the organisation can get from its stakeholders to execute the tasks?
- What conditions are attached to the support, and are they likely to change in the near future? If so, what contingency plans will be required to plug the gap should such support pull out?
- Is there a need for adjusting or suggesting the adjustment of delivery timeframes?

5.4 Spatial alignment

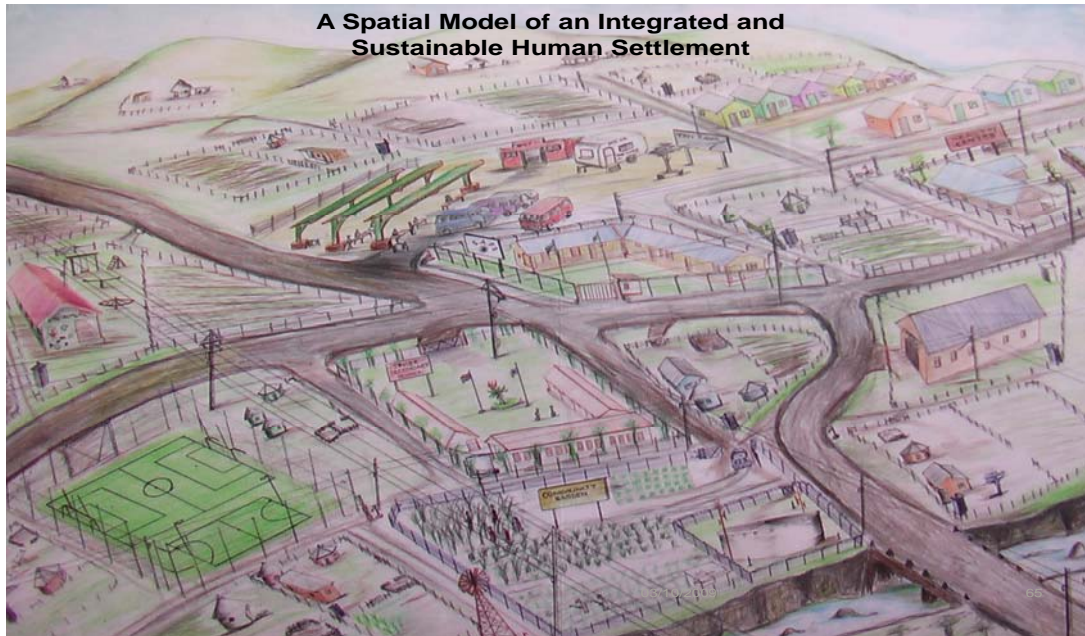
To facilitate rational and consistent decision-making in relation to government development and infrastructure investment spending, national spatial guidelines are increasingly being recognised as a critical tool for bringing about coordinated government action and alignment (The Presidency, 2004:11).

Globally, alignment is increasingly pursued and achieved by the use of spatial planning instruments such as spatial development perspectives, spatial development frameworks, spatial guidelines for infrastructure investment and social spending. Unlike the simplistic master and blueprint spatial plans of the 1960s and 1970s, these instruments do not predetermine from the centre what should happen where, when and how, but utilise space as a common backdrop against which investment and spending decisions can be considered and made.

The key purpose of such perspectives is to bring about synergy and complementarities in terms of the spatial effects of government action with a view to maximising the overall social and economic returns on government development spending. These instruments create bases for intergovernmental negotiation, deliberation and agreement.

Figure 19 below demonstrates a layout plan of a joint development project in which government infrastructure investment and spending has targeted a common space.

Figure 19: A spatial model of an integrated and sustainable human settlement



(Source: Eastern Cape Department of Human Settlements, 2009:7)

It is evident from the above exposition that operational alignment is more concerned with the detail of how the goals that have been set are, and will be, implemented. It is apparent that alignment studies should be concerned with matters of resource allocation, availability of management and technical skills, industry capacity, organisational culture, institutional arrangements for implementation, strategic partnerships, joint selection of intervention sites, and a review of existing policies and practices. A failure to appreciate these variables at a planning stage will render good development policies ineffective.

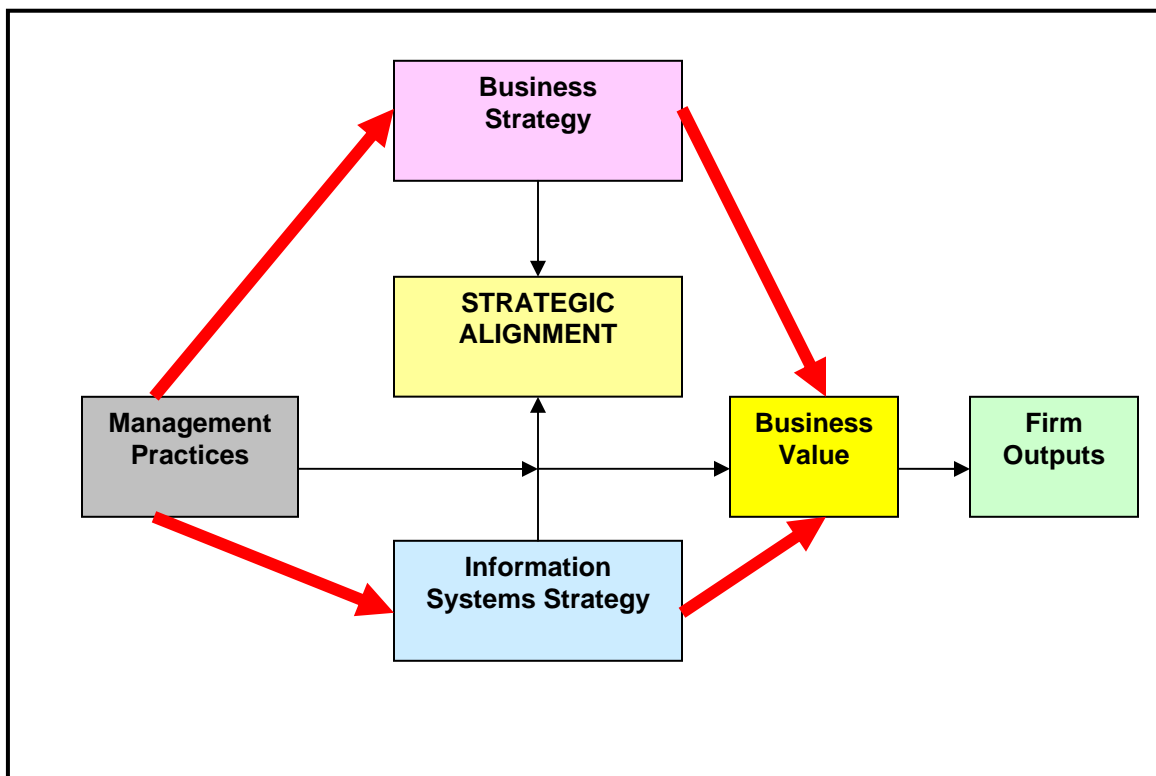
6. MECHANISMS TO PROMOTE STRATEGIC ALIGNMENT

Process studies have portrayed the 'content' of alignment as a series of intersecting and mutually consistent choices across four domains, namely: business strategy; information systems strategy; organisational infrastructure;

and processes. While this answers the '*what is alignment*' question, it does not allow consideration of strategic alignment as a continuous process nor does it consider the management practices used in moving an organisation towards alignment (Tallon & Kraemer, 1999:4).

Venkatraman, Henderson and Oldach (1993:144) state that management practices act as 'alignment mechanisms' that deal with the 'management challenge of translating the strategic choices made into administrative practices and operational decision-making. Essentially, these alignment mechanisms are tools that enable executives to oversee and manage the content and process of alignment. Figure 20 below demonstrates the determinants (management practices) and consequences of strategic alignment.

Figure 20: A Conceptual Model of Strategic Alignment



(Source: Adapted from Woolfe, 1993:5)

Table 7 below presents examples of strategic alignment mechanisms that obtain within organisational processes, and that are worth considering at this stage.

Table 7: Examples of strategic alignment mechanisms

Alignment Channel	Representative Alignment Mechanisms
Context Linkage	Top management share strategic issues from oversight bodies
	An appreciation of the global economic climate
	Information and Communication Technology (ICT) as an enabler in the global village
	The industry /external environment volatility
	Political instability and social unrest
	Policy shifts within the sector
Content Linkage	Strategic plans, annual performance plans, operational plans
	Vision, mission values
	Strategic goals, objectives, targets, performance indicators
	Budget allocation to objectives
	Activity plans, performance agreements
Process Linkage	Participation in Steering Committees for planning
	Involvement in Cluster Working Groups for Integration
	Forums that include other stakeholders
	Budget process, cycle and structures
	Status reports of projects
	Performance review sessions
	On-site monitoring of projects
	Lobbying

(Source: Adapted from Fiegenger & Coakley, 2002:13)

The above table presents alignment channels through which information relevant to change and potential for alignment or misalignment will be found. These three channels are briefly analysed below.

6.1 Context linkage

A context is a 'given' for an organisation. For alignment purposes, this channel relates to the management systems, programmes and activities that help create a shared understanding of the external environmental factors and how these influence and are influenced by the business of the organisation. This could include the economic climate, the industry norms and how they are likely to

change, research products and what is being projected on demand for the future, international conventions that the country is a signatory to, sector policies, legislation and political change (Fiegener &Coakley, 2002:16).

6.2 Content linkage

These relate to documented statements of intent within an organisation. This may include the long-term development vision of the country, the medium-term sector strategies, strategic plans, annual performance plans, operational plans, and budget or financial plans. These documents should be cross-referenced to track the golden thread from higher-level to lower level and lower-level to higher-level plans. It also includes assessing how the performance targets of components are made realisable by other supportive components horizontally. Daily decisions and management choices are also subject to scrutiny (Fiegener & Coakley, 2002:19).

6.3 Process linkage

This relates to strategies employed to promote a discourse on potential misalignment. Also, it would include participating in existing structures, and in certain instances the creation of new structures that provide a platform for discussion of priorities, strategies, funding streams, implementation and monitoring mechanisms and strategic partnerships with organisations that are key to the organisational mandate. Alignment is not directly achieved, however, the organisation gets exposed to the norms, standards, strategies, priorities and constraints of the other organisations from which it will proceed from more realistic assumptions on its planning processes. Some concessions could be made through the engagement (Fiegener & Coakley, 2002:18).

Alignment studies that have been conducted, thus far, have come to some common conclusions:

- For alignment to be achieved there must be a 'system' of mechanisms within an organisation.
- There are substantial interdependencies among the alignment mechanisms, with some complementing each other.
- Management 'style' and 'posture' have a bearing on the nature and extent to which a programme, component or an organisation will be exposed to issues emanating in other sectors and domains, and central to this is relationship building and the ability to sustain and seal such relationships with key partners.
- Managers are more likely to pay attention to issues that they perceive as related to their domain of expertise and have difficulty in becoming aware of issues arising in other domains (silos mentality).
- Bringing people together, in meetings, has limited value, and instead, effective alignment requires mechanisms that build a supportive climate for reciprocal information sharing and joint learning.
- When managers perceive misalignment across programmes, informal meetings become a quick and short-term response, and these meetings are not followed by a system of structured interaction that gets observed as a long-term solution to addressing process misalignment.

In Table 8 below there has been an attempt to correct weaknesses in alignment mechanisms which have been found by previous studies to inhibit the collective awareness and interpretation of misalignment in organisations. The table makes use of an alignment matrix that has been adopted by previous studies for problem analysis. However, the author has adapted the alignment matrix to typical problems confronting the Public Service, at the time of writing.

Table 8: Illustrative Strategic Alignment Problems

Sense making Activity Affected by Problem	Locus of Alignment Problem		
	Content Linkage	Process Linkage	Context Linkage
Scanning	<p>Linkage Problem: Strategic Objectives, Performance indicators and targets in the 5 year Strategic Plan not corresponding with those in the Annual Performance Plan.</p>	<p>Linkage Problem: Inconsistency in sitting of organisation-wide performance review sessions.</p>	<p>Linkage Problem: Sector departments are not concerned about policy shifts in other departments and are focused on their own priorities (silos mentality).</p>
	<p>Implication: Executive management will overlook the performance indicators and targets in the longer-term plan in favour of short-term results.</p>	<p>Implication: Executive management do not hear of what changes are happening in the implementation of plans by other components and will miss early symptoms of misalignment due to sticking to older plans, while planning is dynamic.</p>	<p>Implication: Sector departments miss opportunities arising within the policy shifts of other departments, and are more inclined to focus on resolving problems in their own space, which are in fact as a result of the changing context.</p>
Interpretation	<p>Linkage Problem: At the level of the Annual Performance Plan there are too many Measurable Objectives and Performance Indicators than are in the Strategic Plan.</p>	<p>Linkage Problem: There are many structures that are created requiring managers to participate in, and some are a duplication of the existing ones.</p>	<p>Linkage Problem: There is no shared understanding of what the implications of the renaming of a government department are to its mandate and plans.</p>

Sense making Activity Affected by Problem	Locus of Alignment Problem		
	Content Linkage	Process Linkage	Context Linkage
	<p>Implication: Middle managers will arbitrarily scale down on the measurable objectives and performance indicators without considering how these fit to the overall strategy, and which ones have greater impact.</p>	<p>Implication: Managers select structures of interest or 'show face' in various structures, and delegate junior officials to meetings for the sake of attendance and representation.</p>	<p>Implication: Uncertainty on the key priorities being pursued with regards to to the extent to which those priority programmes contribute to the overall development goals of government.</p>

(Source: Adapted from Fiegner & Coakley, 2002:15)

7. CONCLUSION

From the foregoing analysis, it is apparent that the alignment concept, like strategic planning, is borrowed from the private sector, and in particular the discipline of Information Systems. However, the public sector has, over time, embraced the concept of alignment in its development planning processes.

This chapter has revealed that if the public sector is utilising the alignment concept it should, first, appreciate its fundamental principles of application as these pertain to the private sector. For instance, from the literature it is clear that alignment studies tend to always make a distinction between:

- Alignment as a process and alignment as an outcome.
- Strategic and operational alignment.
- Context, content and process linkages in the study of alignment.
- Scanning and interpretation as levers of understanding alignment problems within organisations.
- Fiscal, institutional, capability and spatial dimensions of operational alignment.

Alignment is not an event but a process of ongoing change. As such, to achieve alignment in governmental planning, one must appreciate the context in which certain policy outcomes should be achieved and also consider the sociological dimensions of development implementation.

Another important issue that permeates this chapter is that, for alignment to be achieved in government development planning and implementation, certain systems and mechanisms should be put in place to drive alignment. These alignment mechanisms should be prudently selected, a matter which calls for a certain calibre of planning skills and attitudes within public institutions. Researchers hold a common view that the critical point of alignment in organisational planning and implementation is the operational level, where broad goals should be translated into well-costed plans and programmes that are aligned to human capital.

Many organisations, it is said, fail not because they lack well-defined strategies but because their strategies do not connect with their operations. This suggests, therefore, that governments should be more concerned about the day-to-day operations of public institutions, in their endeavours to track progress on policy implementation and development management. In so doing, governments are advised not to concern themselves only with monitoring projects and programmes that have been implemented already, but should also begin to focus on how such programmes and projects were designed to succeed.

The next section will outline a macro-plan of the government of the Eastern Cape Province in South Africa, known as the *Provincial Growth and Development Plan* (PGDP). This plan was meant to be implemented by, either, the provincial government departments after its adoption by the Provincial Cabinet in 2004 or provincial government departments were required to ensure that their plans, programmes and projects are aligned to it. However, to comprehend the nature

and extent of alignment, it is useful, firstly, to understand what provincial government departments were expected to align their plans and programmes with. This is discussed in the next section.

CHAPTER 6

EASTERN CAPE PROVINCIAL GROWTH AND DEVELOPMENT PLAN (PGDP): 2004-2014 AND ITS IMPLICATIONS FOR SELECTED PROVINCIAL GOVERNMENT DEPARTMENTS

“The PGDS is based on a long term (10 to 20 years) view of a province’s development trajectory. Drawing on the NSDP and MTSF, and working within a sustainable development paradigm, the primary purpose of the PGDS is to provide a collaborative framework to drive implementation within a Province. It is not a provincial government plan but a development framework for the Province as a whole.” (Department of Provincial and Local Government, Republic of South Africa, 2005:19)

INTRODUCTION

South Africa, being one of the most influential states on the African Continent and the global South, finds itself confronted with the mammoth task of redressing the socio-economic and spatial distortions brought about by the development policies and practices of the *apartheid* system. In the context of the resurgence of the region as well as regional-scale planning in the developed countries of the West, planners and policy-makers worldwide are compelled to examine critically the processes shaping their own spaces, territories and actions (Alden, 2006:33; Healey, 2000:123; Storper, 1995:75). Numerous authors highlight the region as the new economic space that can promote strategic planning and economic

development in the post-modernist era. The region has become the nexus for 'top-down' and 'bottom-up' planning processes, and strategic regional-scale (sub-national) planning is increasingly being seen as key in achieving sustainable growth and development (Deas & Ward, 2000:49; Vigar *et al*, 2000:132; Keating, 1998:17).

The *Provincial Growth and Development Plan (PGDP):2004-2014* was adopted by the the Eastern Cape Provincial Government in August 2004 to provide a ten-year vision for shared growth and development. The PGDP is an overarching framework for socio-economic and development planning. The Plan was drafted with the recognition that *apartheid's* pervasive legacy of inequality, manifesting itself in race, class and geographic terms throughout the Eastern Cape, could not be reduced without significant structural transformation.

In this chapter, the geographic and socio-economic profile of the Eastern Cape is presented. The strategic objectives and key ten year targets of the PGDP are outlined with specific reference to the constraints and opportunities that were experienced in the Province at the time.. The institutional implementation, monitoring and evaluation framework suggested during the inception of the PGDP will be discussed briefly. During the adoption of the PGDP, key flagship programmes were identified for piloting the implementation of this Plan, with intention of drawing lessons from these pilots to inform future planning and implementation. While this study was in progress, the Office of the Premier in the Eastern Cape commissioned the Eastern Cape Socio Economic and Consultative Council (ECSECC) to conduct a rapid effectiveness evaluation of the PGDP, almost four years after its adoption. Key findings arising out of this assessment are also considered in this chapter.

An attempt will be made to locate the PGDP within the intergovernmental system of integrated planning that has evolved since 2001 in South Africa. Its key instruments are: Medium Term Strategic Framework and National Spatial

Development Perspective (at national level); the Provincial Growth and Development Strategies supported by the Provincial Spatial Development Frameworks (at provincial level); and Municipal Integrated Development Plans that include Spatial Development Framework (at local level). There is also an effort to link the PGDP with the new-regionalist thinking that is taking centre-stage on the global development planning agenda for sustainable growth and development. However, when the PGDP was launched in the Eastern Cape, the national guidelines for Provincial Growth and Development Strategies has not been released yet. The Cabinet endorsed them a year later, based on a submission made by the Department of Provincial and Local Government.

The attempts to place the PGDP within a system of intergovernmental integrated planning in South Africa are made with the intention of examining the perceived implications of the PGDP for the strategic planning processes of selected provincial government departments, in particular, from an alignment point of view. This critical appreciation lies at the centre of the purpose of this study, and relates to whether provincial government departments accorded the PGDP any status in their system of planning or whether the PGDP was viewed, merely, as another strategic framework or a provincial plan that must be considered.

1. GEOGRAPHIC AND SOCIO-ECONOMIC PROFILE OF THE EASTERN CAPE

The Eastern Cape Province is located on the south-eastern seaboard of South Africa bordering the Free State and Lesotho to the north, and KwaZulu-Natal to the north-east, the Indian Ocean along its south and south-eastern borders, and the Western and Northern Cape provinces to the west. The province covers an area of 169 580 sq/km, constituting 13.91 per cent of the total land area of the country. In the land area it is the second largest province in the country after the Northern Cape. It is also the second most rural province in the country, after Limpopo, as only 38.1 per cent of its population is urbanised.

The Eastern Cape has one metropolitan municipality, the Nelson Mandela Bay Municipality. The Province has six district municipalities: Cacadu; Amathole; Chris Hani; Joe Gqabi; O.R. Tambo; and Alfred Ndzo. Each district municipality has its own local municipalities. At the time of completing this study, discussions were advanced at the national government sphere to declare the Buffalo City Municipality a second metropolitan municipality in the Province. In total, the Province is spread over forty-five (45) municipalities, in relation to two hundred and eighty-three (283) municipalities, nationally.

Figure 21 below depicts the geographic location of the Eastern Cape Province within South Africa.

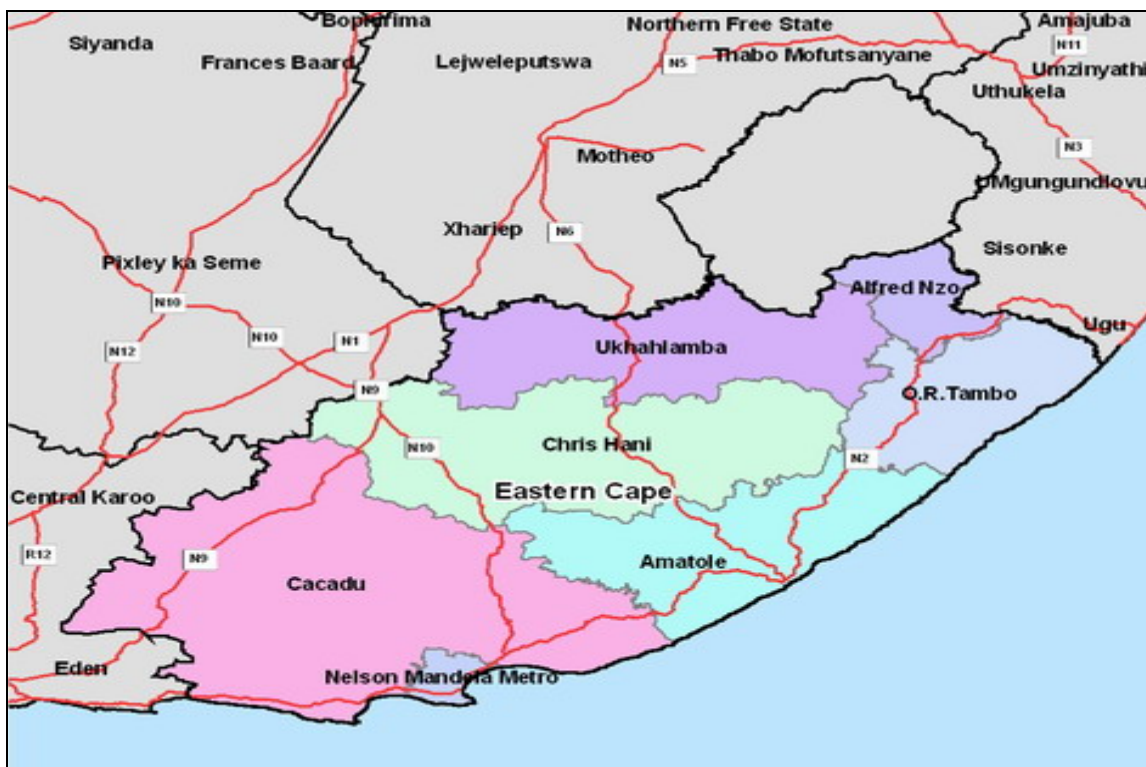
Figure 21: Map of South Africa



(Source: Afrilux, 2009:2)

In accordance with the *2009 Official Year Book* (Gaffney Group, 2009), the architecture of many of the cities and towns reflects the rich heritage of the people of the Province. The capital city is Bisho. Port Elizabeth and East London are key industrialised centres in the Province, and both are served by ports. The Province is served by three airports, based in Port Elizabeth, East London and Mthatha. Other important towns in the Province are Uitenhage, which boasts a motor vehicle plant and other related industries; King Williams Town, rich in early settler and military history; Grahamstown, a city of saints because it boasts more than 40 churches; Graff Reinett, with its interesting collection of historic buildings; Cradock, the hub of the of the Central Karoo; Stutterheim, the forestry centre of the Province; Aliwal North, famous for its hot sulphur springs; and Port St Johns, the largest town on the Wild Coast. Figure 22 below gives an indication of districts in the Eastern Cape Province.

Figure 22: Districts in the Eastern Cape Province



(Source: Afrilux, 2009:3)

1.1 Population statistics

In 2009 the Official Yearbook recorded the population of the Eastern Cape as 6 863 105, which represented 16,07 per cent of the total population of South Africa. The Eastern Cape population is comprised of 1 550 419 households, constituting 12,17 per cent of the total households in South Africa. The principal languages spoken in the Eastern Cape are IsiXhosa (83,4%), Afrikaans (9,3%) and English (3,6%)..

1.2 Provincial economy

While the Eastern Cape is steeped in Xhosa culture and early settler history, and in spite of its spectacular beauty, today it is considered one of the poorest provinces in South Africa. The structure of the Eastern Cape economy is relatively weak. It is dominated by the tertiary sector, and more specifically the public sector. The community service sector contributed 30,6 per cent of the total gross value added in 2007. Within the secondary sector manufacturing is the most important sub-sector. Although its share of the country population was 16,07 per cent, in 2007, the Eastern Cape, contributed only 7,8 per cent to the total Gross Domestic Product of the country. However, the province has recorded increasing economic growth over the past few years: 4,1 per cent in 2004; 5 per cent in 2005 and 5,8 per cent in 2006.

During the period 2001-2007 the sectors in the provincial economy that generated the most growth were construction, finance, trade and transport. The agriculture and electricity sectors experienced negative economic growth. The expanded unemployment rate for the province in 2007 was 53,3 per cent, and the official unemployment rate was 31 per cent. The labour force in the Eastern Cape comprises 3 872 650 people. The number of people living in poverty in the Eastern Cape has increased from 55,5per cent in 1996 to 61,9 per cent in 2007.

The Alfred Ndzo district (84,6%) has the highest percentage of people living in poverty, followed by Joe Gqabi district (79,7%), Chris Hani district (73%) and O.R. Tambo district (72,2%). The only three districts below the provincial average are: Amathole district (59,8%), Cacadu district (41,4%) and the Nelson Mandela Bay Municipality (34,7%).

The Eastern Cape agricultural sector is not only relatively small but its contribution to the provincial GDP has declined steadily since 1998. Agriculture contributed 2.2 per cent to the Province's GGP in 2007, down from 2.7 per cent in 1998. The Province recorded an average real decline in agricultural output of 0.1 per cent per annum from 1995 to 2005 compared to an average output growth of 2.9 per cent per annum for the economy as a whole. The poor output performance of the sector is a reflection of the steady decline in agricultural employment during the period under review. Agriculture employed 75,000 people in 1995 and 57,000 people in 2005, shedding 18,000 jobs (Official Yearbook, 2009:278).

1.3 Living environments

There has been a moderate increase in households living in formal dwellings from 51,5 per cent in 2001 to 54,7 per cent in 2007. As expected the percentage of households living in informal dwellings has dropped slightly from 11,2 per cent in 2001 to 8,0 per cent in 2007. With 36,7 per cent of households living in traditional dwellings, the Eastern Cape rates as the province with the highest number of traditional dwellings.

There has been a significant improvement in access to electricity for lighting purposes from 50,0 per cent in 2001 to 65,5 per cent in 2007. However, the percentage is still below the national average of 80,0 per cent.

In 2001, 41,2 per cent of the households in the Eastern Cape had access to piped water, and this increased to 72,8per cent in 2007. Despite considerable progress, the percentage was still below the national average of 89,3 per cent in 2007.

The percentage of households with access to sanitation has increased from 41,2 per cent in 2001 to 73,3 per cent in 2007, although it was still below the 2007 national average of 89,3 per cent. Although the use of bucket latrines was reduced significantly in 2007, the December 2007 target of eradicating bucket sanitation was not achieved in the Eastern Cape. In addition, with little change in refuse removal between 2001 (40,5%) and 2007 (40%), the province is still below the national average (61,6%) for refuse removal.

The lack of adequate road infrastructure is a pervasive problem throughout the province. Poor access and poor connectivity seriously constrains the provision of basic services, promotion of sustainable livelihoods and the leveraging of productive investment (Official Yearbook, 2009:283).

1.4 Education

The province has a number of higher education facilities, including the Nelson Mandela Bay University, University of Fort Hare, Rhodes University and the Walter Sisulu University. Primary education is almost universal, as only 2,6 per cent of children do not attend school; 87 per cent of adults are functionally literate and 96 per cent of youth are literate.

Challenges in rural education in the Eastern Cape pertain to the implementation and monitoring of no-fee schools, quality and regularity of school feeding, resources that impact on learner teacher ratios and long distances to schools. Infrastructure is poor, and this has a profound impact on the teaching and learning environment. Although education can, and indeed does, take place in

resource poor settings, improved infrastructure such as building and maintenance of schools, toilet facilities and facilities for teachers to prepare for class and assess learners could go a long way in improving the school environment.

High drop-out rates raise questions of retention and poverty in both schooling and higher education. Feeding, poverty, HIV and AIDS, cultural and sociological alienation of learners, suicide rates and teenage pregnancy are important issues of concern. Long distances, poor roads and transport infrastructure pose challenges for learners and teachers. Such challenges are found in peri-urban and urban township schools, but distances and poor roads infrastructure intensifies the challenge in rural areas.

In 2008 there were 56 702 permanent state educators within ordinary schools in the Eastern Cape (Primary, Secondary and Combined schools). With 2 070 569 learners in ordinary schools, the Province has a learner: educator ratio (LER) of 36.5 learners to every 1 permanent, state-paid educator. This ratio was 32:1 in 2007.

The Eastern Cape has eight Further Education and Training (FET) colleges spread throughout the six district municipal areas. The East Cape Midland and Port Elizabeth FET colleges are located in the Nelson Mandela Bay Municipality and the Cacadu District Municipality; the Lovedale, the Buffalo City and the King Hintsa FET Colleges are located in the Amatole District Municipality; the King Sabatha Dalindyebo and Ingwe FET Colleges are located in the O. R Tambo and Alfred Nzo District Municipalities; and Ikhala is located in the Chris Hani District Municipality and servicing both Joe Gqabi and Chris Hani District Municipalities. With vast skills needs and lower barriers to entry, there is great potential for increasing the uptake in FET colleges. The total enrolment in 2009 was 12,841 learners, while by year 2010 the learner enrolment should have reached 83,000 (Official Yearbook, 2009:285).

1.5 Health

The infant mortality rate has decreased from 4,2 per cent in 2003/04 to 3,3 per cent in 2006/07. The total number of health facilities in each district municipality is compared to the total district municipality population to give the average number of persons that are serviced by one health facility in each district municipality. The district municipalities with lowest average number of persons serviced by one facility are Cacadu (3,672 persons per facility) and Chris Hani (4,782). The highest number of persons per facility was recorded in Nelson Mandela Bay Municipality (15,013 persons per facility) and OR Tambo district municipality (11,151). This suggests that the provincial Department of Health needs to increase the number of health facilities in these two district municipalities to improve access to health services.

District hospitals are the second most common health facility in Province; these are concentrated in Chris Hani (15 district hospitals), Amatole (14) and OR Tambo (11) district municipalities. The least number of district hospitals is found in the Nelson Mandela Bay Municipality, with one district hospital and Alfred Nzo district municipality, with four district hospitals. Only two district municipalities, Cacadu and OR Tambo have at least one regional hospital each, while tertiary hospitals are only available in the Amatole district municipality (2), the Nelson Mandela Bay Municipality (3) and the OR Tambo district municipality (3).

Most of the specialised hospitals in the Province are located in the Amatole district municipality, the Cacadu district municipality and the the Nelson Mandela Bay Municipality. These three municipalities account for 14 of the 20 specialised hospitals in the Eastern Cape Province (Official Yearbook, 2009:288).

1.6 Rural development

The Eastern Cape provincial Rural Development and Agrarian Reform Strategic Framework (2010:13), notes that for rural development in the Eastern Cape to take place, it is necessary to reflect on the root causes of rural as well as urban poverty and underdevelopment in the Province. These are fundamentally historical and relational. This history is manifested in geographical, or spatial terms, and in socio-economic terms. Historical reasons can be summed up in the establishment of “native reserves” and the influx control policies of the Union of South Africa between 1910 and 1948 and the separate development policies of the apartheid government between 1948 and 1994 as well as the legacy of “native reserves” and apartheid policies have left enduring and entrenched legacies, including landlessness, the destruction of rural livelihoods and associated poverty, massive infrastructure backlogs, underdevelopment and unsustainable local economies, artificial development of decentralisation points, lack of institutional capacity to plan and implement development, fragmented service delivery and an enduring a system of patronage, especially tribal patronage¹. The premise for rural development is diverse but essentially historical with social, political and ecological effects. In the Eastern Cape this manifests itself in a bifurcated economy, great inequality and a correlation between great needs among the population and the weak capacity of the state.

Since the first democratic elections in 1994, the South African Government has put into place a policy and legislative regime attempting to address these Apartheid legacies. However, there is a growing recognition that vast inequalities remain in the rural areas and that government programmes have not yet had the intended effect.

In fact, the national policy framework has been criticized for concentrating on macro-economic stabilisation at the expense of social spending and poverty

reduction. This has come as a consequence of the introduction of the Growth Employment and Redistribution Strategy (GEAR) in 1996 which became the key focus of government, with critics suggesting that the strategy had replaced the fundamental intentions of the Reconstruction and Development Programme (RDP).

2. THE CONTEXTUAL BACKGROUND OF THE PGDP

The key issues of note when considering policy and strategy at provincial level are that:

- The impact of national policy framework on provincial growth and development relate to the fact that the national shift towards competitiveness and global economic integration, during 1996, has promoted growth in a number of export-focused sub-sectors, particularly the automotive industry. However, projected employment and growth targets under GEAR have not been met, and the level of savings and investment have not been adequate to underwrite real and sustained growth. Poverty remains a significant challenge and is concentrated in the former Bantustan areas.
- The provincial government has a somewhat limited role in developing economic, industrial and social sector policy. The main role of provincial governments is to coordinate and implement national policy. Provinces, do however, have major service delivery roles in education, health and social development, and have oversight over Local Government in many areas of policy. Provinces therefore make major choices regarding the sectoral and spatial distribution of public expenditure. These choices affect economic growth, job creation and poverty eradication (PGDP, 2004).

The Eastern Cape adopted the first Provincial Growth and Development Strategy (PGDS) in 1996, as an overall framework for socio-economic development in the province. The PGDS had the following constraints:

- It was not sufficiently informed about the socio-economic conditions of the Province.
- It was not sufficiently owned by the provincial government departments and social partners.
- After the merger of the former Transkei, Ciskei and portions of the Cape Provincial Administration, the Province lacked the administrative and institutional capacity necessary to drive coherent service delivery.
- During the time of adopting the PGDS, the local government sphere was undergoing significant changes some of which were posing governance challenges.
- The broad goals of the PGDS were not translated into clearly defined programmes that could be translated into departmental plans.
- The lack of clarity at the level of programmes and projects was reflected in very limited attention to linking the PGDS to provincial government budgeting processes.
- Neither institutional mechanisms nor monitoring and evaluation mechanisms were put in place to allow for re-orientation of departmental programmes and tracking progress therefrom during the lifespan of the PGDS.

In the process of developing and adopting the 2004 *Provincial Growth and Development Plan* for the Eastern Cape, several lessons were learned based on the experience with the 1996 Provincial Growth and Development Strategy. The lessons included the following:

- Certain minimum capacities are required within the provincial government and at municipality level to plan effectively and manage the implementation of PGDP programmes.
- Participation and ownership by all government departments, municipalities and social partners in the planning and implementation of the PGDP is needed.
- Clear understanding is needed of the role of the state, other agencies and social partners in promoting growth and development.

- The depth of poverty and the degree of inequality within the Province are the major constraints on development.
- In the context of the Eastern Cape, the social and economic aspects of growth and development cannot be separated.
- The provincial economy is concentrated on a limited number of sectors.
- Planning and budgeting should be closely linked, and the PGDP should provide strong strategic and programme planning framework to lead the allocation of state resources to development priorities.
- The Province has no unlimited resources in support of growth and development, and therefore, the PGDP must develop clear and prioritised programmes within a strong strategic framework to leverage additional resources from national government, donors and the private sector.

From the above, it appears that two distinct phases of macro planning were undertaken in the Eastern Cape provincial government since the advent of democracy in 1994. The first phase took place in 1996 when a broad socio-economic development framework was put in place. However, as noted above, this framework did not enjoy the support and buy-in of key role-players. Hence, in 2004, the Province moved towards its second phase of macro-planning marked by the introduction of the Provincial Growth and Development Plan. The PGDP was aimed at ensuring that the provincial government and its social partners were clear about the development priorities and programmes that would be pursued. The vision, objectives and targets of the PGDP will be analysed in more detail in the next section.

3. PGDP STRATEGIC FRAMEWORK: VISION, CONSTRAINTS, OPPORTUNITIES, OBJECTIVES AND TARGETS

The PGDP is a strategic framework that is expected to guide economic growth and social development in the Eastern Cape for the 2004-2014 planning, budgeting and service delivery implementation period. The PGDP, as the focus

of this study, is biased towards the rapid improvement of the quality of life of poor people in the Province. Its primary goal is the eradication of poverty in the Eastern Cape by 2014. The PGDP is a product of extensive consultation between provincial government, public entities, municipalities, business, organised labour, NGOs, and institutions of higher learning. Each of the components of the PGDP strategic framework will receive attention, namely: the vision; constraints; opportunities; strategic objectives; and targets (PGDP, 2004).

3.1 PGDP Vision

The vision espoused by the PGDP is:

“Eastern Cape, a compelling place to live, work and invest in, for all its people.”

3.2 PGDP Constraints

The PGDP planning process revealed the Province’s constraints in growth and development. The major constraints are:

- **Poverty:** Widespread and deep poverty, with 2/3 of the provincial population living below the poverty line, by 1999. Concentrations of poverty being far higher in the former Transkei and Ciskei areas.
- **Inequality:** The poorest 2/3 of households receive 9 per cent of the total income of the Province versus of South Africa as a whole where the poorest 2/3 of households receive 20 per cent of the total income of the country. The Eastern Cape is said to be more unequal than South Africa as a whole.
- **Unemployment:** Official reports reflect that unemployment rose from 23 per cent in 1995 to 30 per cent in 2001. However, it continued to rise, but fell from 32,7 per cent in 2002 to 29,9 per cent in 2005.

- **Underdeveloped agriculture:** Almost 2/3 of the provincial population lives in rural areas. However, the Province is only 20 per cent food self-sufficient.
- **HIV and Aids pandemic:** The Eastern Cape has been faced with a rapid rise in the prevalence of HIV and Aids since 1995 (PGDP, 2004).

3.3 PGDP Opportunities

While the Eastern Cape was bedevilled by numerous constraints at the time of formalising the PGDP, there were few opportunities of note:

- **Economic growth:** There has been a marked turn around in the economic performance of the Eastern Cape since 2000. Between 2000 and 2001, the Eastern Cape was the fastest growing province in South Africa with a real GDP-R growth rate of 6,2 per cent and 5,3 per cent respectively, compared to South Africa's real GDP growth of 3,5 per cent and 2,8 per cent.
- **Natural resources in the former homelands:** The land, water and forests are resources that can be utilised to eradicate poverty through the promotion of rural enterprises.
- **Industrial diversification:** Agro-processing industries can be developed using the natural resources of the former homelands as raw materials. The Coega and East London IDZs are expected to contribute to the stimulation of the manufacturing sector through increasing foreign direct investment, export promotion, and thereby stimulate local economic development.
- **Tourism development:** The Eastern Cape boasts a natural beauty that places it as a major eco-tourism destination. It possesses coastlines with diverse eco-species and a rich cultural heritage for a vibrant community tourism industry (PGDP, 2004).

3.4 PGDP Strategic Objectives

The PGDP strategic framework is expressed in terms of six strategic objectives: three key objectives (results/outcomes) and three foundational objectives (enablers). These are as follows:

- **Key objectives (results/outcomes):**
 - Systematic poverty eradication through a holistic, integrated and multi-dimensional approach to pro-poor programming.
 - Transformation of the agrarian economy and strengthening of household food security.
 - Consolidation, development and diversification of manufacturing and tourism.
- **Foundational objectives (enablers):**
 - Infrastructure development.
 - Human resource development.
 - Public sector and institutional transformation (PGDP, 2004).

3.5 PGDP Targets

The PGDP contains fourteen (14) targets set for growth and development in the Eastern Cape for the Period 2004-2014, with 2003 as the base year. These targets include achieving the following by 2014:

- To maintain an economic growth rate of between 5 and 8 per cent.
- To halve the unemployment rate.
- To reduce by between 60 and 80 per cent the number of households living below the poverty line.
- To reduce by between 60 and 80 per cent the proportion of people suffering from hunger.
- To establish food self-sufficiency in the Province.

- To ensure universal primary education, with all children proceeding to the first exit point in secondary education.
- To improve by 50 per cent the literacy rate in the Province.
- To eliminate gender disparity in education and employment.
- To reduce by 66 per cent the under-five mortality rate.
- To reduce by 75 per cent the maternal mortality rate.
- To halt and begin to reverse the spread of HIV and Aids.
- To halt and begin to reverse the spread of tuberculosis.
- To provide clean water to all in the Province.
- To eliminate sanitation problems (PGDP, 2004).

4. PGDP FLAGSHIP PROGRAMMES FOR 2004-2007

For each strategic and foundation objective, a set of flagship programmes are identified in the PGDP. These twenty-seven (27) PGDP flagship programmes were to be implemented in the MTEF period 2004-2007, with lessons drawn from them informing the review of the PGDP strategic framework and implementation mechanisms. These flagship programmes had clear programmatic, resource and institutional implications that required consideration by provincial government departments. Summarised under each strategic and foundation objective, below, are programmes that were identified to pilot the implementation of the PGDP:

- **Strategic objective 1: To eliminate poverty systematically through a holistic, integrated and multi-dimensional approach to pro-poor programming**
 - Expanded Public Works Programme
 - Water and sanitation programme
 - Housing programme
 - Comprehensive HIV and Aids, a n TB programme
 - Acceleration of social grants
 - Victim Empowerment programme

- **Strategic objective 2: To stimulate agricultural growth in the former homelands and integrate agrarian economies of these areas into the province and nationally**
 - Massive Food Production programme
 - Siyazondla Homestead Food Production programme
 - Integrated Nutrition programme
 - Agricultural Infrastructure programme

- **Strategic objective 3: To encourage the growth of labour-intensive manufacturing enterprises in district economic hubs**
 - Enterprise Development Fund programme
 - Auto-sector Research and Development programme
 - Agro-processing Support programme
 - Tourism Development programme
 - Forestry Development programme
 - 2010 Cultural Industry programme
 - Information and Communication Technology programme

- **Foundation objective 1: To accelerate the supply of skills that support economic growth and improve service delivery**
 - Provincial Learnership programme
 - FET and Higher Education transformation programme
 - Scarce Skills for Public Sector programme
 - Adult Basic Education programme
 - Early Childhood Development programme
 - Comprehensive HRD Strategy

- **Foundation objective 2: Provision of social and economic infrastructure to eradicate poverty and spatial imbalances**
 - Integrated Five-year Transport Infrastructure programme

- Strategic Rail Infrastructure programme
 - Kei Rail programme (East-Mthatha corridor)
 - Strategic Roads Infrastructure programme
 - Investment Promotion and Bulk Infrastructure Delivery programme (East London IDZ and Coega)
 - Umzimvubu Hydro-Electric Project
 - Gariep Water Transfer Project
- **Foundation objective 3: To strengthen the capability, capacity and systems of provincial and local governments, and transform key provincial departments**
 - Improved service delivery in the Departments of Health, Education, Social Development, Public Works, and Housing Local Government and Traditional Affairs
 - Local Government Capacity Building and Support programme
 - Strengthening the centre of government to drive PGDP implementation.

The PGDP recognises that the majority of the above programmes cut across mandates of provincial government departments, and thus require the active coordination of departmental efforts for their successful implementation. Most of these programmes also require active participation by national departments and municipalities. As such the alignment of the Integrated Development Plans (IDPs) of municipalities with the PGDP is important (PGDP, 2004).

5. PGDP INSTITUTIONAL IMPLEMENTATION FRAMEWORK

The PGDP acknowledges that the implementation of its programmes and targets required clear articulation in Five-Year Strategic and Performance Plans of Departments, Annual Performance Plans, and the unpublished Operational Plans. This articulation would come as a result of committing departmental budgets to PGDP priorities, and the need to ensure that PGDP priorities shape the strategic direction and operational activities of departments. Ongoing interrogation of the strategic and annual performance plans of departments, for alignment with PGDP programmes, became one of the coordination activities required for successful implementation of the PGDP.

Reporting on the implementation of the PGDP would thus form part of the mandatory reporting by departments. This reporting happens in line with the National Treasury Practice Note on In-Year Management, Monitoring and Reporting, published in July 2000. These reports would include:

- Monthly Financial Reports.
- Quarterly Performance Reports.
- Annual Reports.
- End-term Performance Reviews.
- Ten Year Review – 2014.

The Office of the Premier, through the Provincial Coordination and Monitoring Unit (PCMU), Provincial Treasury and the Department of Housing Local Government and Traditional Affairs would constitute the strong centre for province-wide integrated budgeting and planning. The work of departments would further feed into the Government Clusters, Cabinet Committees and the Executive Council (PGDP, 2004).

6. PGDP MONITORING AND EVALUATION FRAMEWORK

Ultimately, the Eastern Cape Monitoring and Evaluation system would contain the following components:

- Indicators.
- Data-gathering tools.
- Reporting formats.
- Database (web-based).
- Geographic Information System (for spatial referencing of departmental programmes and projects).
- Provincial Socio-Economic Profile.
- Departmental ICT supported Management information Systems.
- Capacity-building programme.

The monitoring and evaluation system would be hosted by a fully-capacitated PCMU in the Office of the Premier, working closely with the Provincial Treasury and the Department of Housing Local Government and Traditional Affairs. Eventually, the monitoring and evaluation systems of municipalities would require strengthening so that they link up with the provincial system (PGDP, 2004).

7. KEY FINDINGS OF PGDP ASSESSMENT STUDIES SINCE 2004

Some studies have been commissioned by the Office of the Premier since the adoption of the PGDP in the Province. It is worth noting the key findings of these studies, in order to locate properly the objectives of this study. These key findings are presented below.

7.1 Study assessing capacity to implement PGDP programmes (2004)

This study, which was conducted by Sizanang Development Institute in 2004 sought to assess the capacity and state of readiness of key provincial departments and municipalities in implementing the prioritised twenty-seven programmes of the PGDP and provide recommendations to carry the process of implementation forward. Findings emanating from this study were:

- **Defining the PGDP:** There is a view in some quarters that the PGDP is too broadly defined and that it includes all of the provincial government's activities e.g. Public Sector and Institutional transformation.
- **PGDP targets:** Some of the PGDP targets remain questionable e.g. infant mortality.
- **Human resources constraints:** A major stumbling block to the implementation of the PGDP is the lack of human capacity in terms of quality and quantity.
- **Budgets and budgetary alignment:** The Office of the Premier needs to ensure the alignment of departmental budgets with the priorities and programmes of the PGDP.
- **Developing partnerships for implementation:** Inadequate capacity of the provincial and local government sphere requires that the cooperation of the private sector and non-governmental organisations be marshalled.
- **Intra-provincial coordination (horizontal integration):** Coordination in planning and implementation between and across provincial government departments is vital for the successful implementation of the PGDP.
- **Coordination between provincial and local government (vertical integration):** Planning by the provincial government departments must link the PGDP programmes to IDPs of municipalities. District offices of provincial departments appear to be in competition, rather than cooperation, with municipalities.

- **Monitoring and evaluation:** Monitoring and evaluation is vital for the successful implementation of the PGDP, and requires strengthening across all levels. Appropriate targets and indicators should be developed for all programmes of the PGDP.

7.2 Assessment of the Provincial Growth and Development Plan (2009)

This study, conducted by the Eastern Cape Socio Economic Consultative Council in 2009, sought to assess the progress made in the implementation of the PGDP, review broad social and economic indicators in the Eastern Cape at the end of the first term of PGDP implementation, analyse the efficacy of PGDP programmes, and provide recommendations.

The core observation of this assessment was that, while there has been some improvement in key socio-economic indicators since 2004, the PGDP has not yet had the desired impact on the lives and well-being of the people of the Eastern Cape. While poverty has been reduced marginally, nearly seven out of ten people in the Province still live in poverty. Service delivery indicators such as water and sanitation show some improvement, however, there are still massive backlogs across a wide range of socio-economic measures. Key factors that have contributed to the lack of progress in PGDP targets are:

- **Policy environment:** The absence of an overarching, integrated medium to long-range national development plan or strategy has severely impeded the implementation of the PGDP. The PGDP has been expected to align with a myriad of national policies, and this has affected the efficacy of intergovernmental coordination and undermined centralization.
- **Resources:** The lack of adequate funding and technical resources continues to retard development. The absence of a national development policy has also affected the extent to which fiscal transfers and budgets have followed policy priorities.

- **Implementation:** The weakness of the PGDP lies not in its underlying strategy, but in its implementation. Adequate capacity in the public sector is a key concern.
- **Leadership:** The PGDP is not seen as a central enabling framework to which all initiatives must align. At the level of political leadership, the PGDP has no champion.

The assessment concludes that the strategic thrust of the PGDP is still relevant

8. CONCLUSION

It can be deduced that the Provincial Growth and Development Plan for 2004-2014 can be located within an intergovernmental system of integrated planning in South Africa marked by the Medium Term Strategic Framework and National Strategic Planning at national government sphere, the Provincial Growth and Development Plan at provincial sphere, and the Integrated Development Plans at local government sphere.

This chapter revealed that the Eastern Cape Provincial Government had to contend with challenges in its macro-development planning efforts. These challenges range from the need for proper definition of the planning regime itself. The status of the PGDP within an environment of competing national policy priorities as well as the absence of a single national development vision, and weak integrated development planning within the local government sphere, has remained a challenge. Secondly, the inadequacy of resources and capacity to drive the implementation of the PGDP flagship programmes, and the inability of the coordinating centre to mobilise resources outside government remain matters of concern. Thirdly, it has emerged that the alignment of development priorities and programmes of the PGDP with the budgeting process of government departments has not been effective. This stems from the fact that the PGDP itself acknowledged a need for close monitoring and evaluation of

departmental plans, and those of municipalities, including their ongoing orientation towards articulation, strategically and operationally, with the PGDP priorities and programmes. Once the priorities have been mainstreamed, reporting would happen in line with National Treasury requirements. By implication, the latter suggested a close cooperation between the planning unit in the Office of the Premier and the budget planning unit in the Provincial Treasury, and similarly, the planning units of provincial government departments and their budget control components.

Despite the fact that the design of the PGDP makes it the combination of a strategic framework and an implementation plan, the suggested flagship programmes are regarded as the starting point to assess the alignment of departmental plans to the PGDP.

It still has to be seen whether provincial government departments have made any attempt to embrace the PGDP flagship programmes in their strategic plans and processes, and what lessons can be learnt therefrom. This will be explored, further, in Chapter Eight after an exposition of the research design and methodology of this study has been provided in the next chapter.

CHAPTER 7

RESEARCH DESIGN AND METHODOLOGY

“Research is a process that involves obtaining scientific knowledge by means of various objective methods and procedures. The term, objective, indicates that these methods and procedures do not rely on personal feelings or opinions, and that specific methods are used at each stage of the research process. A research design is the plan according to which we obtain research participants, and collect information from them. In it we describe what we are going to do with the research participants, with a view to reaching conclusions about the research problem. Research methodology considers and explains the logic behind research methods and techniques.”
(Welman, Kruger & Mitchell, 2005:56)

INTRODUCTION

Research is a process through which one attempts to achieve, systematically and with the support of data, the answer to a question, the resolution of a problem, or a greater understanding of a phenomenon. Thus, research is a cyclical process by its nature (Leedy, 1997:9-10).

The purpose of this study is to evaluate the nature and extent of alignment between the strategic and performance plans of selected provincial government departments in the Eastern Cape and the Provincial growth and Development Plan for 2004-2014. This study falls in the broad category of implementation evaluation research, and leans more on assessing the process design. The main intentions of the study are to gain insights on how provincial government departments embraced, in a practical sense and through their planning processes, the development priorities and programmes enunciated in the Provincial Growth and Development Plan. The study seeks to identify and record changes in institutional processes and systems, if any, that were introduced by selected provincial government departments to ensure the

successful implementation of the PGDP. By implication, the study identifies the risks and gaps that pose a threat to the implementation of the PGDP programmes, and provides suggestions on how such risks can be mitigated in the future.

As has already been mentioned in this study a comprehensive audit of alignment between the PGDP and Strategic and Performance Plans of selected provincial government departments in the Eastern Cape is not limited to assessing the extent of harmony or strategic fit between the two planning levels, namely macro and departmental. On the contrary, this assessment sought to furthermore describe and examine the bases of alignment between the two planning frameworks. In this regard, this study does not only suggest strategies for addressing the identified points and sources of misalignment between plans, but proceeds to generate a conceptual framework for managing alignment between higher- and lower-order plans in the public sector, nationally and globally.

In the same vein, the researcher's interest in this study was not limited to whether plans align or not, but it was also focused on whether development priorities adopted by any government, at any point in time, find their way into the strategic plans and programmes of state agencies. Critical, for policy-makers, government planners, policy analysts and investors, is to understand the angle from which one should assess if development priorities of a government are an integral part of implementation processes or whether they merely appear in strategy documents to appease citizens and persuade them that the government cares.

Therefore, while this study utilised the Eastern Cape Provincial Growth and Development Plan as a test case, its findings will be generalised to any other macro-development plan at national or provincial level in the South African public sector. The latter includes the national strategic plan that the South African Government envisaged as this study was completed.

This chapter describes the research methodology followed in the study, including the research design, the data collection and analysis methods applied, and the manner in which the results of the study will be disseminated. Basic assumptions that

underpinned the study process and some of the major study limitations will be discussed at the end of this chapter.

1. RESEARCH METHODOLOGY AND APPROACH

The nature of the data to be collected and the problem studies determines the research methodology to be followed. According to Mouton (2001:161), qualitative evaluation approaches predominantly follow qualitative research methods to describe and evaluate the performance of programmes in their natural settings, focusing on the process of implementation rather than on quantifiable outcomes. This study has followed a methodological approach that comprises, firstly, an analysis or a desktop review of departmental plans and other documents, and, secondly, the collection of primary data through semi-structured interviews and focus group discussions.

Key documents that were subjected to in-depth review were Strategic Plans, Annual Performance Plans, Operational Plans and Policy and Budget Speeches. Of course, in the process of the study other documents considered as pertinent to the study were available by the participants, and these were mainly provincial government sector strategies and strategic planning procedures or manuals.

Focus group interviews, also described as group in-depth interviews, consist of a small number of individuals or interviewees that are drawn together for the purpose of expressing their opinions on a specific set of open questions (Welman, Kruger & Mitchell, 2005:192). According to Welman *et al* (2005:201) group interviews are essentially a qualitative technique for collecting information that may not be collected easily by means of individual interviews. The selection of group in-depth interviews in this study was motivated by a need to elicit more information at a faster pace and lower cost. One other advantage of focus group interviews is that the researcher is able to clarify certain aspects of his or her questions at the same time for all the respondents. The nature of this study whose thesis is based on a technical concept of alignment, which has been defined in many ways in the South African public sector, stood to benefit in group in-depth interviews.

2. SAMPLING DESIGN AND TECHNIQUES

De Vos (2002:131) makes a distinction between the two main categories of sampling: probability and non-probability sampling. Probability sampling, which is mainly applied in quantitative studies, determines that each element in the population has the same known probability of being selected. Non-probability sampling, on the other hand, is not based on the occurrence of an equal chance of selection.

In this study, non-probability purposive sampling has been utilised. According to Welman *et al* (2005:204), in utilising purposive samples, qualitative researchers usually select individuals with whom to conduct unstructured interviews and focus group discussions. Often, preference is given to key informants who, on account of their position or experience, have more information than regular group members and are better able to articulate this information.

Ten out of thirteen provincial government departments in the Eastern Cape participated in this study. In the selection of provincial government departments, consideration was given to ensuring fair representation of departments within the Provincial Government Administrative Clusters that feed their work into similarly structured Cabinet Committees, and then to the Provincial Executive Council. The provincial government sectoral clusters, as at the time of study, were:

- **Economic Growth and Infrastructure Cluster:** Departments of Roads and Transport; Public Works; Agriculture and Rural Development; Economic Development and Environmental Affairs.
- **Social Needs Cluster:** Departments of Education; Health; Social Development; Human Settlements; Safety and Liaison; Sports, Recreation, Arts and Culture.
- **Justice, Crime Prevention and Security Cluster:** Departments of Safety and Liaison; Education; Social Development; Agriculture and Rural Development; Sports, Recreation, Arts and Culture, Education, Economic Development and Environmental Affairs.

- **Governance and Administration Cluster:** Departments of Local Government and Traditional Affairs; Office of the Premier; and Provincial Treasury.

It will be noted that the categorisation of provincial government departments under clusters creates a sense of duplication, where a provincial government department would appear in more than one cluster. This situation also prevails at a national government sphere, and is due to the fact that mandates of other government departments overlap on activities of other departments. More importantly, the cluster system was created to facilitate integration and coordination of government programmes across government departments for effective and efficient policy implementation. This necessitated the participation of some departments in more than one cluster.

However, for the purposes of this study, the selection of provincial government departments in terms of the cluster system attempted to avoid this duplication, and was carried out as follows:

- **Economic Growth and Infrastructure Cluster:** Department of Public Works, Department of Agriculture and Rural Development, and Department of Economic Development and Environmental Affairs.
- **Social Needs Cluster:** Department of Human Settlements, Department of Social Development, and Department of Education.
- **Justice Crime Prevention and Security Cluster:** Department of Safety and Liaison.
- **Governance and Administration Cluster:** Department of Local Government and Traditional Affairs, Office of the Premier, and Provincial Treasury.

The cluster system, that has been established in terms of the intergovernmental relations framework legislation, assists in enhancing policy and programme coordination between and across government departments and their public entities, which would otherwise not be realised if public institutions were merely allowed to focus on their legislative and policy mandates, with little or no concern about what other institutions are doing. This silo mentality accounts for the minimum overall

impact of government policies on the ground, duplication of efforts, and waste of public funds. The cluster-based planning and budgeting system, which the Provincial Growth and Development Plan: 2004-2014 envisages and suggests for implementation, lies at the centre of the alignment concept which underpinned this study.

Further to the selection of ten out of thirteen provincial government departments, falling within each of the four provincial clusters, each department had to be represented by the following analytical sub-units to extract a meaningful sample size:

- Key service branches or programmes of a government department that are involved in some kind of planning, monitoring and evaluation.
- Key components that deal with transversal programmes, including the twenty-seven PGDP flagship programmes.
- Regional offices, districts and service centres.
- Senior and middle management.

In each provincial government department key informants, for in-depth group discussions, were drawn from a combination of senior and middle management. Directors, Chief Directors, Deputy Directors General and Directors-General constitute the senior management service echelon in the South African Public Service (Republic of South Africa, 2003). Middle managers would, then, be Deputy Directors, Assistant Directors, and equivalent ranks, including officials with supervisory and resource management responsibilities. Preference was given to key informants who, on account of their position or experience in the provincial government department, in particular, and the Public Service, in general, would have more information or be able to accurately articulate this information.

Since a non-probability purposive sampling technique was used in this study, it was necessary to predict the key components or business units that would hold institutional memory regarding the problem that is investigated in this study. In this regard, key informants were drawn from the following components within the provincial government departments:

- Strategic Planning;

- Economic Planning.
- Spatial Planning.
- Infrastructure Planning.
- Integrated Development Planning.
- Budget Planning and Control.
- Policy Research
- Fiscal Policy.
- Research and Demography.
- Monitoring and Evaluation.
- Municipal Support.
- Municipal Finance.
- Land Administration.
- Expanded Public Works Programmes.
- Special Programmes.
- Premier's Priority Programmes
- PGDP Flagship Programme Units.
- Regional and district offices.

One focus group was organized for each selected provincial government department. Each focus group comprised of between ten and twenty participants. It must be mentioned that the selection of participants from the identified components in a department was facilitated by the Research with the support of the Strategic Planning Units in provincial departments. The study was viewed as benefitting the selected government departments such that participation in focus group discussion reflected different age groups, race and gender. It was incumbent on the identified components to ensure that they were represented in the sessions.

All the focus group sessions, were preceded by introductory meetings with Heads of Strategic Planning Units in the selected provincial government departments. The introductory meetings were intended to outline and engage in preliminary discussions on the purpose of the study, the methodology followed, the data collection techniques followed, the nature of focus groups envisaged, and also to discuss all issues regarding preparations for the focus group sessions. These

engagements were also recorded as part of the field study. Valuable input was made during the introductory meeting in relation to the study direction and participation during the in-depth group interviews.

At the commencement of this study, only seven provincial government departments were selected for participation. However, at the completion of this study, ten provincial government departments and one public entity had participated. The increase in the number of selected provincial departments arose as a consequence of desktop analysis of plans of provincial departments that pointed to a need for closer examination of Governance and Administration Cluster departments than was anticipated. Strategic performance plans of provincial departments were demonstrated key linkages between their responsibilities on the implementation of the PGDP and those of departments that were initially excluded from the sample. Those linkages, if any, needed to be examined at the level of plans of the excluded provincial government departments. As such, the additional departments were treated in the same way as other provincial departments, which warranted their inclusion in the sample. .

A public entity that has been central to the development and ongoing evaluation of PGDP implementation, namely the Eastern Cape Socio-Economic and Consultative Council (ECSECC), was selected to participate in this study. ECSECC is a public entity that supports, and is accountable to, the Office of the Premier.

Welman *et al* (2005:69) acknowledge the fundamental shortcoming of purposive sampling as different researchers may proceed in different ways to obtain a sample. It was not entirely possible during the planning phases of this study to assess the extent to which the selected sample would be sufficiently representative of the target population. This was aggravated by the application of snowball sampling since it was necessary to include sampling units as the study unfolded. For instance, the need to engage three more provincial departments and ECSECC arose out of issues provincial government departments were raised regarding the very design of the PGDP itself.

3. DATA COLLECTION METHODS

It seems that a research question determines not only the research objectives and units of analysis, but also the data sources and eventually the data collection techniques to be used (Wessels, 1999:403). Qualitative data collection methods were utilised in this study. The use of this approach in this study is supported by Babbie and Mouton (2001:341) who assert that predominantly qualitative methods of data collection and analysis are appropriate for implementation evaluation studies, and a combination of qualitative and quantitative methods is desirable in outcome evaluation studies. Outcome evaluation studies are concerned with whether implemented programmes have achieved the intended results or effects, that is, to measure the relative success of a programme or intervention. Implementation or process evaluation studies, on the other hand, are aimed at generating information about the extent of programme delivery in order to substantiate claims about the usefulness of outcomes of an intervention. An intervention can only be replicated elsewhere if one knows in great detail how it was implemented in the first instance.

In this study, the following data collection techniques were used to gather information on the processes of implementing the PGDP within the eight selected provincial government departments in the Eastern Cape.

3.1 Analysis of other studies

When researchers collect their own data, it is called primary data. Should they use data already collected by other researchers concerning other research problems, this data is referred to as secondary data (Brynard & Hanekom, 1997:28). Previous related studies, conducted locally and internationally, on strategic planning, both in the private and public sectors, were consulted in this study. This therefore constitutes an analysis of secondary data.

3.2 Analysis of other documents

Five chapters in this study were dedicated to an extensive literature review. The literature study covered theories, philosophies and practices of strategic management broadly. There was a specific focus on reviewing public sector strategic planning practices and nine countries were studied in this respect. These were:

- India.
- South Korea.
- United States of America.
- Caribbean Islands.
- Tanzania.
- Botswana.
- New Zealand.
- Malaysia.
- Uganda.

A thorough review of the legislative and policy framework that guides strategic planning in the South African public sector was also conducted. In this respect, a detailed analysis of the Eastern Cape Provincial Growth and Development Plan for 2004-2014 was undertaken since it constitutes the primary focus of this study. Policy speeches, strategic plans and annual performance plans of selected provincial government departments were examined in depth.

3.3 Focus group discussions

Subjects were identified in selected provincial government departments for more detailed qualitative focus group discussions. This was intended to assist the researcher in gaining a deeper understanding of the issues and to assist in the verification and validation of the results of the analysis of provincial government department plans and reports.

Focus group guidelines were developed to consider common themes arising across the selected provincial government departments. The focus group discussions centred on the following key questions:

- The extent to which the provincial government department embraced the PGDP priorities and programmes in its planning, budgeting and implementation processes.
- The subjects' appreciation of institutional reforms undertaken by the government departments after the adoption of the PGDP by the Executive Council.
- The subjects' understanding of risks and gaps that require attention of departments to ensure successful implementation of the PGDP priorities.

Guidance on developing focus group protocols was sought from the writings of Welman *et al* (2005:196) and Babbie & Mouton (2001:102). These authors agree on the structure of a focus group when they suggest that discussions commence with the researcher introducing the purpose of the investigation, participants making opening statements on the topic, the researcher setting ground rules, and asking leading questions as well as making concluding statements.

A standard presentation was made in introducing the study. This had to be so, in view of the fact that the study was centred on a technical concept of alignment in public sector strategic planning. The opening presentation sought to clarify the problem statement, how it manifest itself, what the literature says about it, and what has informed the structuring of guiding questions for the focus group discussions. The presentation laid a basis for in-depth and more critical discussions than would have been the case had questions just been raised with participants without indicating what informed those lines of questioning. Subsequent to the opening presentation, a summary of the PGDP was made for all participants in a power-point presentation format, for ease of reference. This was intended to guide the discussions and ensure that focus was kept on the area being investigated rather than on the broad challenges facing public service delivery within provincial government departments, even though these are intertwined.

There are few other issues that are worth mentioning at this stage regarding the focus group discussions that were undertaken within the ten selected provincial government departments and one public entity. These issues are:

- The initial proposed method of data collection was that of structured personal interviews, however, it proved both cumbersome and inadequate to follow that route when field work was embarked upon. The detailed analysis of plans, policy and budget speeches and reports of government departments that formed part of the sample pointed to the need for a deeper interrogation of matters pertaining to strategic planning, including the concept of alignment itself. A standard presentation of strategic planning philosophies and practices, in South Africa and globally, was made to open up discussions. This presentation provided a framework for further discussions. Critically, the presentation sought to share with subjects the emerging alignment model for public sector strategic planning. Consequently, the focus group discussions sought to test the Strategic Planning Alignment Model that forms part of the key findings of this study.
- Focus group discussions were organised as mini-working group sessions, with the support of strategic planning components of the selected government departments, and in some instances refreshments were organised by relevant government departments.
- A one-on-one engagement took place with the Heads of Planning in the selected government departments prior to undertaking a focus group discussion. This engagement was also used as an opportunity to identify two or three critical officials to be part of the planning of the focus group sessions.
- The organisation of focus group discussions proved a mammoth task and the researcher had no option but to recruit two research assistants (postgraduate students) who assisted in arranging meetings with provincial government departments, recorded and transcribed proceedings, and undertook follow-ups on documents referred to during focus group discussions. For the research assistants to be effective, they had to submit curriculum vitae, were interviewed for the job, given a job description, and paid a specific stipend per month including operational costs for travel and communication. More importantly, the research assistants were taken through an induction programme to ensure that they had a thorough understanding of the purpose of the study including what

would be expected of them during the fieldwork. The induction programme of research assistants included taking them through research methods and applications, using this study as a test case.

- Focus group discussions varied from ten to twenty people in each selected provincial government department. In the Economic Growth and Infrastructure Cluster fifty-three officials participated, and these were comprised of eighteen officials from the Department of Public Works, sixteen officials from the Department of Agriculture and Rural Development and nineteen officials from the Department of Economic Development and Environmental Affairs. For the Social Needs Cluster sixty-one officials participated in focus group discussions. These were constituted of twenty-one officials from the Department of Human Settlements, nineteen officials from the Department of Social Development and twenty-one officials from the Department of Education. For the Governance and Administration Cluster thirty-four officials participated in the focus group discussions. These comprised of eleven officials from the Department of Local Government and Traditional Affairs, twelve officials from the Office of the Premier and eleven officials from the Provincial Treasury. The Justice Crime Prevention and Security Cluster was represented by the Department of Safety and Liaison in which nineteen officials participated in the focus group discussions. Only one public entity in the Province participated in the focus group discussions, and this is the Eastern Cape Socio Economic Consultative Council, in which seven officials participated in the study.

While the focus group discussions were intended to collect data on the subject under investigation, the approach that was followed in their facilitation was educative. After the outline of the purpose of the study and the principles that underpin it, the researcher explained the thesis, including salient issues that had emerged during the literature study. A suggestion was made at the end of focus group discussions that the researcher, as part of contributing to the discipline, consider developing and presenting a module for government planners and monitoring and evaluation practitioners in the government-funded transversal training programme administered by the Fort Hare Institute of Government.

4. DATA ANALYSIS AND INTERPRETATION

Wessels (1999:406) contends that the application of the various methods and techniques of data collection leads to different types of data-sets with different techniques of interpretation. This viewpoint is supported by Bradley (1997:31) when he cautions that attempts to reduce into numbers data on phenomena that have been collected through qualitative techniques is disastrous to the selected study approach. It is against this background that data collected through focus group discussions were organised under specific themes that mirror the suggested Strategic Planning Alignment Model (SPAM) that has emerged from this study. Qualitative data was thereafter transcribed into relevant thematic areas. Each thematic area had a set of guiding questions for the focus groups. As Rubin and Rubin (1995:226-227) put it, data analysis begins while the interviews and focus group discussions are underway. This preliminary analysis guides the researcher in respect of how to redesign one's questions to focus on central themes as one continues with interviewing. After the interviews, one begins a more detailed and fine-grained analysis of what one's conversational partners have revealed. In this formal analysis, one discovers additional themes and concepts that build towards an overall explanation. To begin one's final data analysis, it is, therefore, important to put together all the material from the interviews that speak to one theme or concept.

Data collected in the analysis of the departmental plans and policy speeches were analysed qualitatively. For each selected provincial government department, the data were captured and presented in an Alignment Evaluation Matrix, following the identified themes. Under each Alignment Evaluation Matrix, data collected through focus group discussions were presented and analysed in accordance with the themes followed during discussions. However, themes can be described as 'umbrella' constructs which are usually identified by the researchers before, during, and after the data collection process (Welman, Kruger & Mitchel, 2005:211).

5. DISSEMINATION OF STUDY RESULTS

Results of this study will be disseminated using the following methods;

- Submission of the research report to the Nelson Mandela Metropolitan University, in fulfillment of the requirements for the completion of a *Doctor Philosophiae* in Public Administration qualification.
- Publishing of research results in academic journals, jointly with study promoters.
- Presentation of research results at professional conferences and government summits.
- Professional publication of the thesis with prior approval of the Nelson Mandela Metropolitan University.

6. ETHICAL CONSIDERATIONS

Wessels (2001:238) states that because scientific research is a form of human conduct, it follows that such conduct has to conform to generally accepted norms and values. Mouton (2001:240) further indicates that the scientific community decides on what counts as morally acceptable behaviour in the domain of science. Ethical issues arise from the researcher's interaction with people, animals and the environment. For instance, researchers, in accordance with Mouton (2001:239) have the right to collect data through interviewing people, but not at the expense of the interviewee's right to privacy. Further to this, there are other universally-accepted ethical considerations that place obligations and responsibilities upon researchers, as scientists, in the course of a scientific study. Researchers carry obligations to:

- The practice of science (professional ethics).
- Society.
- The subjects of science.
- The environment (Mouton, 2001:239).

Presented hereunder are some of ethical considerations that the study had to take account of and which were successfully observed in the course of the study:

- Informed consent was requested in each selected provincial government department prior to focus group discussions.
- A high level of anonymity, privacy and confidentiality of data was maintained during the course of the study. No subject was identified by his or her name during data collection. Prior consent was requested to capture the proceedings

of focus group discussions on tape. The tape recorder remained in the custodianship of the researcher after each focus group discussion. Research assistants were trained not to capture data using respondents' names but on the basis of themes.

- All sources consulted directly or indirectly have been acknowledged.
- Research results will be disseminated to the co-funders of the study, in this instance, the National Research Foundation and the Cannon Collin Education Trust for Southern Africa, who contributed financially during the first three years of the study.

7. ASSUMPTIONS AND LIMITATIONS OF THE STUDY

When a study is initiated a research plan is developed with the ultimate goal of responding to the research questions in a scientific way. A research project relies not only on the input of a researcher but is dependent, in the main, on the participation of other people and certain actions taking place at a particular stage of the research process. Primarily, the research process departs from a set of assumptions. The gravity of the assumptions is also affected by the duration of the study. The longer the study period, as is the case in a doctoral study, the more assumptions prevail. , The length of the study exposes it to certain limitations. In a nutshell, while a number of things are anticipated at the commencement of the study, conditions on the ground present new limitations that the researcher must contend with. Research experience also relates to the ability of the researcher to identify measures and interventions that address the limitations that arise and thereby ensure that the researcher moves the study to its conclusion.

Key assumptions and limitations which this study moved from are summarised below.

7.1 Assumptions of the study

- At the commencement of the study, the PGDP was understood to be the strategic framework that was informing planning within provincial government

departments. At the time, it was thought that this would remain the case for the duration of the study, and for an even longer period of time, since the timeframe of the PGDP is from 2004-2014. In the course of the study it emerged that the PGDP was counted amongst the key planning frameworks that guided departmental planning processes. This Plan did not take precedence over national sector priorities of the selected provincial government departments. In fact, PGDP priorities were considered in the same light as national government priorities.

- Despite the fact that labour turnover was high within provincial government departments during the transition period, it was assumed that incumbents to the new posts would proceed with the work their predecessors had been doing with respect to PGDP programmes. This included political heads of departments, especially in situations where the ruling party had not changed, in a particular province. As such, even where officials had changed offices, over time, there would be sufficient institutional memory remaining in so far as PGDP programmes were concerned so as not to impact negatively on strategy implementation. Provincial government departments had gone through a transition of terms of government from 2004 to 2009, and from 2009 to 2014. The momentum and level of enthusiasm with which the process of developing the PGDP at the beginning of the 2004-2009 electoral cycle was managed could not be found at the time direct contact was made with the selected provincial government departments. However, this did not have any impact on the study since the PGDP was still regarded as a planning framework for the Provincial Government, irrespective of the level of commitment to it.
- Since the PGDP, as a strategic framework, had been extensively marketed in the Province, and with all provincial government documents branded with the PGDP vision and goals, it was hoped that the PGDP would have been internalised by senior government officials to the extent that it would take precedence over other planning frameworks. As such, the Provincial Treasury itself, in the execution of its allocative efficiency function, would be utilising the PGDP development priorities to guide decisions for appropriate resource allocation in the Province, working in collaboration with the Office of the Premier. This was confirmed to be the case, but to a lesser extent due to employee turn-

over between 2004 (adoption of the PGDP) and 2009 to 2010 (when direct interaction with provincial government departments was made).

- Based on the fact that a Planning, Coordination and Monitoring Unit (PCMU) was established within the Office of the Premier, subsequent to the adoption of the PGDP by the Executive Council, it was thought that this unit would be a repository for critical information on how the PGDP implementation process has unfolded in the Province, including the mechanisms that have been tested, over time, to facilitate alignment between the PGDP and plans of provincial government departments, including municipalities. The latter was understood to be the primary focus of this Unit, and a basis for future monitoring and evaluation of departmental programmes. The PCMU capacity had also been enhanced with Sector Specialists, people with a thorough and deeper appreciation of their sectors, and who would provide technical advice to government departments, as part of their coordination responsibilities. This was the case, however, to a limited extent. A number of officials who had been recruited to enhance the capacity of the PCMU during its establishment had since left the Office of the Premier to join other provincial and national government departments, and the private sector. Those officials had since been replaced by new officials who could not relate accurately on how the process of the implementation of the PGDP unfolded in the province. This gap, as will be revealed in the next chapter, was filled by officials in line departments who had been with the province since the inception of the PGDP. The need for including the ECSECC in this study arose out of this situation.

After the mitigating strategies indicated above were applied, and when some of the above assumptions were partly, and in certain instances wholly, disputed by reality, special interventions had to be undertaken to ensure that the primary purpose of the study would be realised. Some of these interventions included a need to adjust the research methodology, involving a need to expand the sample size and review the data collection approach. For instance, under the above circumstances, the individual one-on-one interviews were found to be inappropriate, as subjects would not be able to respond to certain questions due to the incoherence in institutional memory within departments; hence the focus group discussions were found to be more desirable.

7.2 Limitations of the study

Despite some of the interventions that were introduced, certain limitations still posed a challenge to this study. A few of the limitations are outlined below:

- Turnover in political leadership and administrative heads in selected provincial government departments had a bearing on the ongoing championing of the PGDP. For instance, the Departments of Education, Human Settlements (formerly, Housing), Local Government and Traditional Affairs, Agriculture and Rural Development, and Social Development were the most affected. However, the effect of the changes was felt most severely by the Department of Education, where, as will be revealed in the next chapter, each top leader arrived with his or her set of priority areas, that the departmental management should focus on, as expressed on what would be called a Turn-Around Plan. Structures, processes and systems were adjusted in the department to realise the new focus areas, which in certain instances, meant a reversal of past executive management decisions.
- While the field study was in progress, one research assistant resigned upon getting employed in the private sector and had to be replaced. The necessary training had provided to the new research assistant, while active engagement with the selected provincial government departments was underway.

8. CONCLUSION

It can be concluded that this study followed scientifically acceptable research methods and techniques. A qualitative study approach was followed since the study was aimed at evaluating how and to what extent a macro-plan of a Provincial Government had been integrated in the lower-level plans of government departments through strategic planning processes. To this end, data were collected qualitatively through review of plans of government departments and in-depth focus group discussions.

The key plans that were collected and analysed were strategic performance plans for 2005-2009, Annual Performance Plans for 2008-2011, Policy and Budget Speeches for 2008-2009, and the Operational Plans for 2008-2009. Focus group discussions were comprised of between ten to twenty participants drawn from key components within departments whose work either involved planning, implementation, monitoring and evaluation of key PGDP flagship programmes. The number of focus group participants varied from government department to government department. The focus group sessions included representatives of regional or district offices in the selected provincial government departments that had such offices.

All focus group sessions were preceded by introductory meetings with Heads of Strategic Planning Units in selected provincial government departments. A snow ball technique was applied in instances where the informants pointed to critical information held by certain individuals or organisations which were not targeted at the commencement of the study. By the completion of the study direct contact had been made with ten provincial government departments, out of the thirteen that existed at the time, and one public entity. This should be understood in relation to the seven provincial government departments that were initially selected to participate in the study.

The data collected qualitatively were analysed qualitatively. A desktop review of plans of departments was undertaken utilising an Alignment Evaluation Matrix that was designed based on the literature study that was conducted, in particular theories that pertain to alignment in strategic planning. With regards to focus group discussions, data was presented in common thematic areas that were informed by the manner in which focus group guidelines were designed. Once again, the literature on alignment in strategic planning informed the structure of focus group guidelines. As such, there was triangulation of data collected and analysed, either through desktop study or focus group discussions. Conclusions were drawn on the basis of emerging patterns within the two data sets for the selected provincial government departments. Further conclusions were drawn through a comparative analysis of common issues emerging across departments

The study process confirmed that research is an involved and iterative process during which one does not necessarily pass through one phase without having to return to it later on, to confirm certain assumptions, and enhance the previous phase with new information that has subsequently emerged.

Research sharpens the decision-making capabilities of the researcher, as a number of decisions are taken in the course of the study. This happens, in particular, when certain assumptions are challenged by realities during the course of the study. The research itself, also, revealed some political sensitivities which required meticulous management so that the findings in this regard were not released at an inappropriate time to the detriment of the study itself.

Another lesson learnt was that when unexpected information emerges, the researcher should strive to remain objective rather than raise an alarm on matters which may not have been considered as being high risk. However, the extent to which the study succeeded in navigating its way through these methodological complexities will be tested in the next chapter where the results of the study are presented and analysed.

CHAPTER 8

PRESENTATION AND ANALYSIS OF RESULTS

“Since the establishment of clusters in 1999 there have been a number of achievements from which lessons can be drawn. However, there are a number of challenges that have been identified which may impede progress if not effectively managed. Moreover, clusters also built and resuscitated integrated and budgeting alignment processes within government in advancing new thinking approaches and creativity. All clusters have been able to develop and monitor Integrated Programmes of Action. However, integrated resource and budgeting for cluster priorities remains the domain of individual departments, thus leaving broader sector priorities exposed to the voluntary participation and commitment of individual Heads of Departments.” (Office of the Premier, 2009:17)

INTRODUCTION

In this chapter the findings of the study will be reported and discussed. The study results are presented for the ten provincial government departments that formed the study sample, which are in turn grouped under the provincial administrative clusters they were allocated under at the time of the study. The latter has been done to promote ease of comprehension of the study results.

In presenting the findings, firstly, the results of an Alignment Evaluation Matrix that was utilised in undertaking a desktop analysis of departmental plans and policy documents is presented and its main trends and patterns analysed. It is important to note that the matrix was derived from the theories of strategic planning and alignment that were analysed in the previous chapters of this study. The design of the matrix served to weave in the conceptual framework on which this study was grounded.

Further to this, the key findings of the focus group discussions are presented in a narrative form and analysed for each of the provincial government departments and public entities that formed the study sample. The findings of the focus group discussions are organised under common thematic areas that were adopted to guide the focus group discussions, including those that might have emerged during the preliminary data analysis, as the fieldwork progressed. Discussions of the research findings are located within the research questions and study objectives as well as the Strategic Planning Alignment Model which emerged from the in-depth literature review that was undertaken as part of this study.

It must, however, be mentioned at this stage that the names of some of the provincial government departments changed at the time the final data analysis was underway. This emanated from a process of the reshuffling of Executive Council members within the Provincial Government which was influenced by the re-organisation of government departments, during November 2009, in line with the deployment strategy of the ruling party in respect of Members of the Provincial Legislature. For the purposes of this study, the names of provincial government departments are kept as they were when the data collection and testing of the Strategic Planning Alignment Model were conducted. The renaming of provincial government departments as part of reconfiguration of the Eastern Cape Provincial Government does not have a bearing on the study results. Instead, the restructuring of the provincial government should be viewed in light of the challenge facing provincial government with regards to policy implementation. The restructuring of provincial government departments was informed by the necessity to ensure efficiency and effectiveness of the Provincial Administration in the implementation of programmes that are outlined in the Eastern Cape Medium Term Strategic Framework.

The results of the study are presented below in terms of the administrative clusters according to which provincial government departments are organised in the Eastern Cape. Findings for selected provincial departments falling under the Economic Growth and Infrastructure Cluster are presented, followed by the Social Needs Cluster, the Governance and Administration Cluster, and finally the Justice, Crime Prevention and Security Cluster. The chapter concludes with a discussion of the

outcomes of the interaction with the Eastern Cape Socio-Economic and Consultative Council.

In all cases, the evaluation process entailed both a desktop review of performance plans of each participating department, as well as a subsequent engagement of departmental managers and officials through in-depth focus group discussions. Matters that were found to be unclear in the analysis of departmental plans were verified during focus group discussions to ensure a better comprehension of issues.

The focus group discussions were preceded by a meeting between the researcher and the Strategic Planning and Monitoring and Evaluation component of a particular department wherein the purpose of the study was introduced, and the format of the focus group discussion was considered. Preliminary discussions on the subject matter ensued during the introductory meeting, including an exchange of notes that would enhance the focus group discussion session. A standard presentation that the researcher prepared was circulated to the focus group participants a week before the focus group discussion to brief them on key issues pertinent to the study.

1. ECONOMIC GROWTH AND INFRASTRUCTURE CLUSTER

Presented hereunder are key findings of the qualitative evaluation of the plans and processes in the provincial government departments constituting part of the Economic Growth and Infrastructure Cluster, which are:

- The Department of Public Works.
- The Department of Agriculture and Rural Development.
- The Department of Economic Development and Environmental Affairs.

1.1. Department of Public Works

1.1.1. Alignment Evaluation Matrix Results

Table 9 below illustrates the nature and extent of alignment between the strategic and performance plans of the Department of Public Works (DPW) and the Provincial Growth and Development Plan 2004-2014. These findings emanate from the

desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from the literature study.

Table 9: PGDP Alignment Evaluation Matrix for DPW

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Public Works
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal 4: Contributing to poverty and unemployment		Implement EPWP programmes Implement SMME support programmes	EPWP targets
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Implement Infrastructure Delivery Improvement Programme	Implement Infrastructure Delivery Improvement Programme	Implement Infrastructure Delivery Improvement Programme	Implement Infrastructure Delivery Improvement Programme
	Human resource development	Expanded Public Works Programme -	Implement EPWP programmes	Implement EPWP in all buildings	Implement EPWP programme	Implement EPWP in all buildings

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Infrastructure		infrastructure projectsImplement strategies and programmes to support SMME development and empowerment		infrastructure projects
Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-	
	Housing Programme	-	-	-	-	
	Comprehensive HIV/AIDS and TB Programme	-	-	-	-	
	Victim Empowerment Programme	-	-	-	-	
	Improved Service Delivery in Health, Education, Social Development and Public Works	Strategic Goal 2: Improving service delivery	Implement Infrastructure Delivery Improvement ProgrammeAchieve high service delivery levels by meeting government accommodation needs	Improving service delivery	Manage immovable provincial assets Implement IDIP	
	Local Government Capacity Building Programme	-	-	-	-	
	Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-	
	Strategic Infrastructure Programme	-	-	-	-	
	Automotive Industry Development	-	-	-	-	

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Programme				
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	Implement the Artisan Development Programme	Implement the Artisan Development Programme	Implement the Artisan Development Programme	Implement the Artisan Development Programme
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	EPWP programme	EPWP programme	EPWP programme	EPWP programme

Technical analysis:

Context Linkages	Strong articulation of the PGDP, as a guideline to departmental planning. Two strategic goals are framed around the PGDP outcomes
Process Linkages	EPWP programmes are the main driver of collaboration with other sector departments. A bottom up approach to planning is promoted.
General Observations	National sector priorities are not adequately articulated in departmental plans. Linkages with local government IDP processes are not coming up prominently. Plans of the Department are generally inward-looking without reference to the strategic priority projects of the Province that are driven by other sector departments.

While the preceding matrix depicts, technically, key linkages between various plans of this department and the PGDP: 2004-2014, these outcomes should be read in conjunction with the results of in-depth qualitative interviews that were undertaken within the DPW which are outlined below.

1.1.2. Findings of focus group discussion

A focus group discussion was convened in the DPW to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP: 2004-2014. The focus group discussion took the form of a mini-workshop in which the senior and middle managers at head office and three out of six regional offices participated. The head office components were represented by twelve managers and officials while the three regions were each represented by two managers. The focus group discussion was preceded by a meeting between the researcher and the Strategic Planning and Research component of the DPW to outline the purpose of the study and to consider the format of the focus group discussion. Preliminary discussions on the subject-matter commenced during the introductory meeting, and involved the exchange of notes that would enhance the focus group discussion. A standard presentation that the researcher prepared was circulated to the focus group participants a week before the discussion. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussion commenced with the participants confirming which PGDP programmes each is responsible for or contributing to. These were said to be the Expanded Public Works Programme (EPWP), Infrastructure Delivery Improvement Programme, and Rural Development and Agrarian Transformation. With regards to the EPWP, the discussion revealed that this was a national programme aimed at facilitating the creation of job opportunities with every province having a national target set in each year. The EPWP was said to be managed by a component that is led by a Director. A provincial steering committee was reported as being in place, and that it served as a platform in which other sector departments and municipalities participated. The work of the EPWP fed into the Technical Support Group and then to the Premier's Coordinating Forum. EPWP is a programme that promotes labour-intensive methods and skills development in infrastructure development such as housing, roads, buildings, dams; and social services such as Early Childhood Development (ECD) and Home Based Care.

Regarding the Infrastructure Delivery Improvement Programme (IDIP) the discussions revealed that the DPW served as an implementing agent for the Department of Health on the Hospital Revitalisation Programme and the provision of clinics; the Department of Education with regards to the School Building Programme; and the Department of Sports, Recreation, Arts and Culture in respect of Community Halls. It also surfaced during discussions that the DPW supported the sector departments in their infrastructure programmes without being part of their decision-making on prioritisation; and in many instances, its client departments would change priorities without its knowledge, affecting its internal resource allocation processes. It transpired that attempts made over the years, with the support of Provincial Treasury, to put in place a Provincial Infrastructure Plan, have been in vain. The main reasons for this situation were said to be, firstly, the poor planning within line departments that manifested itself in the late submission of projects forming part of the Provincial Infrastructure Plan that is required to support the Provincial Budget before it is approved by the Provincial Cabinet. Secondly, the Provincial Municipal Infrastructure Task Team, that was said to be led by the Department of Local Government and Traditional Affairs was view as ineffective. It was always hoped that

this task team would assist with better coordination of infrastructure planning within the province. However, this was not the case.

The discussions also revealed that the DPW managed office accommodation on behalf of all provincial government departments. This, it was said, was done through a managed lease portfolio with the intention to construct office complexes where the Province did not have its own buildings. It was indicated that the DPW was using the Property Management function to turn around ownership patterns within the property industry as a job creation and black economic empowerment strategy, thereby contributing to the PGDP goal of poverty eradication. As part of the property industry transformation, it emerged that the DPW had launched a Small Towns Revitalisation Programme aimed at stimulating small economies and creating jobs leveraging on property management.

- **Fiscal alignment**

During the discussions it emerged that the EPWP did not have a separate budget, but that, within existing project budgets, a certain portion is set aside for labour-intensive methods of service delivery. These budgets were said to be allocated to various provincial government departments and municipalities. In this respect, the DPW was providing support and guidance to departments through its sector specialists, managing statistics on jobs being created per sector, and providing support on skills and mentorship programmes.

It transpired during the discussions that the Infrastructure Delivery Budget was not centralised within the DPW and that sector departments like Education, Health, and Sports, Recreation, Arts and Culture were responsible and accountable for their budgets.

It also came up that the Department lacked funds for the construction of new offices in the Bhisho-King Williams Town Corridor and at regional level. As a consequence of this, the DPW continued to lease office space and this was proving uneconomical for the provincial government.

The pilot programme for Small Towns Revitalisation, targeting nine small towns in the Province, was said to be in its infancy, and yet was already confronted with budget constraints. As a result, only the Alice Pilot Project had taken off the ground.

- **Capability alignment**

The lack of resources for capacity building was highlighted as a key constraint to service delivery. It was revealed that the DPW was implementing its programmes through skills that are drawn from the construction industry within the Province. Due to inadequate capacity in the construction industry, it transpired that the DPW has a unit dedicated to facilitating the development and support of emerging contractors. It was indicated that the DPW had a database of emerging contractors that are categorised in terms of the services they provide and the level of skills they possess. It was revealed during discussions that the DPW had partnered with the Department of Human Settlements and the Eastern Cape Development Corporation to strengthen the emerging contractor support programme, since these organisations had similar programmes. Further to this, it transpired during discussions that the DPW had commenced an Artisan Development Programme aimed at creating a critical mass of skills for infrastructure development in the Province. This programme, dubbed Accelerated Professional and Trade Competency Development (APTCoD) programme was implemented in collaboration with FET Colleges.

One area of capacity where the participants indicated that the DPW has not made significant inroads was in respect of the construction materials supply, which was regarded as a huge component in construction. Material in construction was said to be sourced from outside the Province and this was depriving the Province of further job creation benefits that could be realised where local production of materials is promoted.

A common view that emerged during this discussion was that these capacity building interventions were a step in the right direction, yet they had not resulted in any recognisable impact on the ground. To do so, these initiatives needed to be supported through appropriate resource allocation.

- **Spatial alignment**

The Small Towns Revitalisation Programme was said to be an initiative where the DPW is spatially targeting its property management transformation responsibility and this would be expanded to other areas. One other element of the programme was said to be the contribution that the DPW was attempting to make in rural development as some of the prioritised towns were within rural municipalities.

An area which the DPW confirmed that it had not mastered was the facilitation of the development of an Integrated Provincial Infrastructure Plan that should be linked to the Medium Term Expenditure Framework and be spatially referenced.

- **Risks, constraints and proposed remedies**

It transpired during the discussions that State land was part of the property portfolio being managed provincially by the DPW. The Premier had delegated to the Member of Executive Council for Public Works custodianship over State land. It was revealed that 57 per cent of the provincial land is State-owned. However, the release of State land, especially in the former Transkei and Ciskei areas, for development programmes was said to be a major constraint to service delivery in the Province. A Land Use Management Committee that was said to be in place was also reported as weak.

Another risk identified related to the fact that the work of the DPW was not supported by research. This was viewed as a risk because the DPW was responsible for leading the transformation of the property and construction industries in the Province. As a remedy, the DPW needs to establish a Policy and Research Unit as part of its Strategic Management Unit capacitated with officials who possess the required research skills, have a deeper appreciation of the mandate of the department, and are familiar with trends in the property and construction industries.

- **General comments**

A point was made that the DPW had internal alignment challenges in that various components continued to work in silos. This was said to be affecting both the achievement of departmental targets and the ability of the DPW to coordinate

effectively the transversal programmes that are entrusted to it. In addition, the discussion noted that the DPW cannot succeed in its endeavours without external support and that there was a need for a structure above provincial departments that would facilitate integration across sectors. It was suggested that this structure carried a certain measure of authority that would enable it to extract cooperation from provincial government departments, and integrate this with buy-in from the private sector and civil society organisations. The point was made that the unemployment target in the PGDP cannot be realised through government contribution alone.

It must be mentioned that the DPW is striving to align its work with the PGDP priorities, but the major constraint is capacity to coordinate its programmes. As a result, the ability of the DPW to provide strategic leadership in the Province in respect of interventions in the property and construction industries is limited. As a result, the opportunity to make a major contribution to poverty reduction programmes in the Province is not maximised and this could be compounded by the inward-looking posture of the department's strategy. It would be beneficial to the Department in embarking on a programme that is aimed at promoting horizontal integration with sector departments and provincial public entities. In doing this, the Department would be required to set up bilateral meetings with key provincial government departments to understand better their future plans, and begin to influence them towards its own objectives, in particular for joint initiatives in the property and construction industries' transformation.

1.2. Department of Agriculture and Rural Development

1.2.1. Alignment Evaluation Matrix Results

Table 10 below reflects the nature and extent of alignment between the plans of the Department of Agriculture and Rural Development (DARD) with the PGDP: 2004-2014.

Table 10: PGDP Alignment Evaluation Matrix for DARD

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Agriculture and Rural Development
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Implement the Green Revolution Strategy to defeat and overcome under-development, poverty and unemployment in the rural and peri-urban areas	Massive Food Production programme	Implement the Green Revolution Strategy through the Six-peg Policy.	Massive Food production Programme. Fencing. Dipping tanks. Tractors. Livestock dams. Irrigation Schemes revitalisation.
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme
	Infrastructure development	Integrated Agricultural Infrastructure Programme	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams. Irrigation	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams.	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams.	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams.

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			Schemes revitalisation. Skills Development	Irrigation Schemes revitalisation. Skills Development	Irrigation Schemes revitalisation. Skills Development	Irrigation Schemes revitalisation. Skills Development
	Human resource development	Expanded Public Works Programme - Infrastructure	Implement the Comprehensive Agricultural Support Programme within EPWP principles.	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-
		Local Government Capacity Building Programme	-	-	-	-
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Programme				
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	Emerging Farmers Support Programme	Emerging Farmers Support Programme	Emerging Farmers Support Programme	Emerging Farmers Support Programme
		Agro-Processing Support Programme	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	Farmers' training conducted.	Farmers' training conducted.	Farmers' training conducted.	Farmers' training conducted.
		FET Transformation Programme	Agricultural Tertiary Institutions Support Programme	Agricultural Tertiary Institutions Support Programme	Agricultural Tertiary Institutions Support Programme	Agricultural Tertiary Institutions Support Programme
		Adult Basic Education and Training Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	The Green Revolution and Six Peg Policy is directly linked to PGDP goals. Massive Food, Siyakhula, Siyazondla and Integrated Infrastructure Programmes are PGDP Flagship programmes that are in all plans of the department. Agricultural Sector Programme of Action and targets inform departmental priorities.
Process Linkages	Provincial plans are disaggregated into District Plans based on district needs. Collaboration and partnerships with other sector departments and public entities is promoted. Departmental strategies are leaning on mobilisation and consensus building within the agricultural sector. Agricultural sector capacity building programmes lie at the center of departmental work.
General Observations	High content alignment with provincial macro-plans and priority programmes. National sector priorities and processes inform the content of departmental plans.

The key linkages between the various plans of DARD and the PGDP: 2004-2014, as demonstrated by the above matrix, should be read together with the results of in-depth qualitative interviews that were undertaken with key officials within the department.

1.2.2. Findings of focus group discussion

Senior and middle managers at head office and two out of six regional offices participated. in the focus group discussion. Head office components were represented by ten managers and officials while the two regional offices that participated were represented by three officials each. The key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

Discussions with the focus group participants confirmed that the PGDP has implications for the Department with regards to its various programmes and targets. It was noted that the PGDP objective of agrarian transformation was the core mandate of DARD in the Province. The key PGDP programmes that the Department was expected to lead are the Massive Food Production programme, Siyazondla Homestead Food Production programme, Integrated Nutrition programme, and the Agricultural Infrastructure programme.

A point made during the focus group discussion was that the PGDP implementation commenced with provincial government departments without their knowledge of exactly what was expected of them, how they were to align their plans with the PGDP, and what the reporting requirements would be. It was revealed that some broad indicators were developed by the PCMU within the Office of the Premier, but these indicators were not factored into the Strategic and Annual Performance Plans of provincial departments so that they could be accurately reported on. The discussions noted that, from the early days of the PGDP, there did not seem to be a clear understanding on the part of the Office of the Premier of the relationship between national sector indicators and the PGDP and how these could be harmonised during departmental planning processes. This posed a planning challenge to DARD since it participates in national sector planning forums where sector priorities and indicators are determined for the country, and these subsequently get factored into plans at provincial level.

The discussion further noted that the misalignment in planning cycles between the national and provincial government sphere, on the one hand, and the local government sphere, on the other hand, posed a challenge to a department whose programmes are implemented at municipal level. This was said to have been compounded by a lack of integrated planning within the Province, manifesting itself in the absence of an integrated planning framework agreed upon by the three spheres in an effort to synchronise the provincial and local government planning systems. A point was made that the differing planning cycles would not have been a problem in a situation where priorities and attendant performance indicators were concluded between the provincial and local government sphere, at least by the end

of February every year, with these being factored into the plans of provincial government departments that are tabled before the Provincial Legislature in March of each year, and the IDPs of municipalities that are adopted by the end of May every year. The focus group participants confirmed that, under these circumstances, the DARD had to find ways of managing the alignment of departmental plans with the PGDP and the IDPs of the municipalities in the Province.

The discussions revealed that the DARD had made an attempt to prioritise the PGDP flagship programmes in respect of resource allocation, although this was done subject to the availability of funding. It is worth noting that the position of a Head of the Food Security programme was only filled in 2008, almost four years after the PGDP was adopted. This was due to lack of financial resources.

The absence of guidance from the centre in respect of mechanisms to harmonise sector priorities resulted in provincial departments implementing programmes that have relevance to other role players, yet without acknowledging their role and contribution. A typical example cited in this instance was the Department of Social Development that proceeded with food-related projects without involving the Department of Agriculture.

- **Fiscal alignment**

The targets that were set in the PGDP were not linked to the MTEF indicative allocations of provincial departments. It was later found that the PGDP targets were set under the assumptions that the resources would be mobilised at national government sphere, and within the private sector and civil society organisations, a task which was not implemented by the PGDP coordinating centre. It was noted that 50 per cent of national budget goes to national departments and 50 per cent is allocated to provinces. By implication, a greater proportion of the national fiscus goes to national departments, and the Province could have benefitted from mobilising the national government around the joint implementation of the PGDP.

An urgent need was raised for the evaluation of the PGDP flagship programmes to determine whether the areas where the biggest amount of money was spent were indeed where the Province was registering the greatest impact on poverty

eradication and the stimulation of the provincial economy. The typical example were the Massive Food Production programme which was under-performing because it required 700mm of rainfall and certain levels of soil fertility to commence, but continued to secure funding, the Siyazondla Homestead Food Programme that was targeting households per poverty levels but was not securing high support in resource allocation, and the Food Security Programme where a greater portion of its allocation seemed to be going to intermediaries, rather than to the targeted beneficiaries.

It was revealed that while the DARD had attempted to conduct evaluation studies, the coordinating centre within the Office of the Premier had not prioritised the evaluation of PGDP programmes and continued to focus on monitoring and reporting.

- **Capability alignment**

The focus group discussion revealed that the capacity to implement programmes was limited owing to the under-resourcing of the PGDP. This was said to be the case particularly with the Massive Food Production programme that requires specialised farm skills, irrigation support to mitigate droughts, agricultural infrastructure, and farming tools. It was said that there was virtue in the DARD rechanneling its capacity to the Siyazondla Homestead Food Production programme which was aimed at strengthening household food supply and increasing nutrition levels, while supporting surplus crop production, where possible.

- **Spatial alignment**

It surfaced during the focus group discussion that the DARD had progressed to district-level planning whereby provincial service delivery targets, per programme, were disaggregated to district and local municipality targets, and these were linked to budget allocations to determine the spatial patterns of resource allocation. The district and local plans were juxtaposed against the demographic data of an area as a basis for measuring the impact of departmental programmes.

- **Risks, constraints and proposed remedies**

One notable risk in the implementation of the PGDP programmes by the DARD was said to be the continuing allocation of resources to programmes that seem not to have any impact on the ground. To mitigate this, programme evaluation studies were said to have been conducted with the aim of informing decision-making processes in the department. The evaluation studies were said to be conducted by the Monitoring and Evaluation Unit. However, collaboration with institutions of higher learning was being promoted so that programme evaluation could be done by external organisations. This could mitigate limitations, such as bias, which are related to evaluation studies, especially in instances where the evaluation is conducted by the same organisation that implemented the programme.

- **General comments**

The capacity to deliver at local level continued to have a greater influence on the spatial choices that provincial departments were making and hence where the resources in the Province were concentrated. This trend was said to be notable in both the Social Needs and the Economic Growth and Infrastructure Cluster departments, and was not viewed as a risk only to service delivery, but also a threat to economic growth and social development in the Province. In fact, this public expenditure trend was viewed as perpetuating the historically inherited development disparities in the Province.

It is fair to commend the DARD for the coherence of its strategy, aimed at leading in agrarian transformation and land reform in the Province. A measure of clarity on what the Department seeks to do and how it intends to do it, within the context of weak integration and coordination across sectors, was evident within this department. Furthermore, it was surprising to learn that the Department had sound ideas on how the Province should have better managed, from the centre, the roll-out of PGDP flagship programmes to achieve integration and alignment. Strong institutional memory in respect of departmental and provincial planning processes was apparent among the focus group participants.

All PGDP programmes that relate to the DARD are traceable in departmental strategic and performance plans. The persistent constraint of limited resources influences the extent to which the Department has progressed in implementing the PGDP programmes. Spatial referencing of departmental plans through a District Planning Model should be considered as a good practice that other provincial departments could replicate. With additional financial resources and a better capacitated agricultural sector, the Department is well-placed to achieve its strategic goals.

1.3. Department of Economic Development and Environmental Affairs

1.3.1. Alignment Evaluation Matrix Results

Table 11 below indicates the nature and extent of alignment between the plans of the Department of Economic Development and Environmental Affairs (DEDEA) with the PGDP: 2004-2014.

Table 11: PGDP Alignment Evaluation Matrix for DEDEA

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Economic Development and Environmental Affairs
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	One Goal of the Department: Promote sustainable and shared economic growth.	Facilitate 5 – 8% economic growth per annum. Ensure 50% unemployment reduction by 2014.	Alignment of departmental priorities and policy direction with plans of public entities.	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Support initiatives that create economic infrastructure.	Support initiatives that create economic infrastructure.	Support initiatives that create economic infrastructure.	-
	Human resource development	Expanded Public Works Programme - Infrastructure	-	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development & Public Works	-	-	-	-
		Local Government Capacity Building Programme	Local Economic Development Support to municipalities.	Local Economic Development Support to municipalities.	Local Economic Development Support to municipalities.	Local Economic Development Support to municipalities.
		Strengthening the Centre of	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Government to drive PGDP implementation				
		Strategic Infrastructure Programme	Support strategic infrastructure programmes that contribute to realisation of economic growth targets.		Support strategic infrastructure programmes that contribute to realisation of economic growth targets.	
		Automotive Industry Development Programme	Implement through the East London IDZ.	Implement through the East London IDZ.	Implement through the East London IDZ.	Implement through the East London IDZ.
		Industrial Support Programme	Implement the Provincial Industrial Development Strategy.	Roll-out PIDS with support of public entities.	Implement PIDS.	Strategic interventions of public entities on the PIIDS focus areas.
		Enterprise Development Finance Programme	Provincial Cooperatives Strategy developed. Support to SMMEs through the Eastern Cape Development Corporation.	ECDC plans aligned with departmental plans.	Provincial Cooperatives Strategy developed. Support to SMMEs through the Eastern Cape Development Corporation.	Strategic interventions of ECDC.
		Agro-Processing Support Programme	Bio-fuels capacity for the Eastern Cape is established.	Collaborate with ASGISA Eastern Cape and Department of Agriculture.	Bio-fuels capacity for the Eastern Cape is established.	Collaborate with ASGISA Eastern Cape and Department of Agriculture.
		Tourism Programme	Summit Resolutions are implemented. Stimulation of the tourism sector.	Ensure alignment of plans of the Department with those of the Eastern Cape Tourism Board. Monitor Eastern Cape Tourism	Summit Resolutions are implemented. Stimulation of the tourism sector.	Ensure alignment of plans of the Department with those of the Eastern Cape Tourism Board. Monitor

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
				Board.		Eastern Cape Tourism Board.
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	Highly articulated strategic alignment with the PGDP. National APEX priorities of accelerating economic growth, supporting development of economic infrastructure, and improving effectiveness of Second Economy interventions inform departmental strategy.
Process Linkages	Promotion of alignment of plans of the Department with its implementing agents, i.e. public entities, municipalities. Economic development, at provincial and district levels, is being initiated parallel to Inter Governmental structures. Economic Growth and Infrastructure Cluster monitors departmental work and facilitates integration with sector departments.

General Observations	<p>Mechanisms that facilitate alignment between plans are inadequate. Percentage performance indicators without means of verification are not useful.</p> <p>Collaboration and cooperation with other provincial departments is weak, and the Department is inward-looking in its service delivery management approach. This is posing a threat to the roll-out of the Provincial Industrial Development Strategy.</p> <p>The Department does not have a research unit and the Economic Planning Unit has been recently established. It will take time before the Department can provide strategic leadership to the Province on making decisive interventions in the provincial economy.</p> <p>Almost 63% of the departmental budget is transferred to public entities who act as implementing agents for the department.</p>
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The results of in-depth focus group discussions that were undertaken within this department are presented below with the aim of further elaborating on the linkages between the plans of this department and the PGDP: 2004-2014.

1.3.2. Findings of focus group discussion

Senior and middle managers at head office and three regional offices out of six participated in the focus group discussion. Thirteen managers and officials represented the head office components while each regional office that attended was represented by two managers. Key findings of this discussion are presented below following specific thematic areas.

- **Institutional alignment**

The focus group discussion confirmed that the PGDP goal on manufacturing diversification and tourism development had programme implications for the DEDEA. It was furthermore confirmed that key programmes that the Department was expected to lead included the Agro-processing Support, Tourism Development, Auto-sector Research and Development, Enterprise Development, Investment Promotion, and Forestry and Timber Processing programmes. It was confirmed that these programmes were traceable within specific components of the department.

However, the point was made regarding the design of the PGDP in that it was a well-meaning plan in terms of strategy, yet un-implementable. Focus group participants were of the opinion that PGDP targets were not adequately researched and realistically set. It was also pointed out that the PGDP is not a good strategy

since it expresses all activities that would be expected in a Province such as the Eastern Cape without linking its constituent programmes to the indicative MTEF fiscus. A typical example given was that of the Umzimvubu Hydro-Electric Project that, in 2004, needed a total budget of R30 billion, while the total provincial budget was R25bn. As a result, the project was stalled from the outset.

The discussions also referred to the future relevance of the PGDP. Material conditions on the ground were said to have changed since the PGDP was adopted, including the shifting of national and local policy priorities and the effect of the global economic crisis on public spending. However, it was said that the PGDP was never reviewed and provincial departments were still being expected to align their plans to it.

It was revealed in the discussions that the Department was expected to lead the implementation of a Provincial Industrial Development Strategy (PIDS). However, the key shortcomings of PIDS included the fact that:

- The strategy was developed by the Office of the Premier supported by ECSECC, with limited participation of the department.
- The strategy prioritised sectors without the supporting data of the predicted performance of those sectors.
- The implementation of PIDS was designed within the framework of the Cluster system which had since become dysfunctional. Regarding the ineffectiveness of the Cluster system, the Department highlighted incident of the non-attendance of Cluster meetings by Heads of Departments, leading to a lack of quorum and a postponement of such meetings. In addition, the Cluster Programme of Action was viewed as not useful since it was said to be a collection of activities submitted by provincial government departments, which in many instances did not relate to the same localities. Another crucial observation that the Department made about the Cluster Programme of Action was that, in certain instances, some of the activities submitted by the provincial government departments were neither traceable in the departmental Annual Performance Plans, linked to the MTEF budget allocation, nor the Operational Plans, linked to the annual budget allocation. While this was viewed as a planning gap, the Department could not

envisage a mechanism emanating from the coordinating and leading department, the Office of the Premier, to address the problem.

Public entities that are accountable to the Department were said to be responsible for the implementation of the PIDS. In the assessment of the Department, a lot of work was taking place within the public entities. Some of that work was not covered in departmental reports. However, the challenge was the under-resourcing of the PIDS, and the fact that, in the view of the Department, the PIDS had prioritised certain sectors in the economy which were viewed as having been in a lull for quite some time, but there were no clear measures in the PIDS to stimulate these sectors. Typical examples cited were the plastics, textile and metal sectors.

- **Fiscal alignment**

The discussions revealed that almost 65 per cent of the service delivery budget of the Department was transferred to public entities that are responsible for the implementation of the departmental programmes. These public entities include the Eastern Cape Tourism Board, the Eastern Cape Liquor Board, the Coega Development Agency, the East London IDZ, the Eastern Cape Development Corporation, the Eastern Cape Parks Board, the Eastern Cape Gambling and Betting Board, and the National Business Initiative.

The Agro Processing Support programme budget was said to have been transferred to the Department of Agriculture since the PGDP was adopted. It was also revealed that the DEDEA was allocating funding to municipalities for Local Economic Development projects that have been approved in their Integrated Development Plans.

- **Capability alignment**

The Department restated the point that its service delivery model relied on public entities and municipalities to deliver on its mandate. The capacity constraints that affected municipalities had a major impact on the realisation of the goals and objectives of the department. Of course, the Department was said to be lacking in

core skills for strategy development, economic planning, and research and support to enterprise development owing to an inadequate equitable share allocation.

- **Spatial alignment**

The discussion revealed that the departmental projects were incorporated in delivery plans of public entities and municipalities. An attempt was being made to ensure that plans of these organisations are spatially referenced so that the Department is enabled to determine trends in spatial choices, and whether the interventions being made support economic growth and development in the Province.

- **Risks, constraints and proposed remedies**

The Province maintained a dual planning and reporting system, characterised by mandatory Strategic Plans, Annual Performance Plans, and Budget and Policy Speeches for departments, on the one hand, and Cluster Programmes of Action (POAs) on the other hand. The two systems were misaligned since certain activities and outputs in the Cluster POA were not traceable in departmental plans and budgets. It also emerged that the Cluster POA was neither monitored nor aligned to the Performance Management and Development System that the provincial government follows. The Cluster POA had not been internalised within provincial government departments, and that it remained a plan that was known to only those who were responsible for its submission to the Cluster Secretariat based in the Office of the Premier.

- **General comments**

A strong point made was that the planning system in the Province was fundamentally flawed and that the solution was a centralised planning mechanism to which provincial government departments could turn for guidance and direction. This mechanism should be capacitated with a pool of researchers, policy analysts and sector specialists who could interpret hard data, infer results, and advise sector departments on appropriate courses of action. The central planning unit could also assist in filtering new national and local priorities and facilitating cooperation and collaboration across sectors, optimising on the Inter Governmental Relations framework that the country had introduced.

There was a high-level of strategic thinking in the Department of Economic Development and Environmental Affairs. However, this critical thinking seemed not to have found its way into the central coordination of planning within the Province. The Department held strong opinions on how budgeting and planning in the Province were managed and, why the PGDP had not achieved its intended outcomes in its various flagship programmes. The Department should be commended for the strong articulation of alignment and coordination in its plans, and its ability to attach alignment responsibilities accurately to various components and public entities. However, the need to reach out urgently to key departments such as the Provincial Treasury, the Department of Local Government and Traditional Affairs, and the Office of the Premier was of high priority. In terms of the PGDP, this Department was expected to lead the province in realising a target of between 5 and 8 per cent economic growth by 2014. In so doing, the Department, would facilitate the implementation of the PIDS and other programmes such as the Local Economic Development and Enterprise Development. The DEDEA should collaborate with the Office of the Premier to ensure the successful implementation of PIDS, not only through its public entities, but also through entities and organisations that are accountable to other provincial government departments. The Department of Local Government and Traditional Affairs was enjoined by law to provide oversight and support function in local government. For the DEDEA to succeed in its work with municipalities it had always been important that it capitalised on the powers vested in the Department of Local Government and Traditional Affairs.

It should be noted that almost 63 per cent of the departmental budget was transferred to various public entities for implementation of initiatives aimed at realising PGDP objectives. A portion of the remaining budget was transferred to municipalities for local economic development initiatives. In this regard, the key tasks of the Department were to ensure that its plans and those of its implementing agents are aligned and that it conducts ongoing monitoring and evaluation of programmes that are implemented using transferred funding. These two tasks were understated in departmental plans and processes. No clear mechanisms for alignment facilitation and monitoring and evaluation of programmes implemented outside the Department could be found during the study.

2. SOCIAL NEEDS CLUSTER

Presented hereunder are the key findings of the qualitative evaluation of the plans and processes in selected provincial government departments that form part of the Social Needs Cluster. These are:

- The Department of Human Settlements.
- The Department of Social Development.
- The Department of Education.

2.1. Department of Human Settlements

2.1.1. Alignment Evaluation Matrix Results

Table 12 below demonstrates the nature and extent of alignment between the plans of the Department of Human Settlements (DHS) with the PGDP: 2004-2014.

Table 12: PGDP Alignment Evaluation Matrix for DHS

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Human Settlements
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal: Creation of integrated and sustainable communities. PGDP: Housing is a key strategy for poverty eradication.	18 183 houses to be built. 22 945 sites to be serviced. R1,251bn conditional grant to be spent.	The Eastern Cape PGDP recognises housing as one of the key strategies for poverty eradication.	18 183 houses to be built. 22 945 sites to be serviced. R1,251bn conditional grant to be spent.

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	Implement a rural housing programme. Utilisation of Alternative Building Technologies and Indigenous Knowledge Systems.	Implement a rural housing programme. Utilisation of Alternative Building Technologies and Indigenous Knowledge Systems.	Implement a rural housing programme. Utilisation of Alternative Building Technologies and Indigenous Knowledge Systems.	4 projects implemented through non-conventional methods. Establishment of an Indigenous Knowledge Systems database.
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	18 183 houses built	18 183 houses built	18 183 houses built	18 183 houses built
	Human resource development	Expanded Public Works Programme - Infrastructure	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	Improve housing delivery Spend 100% of the allocated Conditional Grant	Improve housing delivery Spend 100% of the allocated Conditional Grant	Improve housing delivery Spend 100% of the allocated Conditional Grant	Improve housing delivery Spend 100% of the allocated Conditional Grant

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Comprehensive HIV/AIDS and TB Programme	Review the HIV and AIDS in Housing Provincial Policy Implement the policy	Review the HIV and AIDS in Housing Provincial Policy Implement the policy	Review the HIV and AIDS in Housing Provincial Policy Implement the policy	Review the HIV and AIDS in Housing Provincial Policy Implement the policy
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-
		Local Government Capacity Building Programme	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	Implement the Emerging Contractor Support Programme	Implement the Emerging Contractor Support Programme	Implement the Emerging Contractor Support Programme	Implement the Emerging Contractor Support Programme
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	Implement the National Construction Skills Scholarship Programme	Implement the National Construction Skills Scholarship Programme	Implement the National Construction Skills Scholarship Programme	Implement the National Construction Skills Scholarship Programme
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Programme				
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	<p>Departmental strategies and plans are aligned to the PGDP.</p> <p>National housing policy framework and priorities informs provincial targets.</p> <p>The Department is under pressure to eradicate the provincial housing backlog of 750 804 houses required.</p>
Process Linkages	<p>Department delivers its programmes with support of municipalities, who inform its plans through their Integrated Development Plan Housing Chapters.</p> <p>The Department participates in the Social Needs Cluster to facilitate horizontal integration with departments.</p> <p>Strategic partnerships with the private sector, national housing institutions and NGOs promoted around specific housing subsidy instruments.</p>
General Observations	<p>While the department, in terms of its renewed mandate, is expected to create integrated and sustainable communities, focus continues to be on number houses to be delivered, and there is little collaboration with other departments.</p> <p>While the Department has moved to establish District or Regional Offices, planning and implementation is managed at a provincial level.</p> <p>There is a direct correlation between the capacity and stability of municipalities and the achievement of departmental service delivery targets, as housing construction management remains a shared responsibility between the Department and municipalities.</p> <p>The lack of technical skills in the construction sector has a bearing on the service delivery plans of the department, in terms of scale, pace and quality of delivery.</p>

The outcomes of the above matrix should be analysed in conjunction with the results of the in-depth focus group discussion with selected officials in DHS.

2.1.2. Findings of focus group discussion

Senior and middle managers at head office and five out of six regional offices participated in the focus group discussion. Head office branches were represented by sixteen managers and officials, while the five regional offices were each represented by one manager. The findings of this interaction are presented below.

- **Institutional alignment**

The discussions commenced with the Department appreciating that housing is one of the strategies that the PGDP recognised as central to the poverty eradication efforts of the provincial government. It was further revealed that, subsequent to the adoption of the PGDP, the Provincial Government approved in 2005 that the former Department of Housing, Local Government and Traditional Affairs be split into two departments. The delineation process commenced during the 2007/08 financial year and was completed during 2008/09. The focus group participants confirmed that the former Department of Housing has since been renamed the Department of Human Settlements. The renaming was a national decision that was endorsed and pronounced by the Presidency. It was aimed at re-emphasising the role of this department in leading a government policy agenda for the creation of integrated and sustainable human settlements, as was envisaged in the *White Paper on Housing, 1994* and the *Breaking New Ground: A Comprehensive Plan for the Creation of Integrated and Sustainable Human Settlements* that was adopted by the National Cabinet in September 2004.

It was revealed, during the focus group discussions, that the Department was no longer responsible for the provision of houses, but that in the course of responding to the housing needs of communities, it was expected to coordinate other sector departments and ensure that other social and economic amenities required for a sustainable community are planned for and implemented.

The discussions further revealed that the organogram of the new department was 47 per cent vacant with technical professionals, supply chain management, social facilitation of housing projects, and development and spatial planning being the most affected.

Housing programmes at the provincial government sphere were said to be managed within the ambits of national policies, in particular the *National Housing Code*. There was little room for the development of provincial housing policies and, where this has happened, it has been in areas where national policies were being customised to provincial conditions such as in rural housing, emergency housing assistance, and HIV and AIDS in housing. Even in the latter instances, the provincial policies could

not deviate from the minimum national housing norms and standards, especially that the housing subsidy quantum was fixed and determined nationally.

A number of housing programmes were said require strong collaboration and cooperation with other sector departments, public entities and municipalities. It was revealed that a number of structures were in place to facilitate coordination and these included the Technical MUNIMEC and the MUNIMEC that was managed jointly with the Department of Local Government and Traditional Affairs. The Technical MUNIMEC and the MUNIMEC were inter-governmental structures whose purpose was to promote cooperation and collaboration, as well as facilitate integration and alignment of service delivery programmes between the provincial government and the local government spheres. The Technical MUNIMEC was an administrative structure that was co-chaired by the Superintendent-General for the Department of Local Government and Traditional Affairs and the Head of Department for Human Settlements. All municipal managers and Heads of Departments of other provincial government departments and Regional Managers of national government departments, South African Local Government Association in the Eastern Cape, representatives of trade unions that are active in local government, the Office of the Auditor-General, and public entities attended the Technical MUNIMEC meetings. The work of Technical MUNIMEC fed into, and informed the agenda of the MUNIMEC. The MUNIMEC was a political structure that was co-chaired by the Members of the Executive Council (MEC) for the Departments of Local Government and Traditional Affairs and Human Settlements. Other structures for coordination of the work of this Department with other sectors were said to include, the Provincial Municipal Infrastructure Task Team (PMITT) that was led by the Department of Local Government and Traditional Affairs, and Technical Teams of the six provincial Breaking New Ground (BNG) Pilot projects where other sector departments were invited to participate and provide services.

Housing programmes were said to be managed through a Housing Subsidy System (HSS), a national system that captures approved projects, beneficiary information, project contracts, and disbursements made. A new system known as the Housing Needs Register was being initiated in all provinces, to be linked to the HSS. The Housing Needs Register was said to be meant for capturing needs of communities

per municipality, indicating the socio-economic status of a potential beneficiary, his or her gender, age, race, nature of disability, and type of housing needed or preferred. This was said to be necessary to curb the manipulation of housing waiting lists within municipalities which was causing community unrests and exposing the Department to litigation.

- **Fiscal alignment**

The Province was confronted with a housing backlog of 750 854 houses. To clear this backlog, an internal budget and planning analysis indicated that a conditional grant allocation of almost R57 billion would be required. The average annual allocation of the housing grant to the Province was said to be R1, 3 billion. However, while the inadequacy of the Conditional Grant could be seen as a challenge, a bigger challenge that has been facing the Province over the years had been the ability to spend the allocated annual conditional grant through the provision of quality houses and services. The department's average annual delivery output was 16 000 houses. It furthermore transpired that while capacity to execute the conditional grant was a constraining factor in effective housing delivery, another impediment was access to well-located and suitable land for informal settlement upgrading projects, long-drawn and cumbersome processes in the release of State land for rural housing, and the unavailability of bulk infrastructure within municipalities to support urban housing developments. Insufficient Municipal Infrastructure Grant (MIG) allocation in municipalities was negatively impacting on housing development planning.

- **Capability alignment**

The capacity to deliver housing was raised as one of the key constraints facing the Province. This was said to be in three areas. Firstly, it was constrained in capacity related to the inadequate equitable share allocation to the newly established department, which was the third highest department in terms of conditional grant allocation in the Province, but the second lowest in terms of equitable share allocation. Secondly, it was constrained in capacity related to municipalities that were appointed to manage housing construction. Thirdly, there was a lack of competent service providers within the construction sector in the Province to take up housing projects and deliver them at a required pace, scale and quality. Various

interventions were said to have been undertaken such an Emerging Contractor Development and Support programme was being pursued in collaboration with the Department of Public Works and the Eastern Cape Development Corporation. Seventeen emerging contractors were said to have been taken through a Short Learning Programme on Housing Construction Management that was piloted with the School of the Built Environment at the Nelson Mandela Metropolitan University. Furthermore, a hands-on-support programme for municipalities was said to have commenced since the 2006/07 financial year in which thirty six municipalities were supported in developing Housing Chapters of their IDPs. It was also revealed that non-governmental organisations were mobilised to support the implementation of the national *People's Housing Process* policy that promotes the construction of houses by the beneficiaries themselves with support from government.

- **Spatial alignment**

In terms of the *Housing Act*, 1997 the Department maintains a provincial *Multi-Year Housing Development Plan* (MYHDP) that is reviewed annually. This plan was said to be an expression of departmental strategies to eliminate the housing backlog and respond to new housing needs, and also to ensure integrated and sustainable communities in the Province. It transpired in the discussions that this plan was informed by the housing needs of municipalities. These needs are packaged in a MYHDP which, in turn, is translated into housing projects. These projects were said to be prioritised each year for implementation based on their technical state of readiness.

It was, however, indicated that the challenge with the MYHDP is that it was not spatially referenced. This was said to be as a consequence of the absence of a Provincial Spatial Development Framework, and also that at municipality level the Integrated Development Plans were not supported by Local Spatial Development Frameworks. Housing delivery in the Province was driven by community needs that are determined within municipalities. There was no scientific basis for the approval of housing projects, and the sustainability of the communities being created could not be confirmed. Of course, it was indicated that the Department of Local Government and Traditional Affairs had commenced the processes of putting into place a Provincial Spatial Development Framework (PSDF) that would guide infrastructure

planning in the Province. Another initiative that was mentioned was the exercise of spatial mapping of infrastructure projects that was underway within the Social Needs Cluster, supported by the Geographic Information Systems Unit within the Office of the Premier.

- **Risks, constraints and proposed remedies**

The capacity to execute the housing conditional grant was a persistent risk to housing delivery in the Province. Linked to this, was the risk of administrative and political instability in municipalities, as housing delivery had always been negatively affected in municipalities that were experiencing governance challenges. This would manifest itself in housing planning processes being disturbed by politicians who want to impose projects for implementation without these having gone through the necessary legitimisation and pre-planning processes. In addition, the manipulation of the beneficiary administration processes which resulted in people occupying houses illegally was also proving to be problematic.

Another constraint to housing delivery was the procurement processes within the provincial and municipal government spheres. For the provincial DHS, the challenge was the delay in supply chain management processes, while at municipal level it manifested in municipalities flouting their procurement regulations thereby exposing themselves to litigation, hence projects were being stalled while the project procurement process was awaiting court rulings.

- **General comments**

A need for more evaluation studies to be undertaken in the Province was mooted. It was said that there was no certainty in the Province in respect of the service delivery baseline data that should inform future planning and the measurement of the impact of development programmes. Secondly, the inter-governmental structures in the Province were viewed as central to facilitating integration across sectors and that these structures should focus on ensuring that sector departments and public entities present their plans and budgets for a particular municipality and that their performance be measured against these commitments. Service delivery

commitments and concessions should be sealed in Delivery Agreements that would be signed by various role-players and communicated widely.

While the housing programme had been implemented in the Province since 1994, and even before, the DHS was a fairly new creation in its current form. Politically unappealing as it was, the Department would require a period of three to five years to establish itself as a viable entity, before better service delivery results could be realised. It therefore stands to reason that the departmental capacity was still low, particularly in key functions that are required to coordinate housing delivery in the Province. While this was the case, the housing challenge in the Province remained huge and the need to respond to it could not be postponed. The DHS plans reflected serious endeavours to rise to this challenge. However, the major constraints was capacity within the DHS, municipalities as planners of housing delivery and developers in certain instances, and the construction sector for the provision of skills in the form of business enterprises and local labour.

There was some measure of alignment found between the plans of the Department and the PGDP. However, housing development planning continued to be weak and was not expected to respond to community needs without being informed by the broad economic and development outcomes that the Province was seeking to achieve. Housing projects were not spatially referenced and the extent to which housing programmes in the Province had succeeded in reversing the previous spatial settlement patterns could not be confirmed. One contributory factor to poor macro-planning for integrated and sustainable housing delivery in the Province was the absence of Local Spatial Development Frameworks in municipalities, and the Provincial Spatial Development Framework in the Department of Local Government and Traditional Affairs. Another contributory factor was the fact that, for quite some time, housing delivery had leaned on the capacity of municipalities, resulting in those with strong pre-planning and project management capacity being allocated more subsidies. The latter continued to inform the spatial choices on housing provision in the Province.

Attempts by the Department to manage housing programmes at provincial level have proved unsuccessful and unsustainable. A more decentralised model, characterised

by efforts to strengthen departmental districts as service delivery centres, and speeding up the accreditation of municipalities in partnership with other sector departments and development agencies, could be viewed as the way to go. The model wherein both the Department at a provincial level and municipalities were responsible for managing housing programmes and projects continued to exert a strain on the limited capacity for housing delivery. At the provincial level, the Department was playing a dual role of being an implementing agent for housing delivery while also managing housing development planning in the province, and monitoring and evaluating the programmes that were implemented. A decentralised model would create clarity within management on where capacity building interventions should be focused, and this would be in municipalities. It must be mentioned, also, that a move to build capacity for housing programme management was promoted by the National Housing Policy, and would, thus, be supported by the Department of Local Government and Traditional Affairs and other development agencies that are engaged in capacity building programmes within municipalities. It must be mentioned, though, that the suggested decentralised model for housing delivery management should not be construed to be suggesting a once-off transfer of housing functions with resources to municipalities. Decentralisation should be a well-planned process wherein the process will be managed, through a clear plan, in phases and informed by the level of capacity that has been built within a municipality. An approach where, firstly, a municipality would be appointed as an implementing agent for a defined number of projects, enlisted in a provincial Multi Year Housing Development Plan, is suggested. Based on the good performance of a municipality on the allocated projects, it would be assigned more projects, based on its level of capacity. This would proceed until a point where there are no more housing projects of that municipality that are managed at a provincial level. Where possible, the transfer of provincial government officials to municipalities that are entrusted with housing programmes and projects would form part of the capacity building interventions within municipalities to eliminate a competition over scarce skills which presented a limitation on the service delivery model that was followed at the time of the study..

2.2. Department of Social Development

2.2.1. Alignment Evaluation Matrix Results

Table 13 below displays the nature and extent of alignment between the plans of the DSocDev with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from literature study.

Table 13: PGDP Alignment Evaluation Matrix DSocDev

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Social Development
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal: Communities in the Eastern Cape are empowered to participate in their own socio-economic development, thereby improving their social well-being	Integrated Food Security programmes in development nodes and poverty pockets	-	Number of programme
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme		Integrated Women Cooperative Programme	-	-
	Consolidation, development and diversification of the	Comprehensive Nutrition Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	manufacturing base and tourism potential					
	Infrastructure development	Integrated Agricultural Infrastructure Programme	-	-	-	-
	Human resource development	Expanded Public Works Programme - Infrastructure			1598 Community Care Workers will be attached to HCBCs	
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	Strategic Goal: Vulnerable individuals, families, groups and communities in the Eastern Cape are empowered for improved social functioning and quality of life		Community Based Cluster Homes for orphaned children will provide foster care and income generation skills	
		Comprehensive HIV/AIDS and TB Programme		Home Community Based Care programmes Employee awareness, support and counseling Community Based MPCCs	Home Community Based Care programmes will be increased from 67 to 114 in the Province	
		Victim Empowerment Programme			R14m set aside to improve victim empowerment services in three municipalities	
		Improved Service Delivery in Health, Education, Social		Implementation of District Development:	Project facilitation support	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Development and Public Works	Access to social services, community participation, Decentralisation Plan, Infrastructure Plan	District development Establishment and ensuring functional Statutory Boards that oversee NGOs in six District Municipalities and the Nelson Mandela Bay Municipality Development of strategic partnerships Performance management enhancement		
		Local Government Capacity Building Programme	Strategic Goal: Integrated, well-coordinated and comprehensive social services are provided through effective and sustainable strategic partnerships	Project facilitation support District development Establishment and ensuring functional Statutory Boards that oversee NGOs in six District Municipalities and the Nelson Mandela Bay Municipality	-	-
		Strengthening the Centre of Government to drive PGDP	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Development Programme				
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	Institutional Capacity Building and Support	Emerging Non Profit Organisations (NPOs) supported Youth enterprises supported Youth Volunteer Groups established in development nodal pints and poverty pockets	-	Number of NPOs supported
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	R13m allocated for 467 Student Social Worker Bursaries	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Training Programme				
		Early Childhood Development Programme	-	-	R23,6m set aside for 100 ECD centres targeting the 11 poorest municipalities	Number of ECD centres assisted, spatially referenced
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	Masupa Tsela Youth Pioneer programme implemented	-

Technical analysis:

Context Linkages	<p>The Millenium Development Goals, the National Ten Point Plan and the PGDP remain key planning platforms of the department.</p> <p>The key five-year priorities that are pursued are the transformation of welfare services, poverty reduction, HIV and AIDS, Victim Empowerment, and institutional capacity building and transformation.</p> <p>Focus of departmental work is on the identified provincial development nodes and the 11 poorest municipalities.</p>
Process Linkages	<p>Strengthening districts for the management of social services.</p> <p>Promotion of strategic partnerships across all levels.</p> <p>Strong reliance on civil society organisations for the success of departmental programmes.</p>
General Observations	<p>Horizontal collaboration with sector departments is not coherent.</p> <p>Decisive interventions in the Eastern part of the Province, through institution building for programme implementation, does not come up prominently in departmental plans. This holds serious implications for the need to re-orient the departmental budget towards areas with the highest concentration of needs.</p> <p>The mobilisation of external development assistance and social responsibility programmes in the private sector is understated in departmental processes.</p>

The above findings should be read in conjunction with the results of in-depth qualitative discussions that were undertaken with officials from this department.

2.2.2. Findings of focus group discussion

Senior and middle managers at head office and four out of six regional offices participated in the conversation. The head office components were represented, in total, by eleven managers and officials while the four regional offices were represented by two managers each. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussions focused on the PGDP programmes that had an implication on the departmental policies, structures, systems and processes, including how these were adjusted to facilitate the implementation of these programmes. Focus group participants confirmed that the Department had a responsibility for certain PGDP programmes such as the Victim Empowerment Programme (VEP), facilitating access to social grants by qualifying people, Integrated Nutrition Programme, and Early Childhood Development. It was revealed that the Department had assigned responsibility to specific components to manage these programmes. However, the relevant components were unable to implement the assigned programmes immediately after the PGDP was adopted, since the implementation was dependent on the availability of funds. These programmes were said to be dependent upon cooperation and collaboration with other provincial departments and civil society organisations. For instance, the VEP had recently been integrated into the Provincial Crime Prevention Programme of Action which is led by the Department of Safety and Liaison. In addition, attempts were made to collaborate with the Departments of Agriculture and Rural Development and Education on the Integrated Nutrition Programme. The Department of Education was reported to be responsible for the School Nutrition Programme while the Department Agriculture and Rural Development was managing the Food Security Programme. These programmes were national programmes that were guided by sector policies across the country. There were no province-specific policies in this regard. Bilateral engagements with relevant sector departments were utilised for coordination. It was indicated that an Inter-Sectoral Committee on Poverty Reduction led by the Department was in place. The Department was participating in the Food Security Task Team that was led by the Department of Agriculture and Rural Development. All this work fed into the

Social Needs Cluster, the Economic Growth Cluster, and to the Provincial Cabinet via relevant Cabinet Committees.

- **Fiscal alignment**

With regard to fiscal alignment, it was revealed that a number of the PGDP programmes led by the Department continued to be constrained by a lack of resources. It was also noted that, since the PGDP was adopted, the responsibility for social grants had been transferred to a national agency called South African Social Security Agency (SASSA). The transfer of responsibilities to national government was said to have addressed some of the delivery challenges that faced this programme. However, the Province was still expected to play a role in ensuring access to grants, which is often made difficult by the lack of identity documents, long distances and travel costs, communication challenges and problems with the postal services in informal settlements, particularly in facilitating applications for the renewal of grants. Access challenges were said to be enormous in the rural areas, as represented by Alfred Ndzo and O.R. Tambo district municipalities, and unfortunately where the majority of the poor people in the Province live. It also transpired that, in the Eastern Cape, social grants formed the most significant component of government's anti-poverty strategy, but the notion of moving the population from reliance on social grants to self-sufficiency remained a mammoth task.

- **Capability alignment**

Inadequate funding to build coordination capacity was cited as a challenge. This was said to be constraining departmental efforts to mobilise non-governmental organisations and the private sector in respect of the implementation of its social security programmes.

- **Spatial alignment**

The point was made that the service delivery model of the Department was 90 per cent inclined towards the utilisation of the services of the Community-Based Organisations (CBOs), Not-for-Profit Organisations (NPOs), and Non-Governmental Organisations (NGOs). However, a challenge was said to be the fact that the active and more capacitated civil society organisations were concentrated in the Western

part of the Province while the majority of the poor people are concentrated in the Eastern part. As such, the Department was unable to make spatial choices in respect of resource allocation since service delivery was driven by available capacity on the ground, that is capable of absorbing the national conditional grants. This was said to be happening despite a number of studies conducted in the Province which point to pockets of high concentration of poverty and where the services of the Department are mostly needed.

- **Risks, constraints and proposed remedies**

Flawed planning processes in which government programmes were managed through provincial plans that were not informed by community needs remained a challenge in the Province. Resources, limited as they are, continued to be allocated in areas where the need was not that urgent and, hence, the impact of service delivery was not felt. It was revealed that there is a risk of provincial departments continuing to be involved in the implementation of programmes and projects, a role that was understood to be that of the local government sphere. This service delivery model was viewed as a major constraint to service delivery as it continued to create competition between the provincial and local government spheres for the required skills and resources. Under these circumstances, the Province was found to be failing in its primary responsibility of policy monitoring and evaluation, macro-planning and strategy development. As such, a vacuum in this regard continued to exist. A radical restructuring and re-configuration of the provincial administration was viewed as an unavoidable step towards improving service delivery within the Province. Cosmetic and incremental changes in institutional arrangements within provincial departments were viewed as not assisting in ensuring the attainment of predetermined development outcomes. A typical example was the situation in the past where a delegation from the Province visited Chile, to explore the country's strategies for poverty reduction. Upon return from Chile a Unit for Poverty Reduction was created within the DSocDev. The unit initiated pilot poverty reduction projects for the Province. Subsequent to the establishment of the Poverty reduction Unit a provincial Poverty Reduction Strategy was discussed, and it was realised that poverty reduction is an overarching provincial priority that all provincial government departments should focus on as part of the implementation of their mandates. There cannot be a single unit within one provincial government department whose mandate

is poverty reduction. Based on these conclusions, the Poverty Reduction Unit was disbanded, and its work referred to the Cluster system to coordinate.

- **General comments**

A need for the establishment of a body above provincial government departments that would be responsible for analysing mandates and policies of provincial departments and assist the provincial government in determining and implementing provincial priorities was registered.

All PGDP flagship programmes that relate to the Department were traceable in departmental plans and processes. However, success in implementing these programmes was dependent on: strong coordination by the Department at provincial level and with municipalities; strong capacity of civil society organisations to take up social services projects; and cooperation and collaboration with other provincial departments and public entities that contribute to the Department's programmes. The focus of departmental plans was limited, and departmental work was biased towards the Western part of the Province while community needs were more concentrated in the Eastern part. Institutional capacity building in the Eastern part of the Province had not been taken up to the required level to ensure a more efficient delivery of social services and the spending of allocated conditional grants.

2.3. Department of Education

Presented below are the key findings of the qualitative evaluation of the plans and processes in the Department of Education (DoE) and a subsequent engagement with departmental managers and officials through focus group discussions.

2.3.1. Alignment Evaluation Matrix Results

Table 14 below displays the nature and extent of alignment between the plans of the DoE with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from literature study.

Table 14: PGDP Alignment Evaluation Matrix for DoE

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Education
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme		A Community Based School Nutrition Programme implemented	To feed 1342 learners Decentralise to municipalities and include school gardens, nutrition education, enterprise development	Number of learners
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme				
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme				
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Strategic goal: Adequate and institutional infrastructure to support teaching and learning		452 mud structure schools replaced 150 schools affected by disasters renovated 200 schools get palisade fencing 57 schools get security fencing	Number of schools

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Human resource development	Expanded Public Works Programme - Infrastructure			EPWP initiatives in 51 schools through Coega, IDT, and Amatola Water Board	
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	57 schools get water and sanitation 115000 learners in 23 districts get scholar transport, in 22622 routes	Number of schools
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	Strategic Goal: Social issues affecting learning addressed	Enhanced integration of HIV and AIDS and life skills into and across curricula HIV and AIDS mainstreamed in all departmental policies and procedures	-	Level of integration
		Victim Empowerment Programme	-	-	Provide care and support to Orphaned and Vulnerable children in 200 schools	Number of children Number of schools
		Improved Service Delivery in Health, Education, Social Development and Public Works	Strategic Goal: Performance management system and processes for improved service delivery Strategic objectives: Well managed education districts with	Implement a District Decentralisation Plan	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages				
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009	
			strong links with municipalities and stakeholders Well managed schools with strong community involvement Effective professional services				
		Local Government Capacity Building Programme	-	-	-	-	
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-	
		Strategic Infrastructure Programme	-	-	-	-	
		Automotive Industry Development Programme	-	-	-	-	
		Industrial Support Programme	-	-	-	-	
		Enterprise Development Finance Programme	-	-	-	-	
		Agro-Processing Support Programme	-	-	-	-	
		Tourism Programme	-	-	-	-	
		Timber Industries Development Programme	-	-	-	-	
		2010 Cultural	-	-	-	-	

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Industries Programme				
		Information and Communications Technology Programme	Strategic objective: Increased access to and utilisation of ICT		Teacher and officials ICT training ICT laboratories for 50 schools 23 ICT District centres for teacher support	Level of access and utilisation
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	8 FET colleges to be renovated as part of Recapitalisation Programme	Number of colleges
		Adult Basic Education and Training Programme	-	Increase the number of Public Adult Literacy Centres	294 ABET centres with 3747 practitioners	Number of centres
		Early Childhood Development Programme	-	Phasing in Grade R facilities in primary schools	4238 ECD practitioners to receive R3200 per month 383 ECD posts to be filled to support stand-alone sites	Number of practitioners Number of ECD facilities
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	National APEX priorities, National Social Sector Cluster priorities, National Department of Education priorities and the PGDP guide planning and implementation in the department. Planning documents make reference to a Provincial Transformation Agenda 2005-2014, and the MEC Turn Around Plan of 2008.
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Process Linkages	<p>The Department collaborates with key Social Needs Cluster departments in the Province for implementation of its programmes. Stakeholder mobilisation is promoted. Work of the Department is organised under 23 districts at local level, and the performance management becomes important. Infrastructure provisioning is driven through implementing agents like IDT, Coega Development Agency, Amathola Water Board, and Department of Public Works.</p>
General Observations	<p>Interfacing with local government sphere is weak and dependent on well managed district offices and schools. By and large, PGDP programmes that relate to the Department are traceable in departmental plans. However, it is only after four years of the PGDP adoption that there are still intentions to collaborate with sector departments in the implementation of PGDP programmes. The department's organisational development and institution building imperative remains understated in departmental plans. The centrality of the 2005 Transformation Agenda cannot be found in departmental plans and processes.</p>

The above findings should be examined in conjunction with the results of in-depth focus group discussions that were undertaken within this provincial government department, and which are discussed hereunder.

2.3.2. Findings of focus group discussion

A focus group discussion was convened in this department to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP 2004-2014. Senior and middle managers at head office and three out of six regional offices participated in the focus group discussion. Fifteen managers at head office and two managers in each of the three regional offices attended the focus group discussion. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The focus group discussion confirmed that the DoE had specific PGDP programmes and targets that it was responsible for. These included the provision of social infrastructure, in particular schools, that it was undertaking with the support of the Department of Public Works; the Safer Schools programme that it was pursuing with the support of the Department of Safety and Liaison; the Skills Development programme that was led by the Office of the Premier and the section responsible for the transformation of the Further Education and Training (FET) Colleges; the Early Childhood Development (ECD) programme that was pursued in cooperation with the

Department of Social Development; the School Nutrition programme in which ties had recently been fostered with the Department of Agriculture and Rural Development; Universal Primary Education programme; and the Adult Basic Education and Training programme (ABET). All these programmes were said to have always been provided for in the organisational structure of the Department.

Bilateral meetings were convened with individual provincial departments on various programmes and work fed into the Social Needs Cluster and the Technical Support Group within the Province. It was further revealed that, from time to time, the Social Needs Cabinet Committee would provide the Cabinet in the Province with progress reports on various programmes and political guidance would be solicited on matters with serious policy implications for the Province. It was pointed out that the Department had formulated a Provincial Education Transformation Agenda for 2005-2014. However, this departmental strategy had fallen by the wayside due to a lack of championship which emanated from a high top management turnover in the Department during recent years.

- **Fiscal alignment**

While the PGDP programmes were said to be traceable in the departmental plans, it was asserted that the PGDP had always been meant to revolutionise public administration in the Province. However, at a practical level the PGDP still had to find its expression within the existing administrative processes. The Budget Structure for Education Departments had already been adopted at national government level and the PGDP had to be adapted to this by technically and mechanically linking PGDP priorities to existing programmes. As such, PGDP targets had to be aligned with the existing funding envelope for the various programmes. The discussions also noted that, at the inception of the PGDP, the education targets were never meant to be realised through the sole funding allocation of the Department of Education. These targets were meant to rely on the support and cooperation of all sectors, including the private sector and civil society organisations within the education sector.

While the PGDP formed one of the planning frameworks within which the Department had to operate, the Department was still expected to respond to and

report on progress made in meeting commitments made by the country in international education conventions, national education priorities, as well as urgent local needs. The resourcing of all these policy intentions posed a challenge to the Department.

With regard to PGDP education programmes, it transpired that the Cluster system had not succeeded in assisting the Department to leverage resources from other sectors through joint planning and implementation. Cluster POAs continued to be an expression of what provincial government departments were doing, individually, and clusters had not moved the Province from a situation of individual departmental planning and budgeting to integrated planning, budgeting and resource allocation. The shortcoming of the silo mentality within a cluster system was thought to be strengthened by a system of accountability in the Province which emphasised the performance of individual departments without any reference by legislature oversight structures to the cluster system of budgeting, joint-planning and implementation.

- **Capability alignment**

With regard to service delivery implementation capacity, it was found that without intersectoral cooperation and collaboration, the achievement of the PGDP education targets remained a pipe dream. The funding levels of the Department were too low to enable it build the required implementation capacity. While some progress was recorded in certain programmes like ECD, other programmes had significantly under-performed in the period between 2004 and 2009.

It also transpired that the Turnaround Plans that the various Heads of the Department had initiated had not showed much impact on the efficiency and effectiveness of the Department. The constant change of leadership, both administratively and politically, had a negative impact on the transformation of education in the Province.

- **Spatial alignment**

The emphasis of departmental plans and implementation was on the need to eliminate backlogs and support distressed areas. It was revealed that the key

interventions that the Department was focusing on were to mobilise the various stakeholders and their district offices in respect of the education outcomes and targets that the Department was pursuing. Road-shows had been embarked upon to communicate the departmental strategy.

- **Risks, constraints and proposed remedies**

Underfunding of the PGDP education programmes was found to be a major constraint that could be alleviated through untapped opportunities to secure financial support from the private sector, civil society organisations and international donor assistance. Secondly, weak monitoring and evaluation of PGDP programmes was viewed as a risk for implementation, since limited resources continued to be locked into under-performing programmes. A suggestion was made that a set of fixed provincial indicators needed to be formulated and communicated to relevant organisations to monitor performance on the basis of these indicators. Thirdly, the Cluster system was viewed as a constraint to the management of service delivery and development programmes, and that joint planning and cluster budgeting needed to be introduced practically. The focus group participants concurred in that the Cluster system had not been operationalised through ensuring that it was capable of facilitating integrated planning and budgeting. It was said that while working within a Cluster system provincial government departments continued to implement their individual plans. A typical example that was the pilot site that were identified by the Premier during the 2008 State of the Province Address, where the Mhlontlo Municipality was pronounced as a test case for rural development, and provincial government departments were instructed to channel resources into that municipality in order to reduce poverty levels. It was revealed that little happened on the ground. The little that happened were uncoordinated development interventions of individual departments. There was no interface between the four clusters in the Province. Clusters, perpetuated silos mentality in the management of service delivery. Provincial government departments, which were not part of other clusters, were denied knowledge of integrated programmes that were pursued by other clusters. In the view of the focus group participants, the Provincial Treasury needed to solicit the support of the National Treasury to test Cluster-based budgeting through ring-fencing and top-slicing the budgets of provincial departments to fund priority projects of the Province that have been determined through consultative processes. The work

of clusters would then be measured against these priority programmes and projects and not in terms of everything that provincial government departments do.

- **General comments**

The service delivery landscape in the Province could still be turned around despite the constraints that have emerged since the PGDP was adopted. Studies of this nature were viewed as contributing, favourably, towards this, as they sought to introduce a service delivery improvement discourse within the provincial policy environment.

There was evidence of high-level strategic thinking in the Department accompanied by a sound analysis of the provincial planning and budgeting landscape in the Province, including how it had evolved over time. Therefore, some level of understanding was reached of the factors that had contributed to the slow pace of implementation of PGDP and challenges confronting the envisaged Provincial Planning Commission. All programmes in the PGDP that relate to the Department were traceable in the departmental plans, but the extent to which these programmes were contributing to the achievement of 2014 PGDP targets was limited. It must be mentioned that the Province needed to decide whether this Department should focus on education management or continue to be responsible for other social services within the education system. The work of the Department was, at the time of the study, managed through its provincial office, twenty-three (23) districts and six thousand three hundred and four (6304) public schools. Performance management across this system posed a challenge. There was, thus, a need for re-engineering the education management system in the Province. The resourcing of education programmes in the Province required more creative ways than what had been attempted through a number of interventions that the Province had seen.

3. GOVERNANCE AND ADMINISTRATION CLUSTER

Presented below are the key findings of the qualitative evaluation of the alignment of the plans and processes with the PGDP: 2004-2014 in the selected provincial government departments that constitute the Governance and Administration Cluster. These are:

- The Department of Local Government and Traditional Affairs.
- The Office of the Premier.
- The Provincial Treasury.

3.1. Department of Local Government and Traditional Affairs

3.1.1. Alignment Evaluation Matrix Results

Table 15 below reflects the nature and extent of alignment between the plans of the Department of Local Government and Traditional Affairs (DLGTA) with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from the literature study.

Table 15: PGDP Alignment Evaluation Matrix for DLGTA

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Local Government and Traditional Affairs
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Extension of free basic services to the poor, in particular those living in rural areas and farms	-	Stakeholder mobilisation and communication in support of Urban Renewal and Integrated Sustainable Rural Development nodal programmes	Number and names of municipalities
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Support to municipalities on Municipal Infrastructure development	Support to municipalities on Municipal Infrastructure development	Support to municipalities on Municipal Infrastructure development	Number and names of municipalities
	Human resource development	Expanded Public Works Programme - Infrastructure	95% of the Municipal Infrastructure Grant is spent on labour-intensive basic water and sanitation projects	-	95% of the Municipal Infrastructure Grant is spent on labour-intensive basic water and sanitation projects	Number and names of municipalities
	Public sector and institutional transformation	Water and Sanitation Programme	The PGDP water and sanitation programme is mainly funded from MIG which has R1bn budget in 2008/09		R13,2m set aside for the provision of Municipal Infrastructure Services	Number and names of municipalities
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Local Government Capacity Building Programme	Strategic Goal 2: Viable and sustainable developmental municipalities and traditional institutions delivering basic services and supporting good governance through hands-on support	Spatial planning support to municipalities Integrated development planning support Support in developing credible Local Economic Development strategies	Municipal Support and Intervention Framework Database of support providers Support to municipalities on development of Comprehensive Municipal Infrastructure Support Plans	Number and names of municipalities
		Strengthening the Centre of Government to drive PGDP implementation	The Department facilitates inter-sphere alignment, integration and coordination	-	Facilitate inter-governmental relations for planning and service delivery coordination	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	There is strong articulation of alignment with PGDP in departmental plans. Priorities emanating from the Presidency provide a planning framework to the department. The Five-Year Local Government Strategic Agenda is a key driver of departmental plans.
Process Linkages	Promotion of effective inter-governmental relations lies at the centre of the department's mandate. The Department is active in the Governance and Administration Cluster, Social Needs Cluster and the Economic Growth and Infrastructure Cluster. A practice of creating task teams to coordinate the work of the Department with other provincial departments, municipalities and public entities is common.
General Observations	Collaboration and cooperation with sector departments, outside clusters and task teams, is weak. There are no clear mechanisms on how alignment and integration across sectors is facilitated, other than through meetings. There does not seem to be a coherent strategy that the Department utilises to provide strategic leadership in its mandate, other than the Five-Year Local Government Strategic Agenda, and piecemeal approaches on various priority areas of the department.

The results of the focus group interviews that were undertaken within this department provide additional context for the findings presented in the above matrix.

3.1.2. Findings of focus group discussion

As with the other provincial government departments selected to form part of the sample of this study, a focus group discussion was convened in this department to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP: 2004-2014. Unlike other provincial government departments, the Department of Local Government and Traditional Affairs does not have regional and district offices, since part of its work is to provide support to municipalities and traditional authorities. For this reason, only eleven senior and middle managers at head office participated in the focus group discussion. The key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussion in the DLGTA centred on its coordinating responsibility in respect of local government support within the Province. There was also consideration of the responsibility entrusted to the Department to lead targets on water and sanitation programmes, and to facilitate support to municipalities for local economic development, urban renewal and integrated sustainable rural development. It transpired that the Department does appreciate its responsibility to ensure inter-governmental coordination, integration and alignment on matters of planning and service delivery. The group discussion confirmed that the Strategic Plan of the Department is aligned with the PGDP goals and objectives with respect to these responsibilities. The organisational structure of the DLGTA was said to have provided for the coordination of integrated and spatial planning, municipal infrastructure, urban renewal, integrated sustainable rural development, municipal support, strategic planning, and monitoring and evaluation. It was furthermore indicated that the Department has a programme that manages traditional affairs issues working in collaboration with the House of Traditional Leaders in the Province. The above programmes were said to be supported by a unit that facilitates intergovernmental relations working in collaboration with the Office of the Premier.

Over and above these formal institutional arrangements the DLGTA was said to be leading two structures known as Technical MUNIMEC and MUNIMEC. These structures and their purpose have been unpacked in Section 2.1.2 (DHS) above.

The discussion further revealed that there were other administrative institutional mechanisms such as the Provincial, Municipal Infrastructure Task Team (PMITT), Inter-governmental Relations Forum, Provincial Disaster Management Forum, and the Water and Sanitation Forum that the Department was leading, which were aimed at coordinating service delivery programmes with other sector departments. The work of these committees was said to be feeding into the Technical Support Group, a forum chaired by the Provincial Director-General where Heads of Provincial Departments, Regional Managers of National Departments, and Municipal Managers are represented. The Technical Support Group was said to be accountable to the Premier's Coordinating Forum (PCF), a structure chaired by the Premier where Members of the Executive Council (MECs) meet with the Executive Mayors of district municipalities and the Nelson Mandela Bay Municipality.

With regard to the organisational structure of the Department, it was revealed that the function of coordinating Integrated and Sustainable Rural Development was in the process of being transferred to the Department of Agriculture and Rural Development. In addition, the components that coordinate local economic development, municipal support, municipal infrastructure, inter-governmental relations, integrated planning were working in collaboration with similar components in other provincial departments such as the Department of Economic Development and Environmental Affairs, the Provincial Treasury and the Office of the Premier.

- **Fiscal alignment**

One key PGDP programme that the Department was responsible for coordinating was said to be the water and sanitation programme wherein the PGDP set a target of ensuring that water and sanitation backlogs are eliminated by 2014. The responsibility of providing water and sanitation was said to be residing with municipalities and funded through the Municipal Infrastructure Grant (MIG) that municipalities receive from National Treasury based on a nationally-determined allocation formula. In 2006, ECSECC estimated the cost of eliminating the provincial

water and sanitation backlogs at R8,3 billion, with the average annual allocation of MIG to the Province sitting at R1,4bn. The MIG also supports the provision of roads infrastructure and housing, and hence it was found as inadequate to eliminate the water and sanitation backlogs in the Province by 2014.

- **Capability alignment**

With regard to the Department fulfilling its coordination responsibility in respect of intergovernmental planning and service delivery implementation, a point was made that the equitable allocation from the provincial fiscus was not adequate. The Department was confronted with a dual challenge of having to intervene in municipalities that lack capacity and at the same time lead in processes of ensuring alignment of the work of departments at a provincial level. This was said to have placed considerable strain on the departmental resources and the facilitation of horizontal integration of provincial government has not been effective. It transpired that the priority of the Department was to attend to the spending and technical capacity challenges within municipalities. To this effect, during 2006, the Cabinet approved the *Five-Year Local Government Strategic Agenda*, a programme aimed at ensuring that national, provincial and local government spheres consolidate their resources to improve service delivery in all municipalities. The key priorities of the *Agenda* were said to be the need to strengthen hands-on support to local government and thereby improve governance, performance and accountability; to enhance institutional arrangements to improve service delivery; and to improve the policy, regulatory and fiscal environment within the local government sphere. This was to be done by giving more attention to all compliance issues that had not been adhered to, in the Municipal Systems Act, Municipal Structures Act, Municipal Finance Management Act, and Inter-governmental Relations Framework Act.

- **Spatial alignment**

The discussions herein centred on both the coordination responsibility of the Department on spatial referencing of the plans of municipalities and in ensuring that a Provincial Spatial Development Framework (PSDF) that supports the PGDP was developed and maintained. It transpired during discussions that the Department continued to provide support to municipalities in ensuring that their Integrated

Development Plans were supported by Local Spatial Development Frameworks (LSDFs). This support was said to be incorporated in the Integrated Development Planning support that the Department was providing to municipalities every year.

The Provincial Spatial Development Framework was not yet in place, and it was reported that a consortium of service providers had been secured to assist the Department in the formulation of the PSDF.

- **Risks, constraints and proposed remedies**

The key risks that were highlighted included the proliferation of coordinating structures in the Province without consideration given to the legitimate institutional mechanisms that the *Inter-Governmental Relations Framework Act* provides. A need for the rationalisation of the existing coordination structures within the Province to ensure that they are aligned with the IGR framework was viewed as a priority. A decision taken by the provincial government was that that no structures other than those provided for in the IGR framework and the Provincial IGR Strategy would be permitted within the local government sphere, since the creation of parallel structures weakened those provided for in the legislation.

The lack of capacity within municipalities in the Province continued to constrain service delivery. While the PGDP priority programmes were under-resourced, the low spending levels within municipalities were a manifestation of a capacity challenge, which indicates that an increase in funding levels would not necessarily result in an improvement in service delivery. Municipal capacity, in this instance, was said to include the availability of competent service providers within municipalities for the execution of the conditional grant allocations of various sectors. This was said to be a year on year constraint in the provincial economy, and it affected service delivery. It was pointed out that the joint intervention regarding Emerging Contractor Development and Support, led by the Eastern Cape Development Corporation (ECDC) and the Departments of Public Works and Human Settlements, needed to be expedited.

- **General comments**

A concluding point made related to the Provincial Planning Commission that the Premier had pronounced on in the 2009 State of the Province Address, and the coordinating responsibilities of the Department in conjunction with the Office of the Premier and Provincial Treasury. It was indicated that attempts were being made by these three departments to coordinate their efforts, but the challenges and constraints were many. It was thought that another capacity in the form of a Provincial Planning Commission, following the national government approach, would assist in alleviating the burden of the three provincial departments.

It has to be mentioned that the coordination task entrusted upon this department was not only showing a mis-match with the existing capacity, but that it required critical skills. The achievement of programmes that provincial departments implement through municipalities was dependent on the extent to which this department succeeded in ensuring that an environment conducive to service delivery exists in all municipalities, and that municipalities were adequately capacitated to fulfil this role. The extent to which integration and coordination can be achieved at provincial level was also dependent on how the DLGTA succeeded in ensuring effective intergovernmental relations within the Province.

All the plans of the Department articulated this task and there was appreciation within the DLGTA of its responsibility to facilitate alignment, integration and coordination through an inter-governmental system of planning, implementation, monitoring and evaluation. What did not feature prominently in departmental plans and processes was a broad strategy for giving effect to intergovernmental coordination. Fragmented programmes continued to exist, and these were informed by different provincial and national guidelines. Interestingly, these programmes were thought to be assisting in the achievement of intended development outcomes, when brought together. The absence of an overarching strategy was found to be limiting the Department in determining how best to tackle its coordination task in a specific period in collaboration with key strategic partners. Adequate resourcing of the Department to fulfill its coordination responsibilities at provincial level in respect of providing oversight and support to local government and the strengthening of traditional institutions was crucial, but this needed to be informed by a clear strategy.

The Department also needed to improve on the coordination of support provided by other provincial government departments and development agencies such as the Development Bank of Southern Africa to municipalities and find creative ways of ensuring that this support is directed to areas of greatest need to ensure a positive impact on service delivery.

3.2. Office of the Premier

3.2.1. Alignment Evaluation Matrix Results

Table 16 below illustrates the nature and extent of alignment between the plans of the Office of the Premier (OTP) with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that has been applied throughout this chapter.

Table 16: PGDP Alignment Evaluation Matrix for the Office of the Premier

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Office of the Premier
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Vision: Leader in excellence at the centre of a coherent pro-poor Provincial Administration	Strategic Goal 3: Facilitate sound, effective, appropriate and integrated provincial policies, strategies and planning, and evaluate the impact thereof	Strategic Goal 3: Facilitate sound, effective, appropriate and integrated provincial policies, strategies and planning, and evaluate the impact thereof	Number and titles of macro-policies, strategies and plans developed and evaluated

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	-	-	-	-
	Human resource development	Expanded Public Works Programme - Infrastructure	Strategic skills that support the economy developed	-	Strategic skills that support the economy developed	Skills programmes undertaken
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works		Strategic goal 1: Ongoing transformation of institutional capacity to improve the Provincial Administration efficiency and effectiveness	Support JIPSA priority projects	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Local Government Capacity Building Programme	Support to Integrated Development Planning processes in municipalities Support in the rolling out of Inter-Governmental Relations Framework Act	-	Support to Integrated Development Planning processes in municipalities Support in the rolling out of Inter-Governmental Relations Framework Act	Number and names of municipalities supported
		Strengthening the Centre of Government to drive PGDP implementation	Strategic Goal 3: Facilitate sound, effective, appropriate and integrated provincial policies, strategies and planning, and evaluate the impact thereof.	Lead and facilitate development, and ensure monitoring and evaluation of PGDP, IDPs, ISRDP, URP Ensure mainstreaming of needs of women, youth, people with disabilities, children, and elderly persons in plans and programmes of departments, municipalities, and public entities	-	Number of plans and strategies developed and evaluated Special programmes implemented, and number of special groups that have benefitted from such programmes
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	Strategic objective: Efficient, effective and self-sustaining information society	Office of the Premier and Provincial ICT policies implemented and aligned to national policies ICT infrastructure in place Computer literacy of provincial government employees	-	Policies developed ICT infrastructure in place Computer training programmes implemented for government employees
		Scarce Skills for the Public Sector Programme	Financially needy students supported to study in PGDP/JIPSA priority areas	Financially needy students supported to study in PGDP/JIPSA priority areas	Rand value of bursaries awarded	Number of students supported
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	Coordinate implementation of national skills imperatives, provincial HRD strategies and policies	-	-	Number of programmes
		Provincial Learnership Programme	Placement of learners in PGDP targeted growth sectors	Placement of learners in PGDP targeted growth sectors	-	Number of learners placed

Technical analysis:

Context Linkages	There is strong articulation of the PGDP outcomes in the plans of the department. Reference is constantly made to national priorities that the Province should align to. There is appreciation of a need for local government sphere to be supported.
Process Linkages	The Department provides leadership and technical support to clusters, cabinet committees and cabinet through which the work of provincial departments is channelled. The Department provides leadership and technical support to the Inter-Governmental Structures such as Technical Support Group, chaired by the Provincial Director-General, and the Premier's Coordinating Forum, chaired by the Premier. The Department possesses an appreciation of the fact that it is responsible for development, and monitoring implementation of provincial macro-plans, policies and strategies.
General Observations	The Department seems to have defined its business around leading an efficient, effective and coherent Provincial Administration, and is striving to position itself as a learning organisation in this regard. The role of the Office of the Premier in providing strategic leadership and in directing policy implementation within the Province is understated in all the plans of the department, as has emerged during the review of the Strategic Plan, Policy Speech and Annual Performance Plan of the Department . The organisation of the business of the Office of the Premier creates an impression of a department that drives strategic priority programmes in a piecemeal approach, without appreciating the inter-relatedness and inter-dependencies across these programmes, including how these programmes should contribute to the attainment of broad development outcomes of the Province. During the review of plans of the Department, including its Organisational Structure that is attached to the Annual Performance Plan, it became apparent that the Office of the Premier was organised in three branches, Institution Building and Transformation, Policy and Governance and Administration. Key priority programmes of the PGDP were found attached to these three branches, without clear mechanisms of how these functions interface, in practice. For instance, the Human Resources Development unit was located in another branch, while the Provincial Anti-Fraud and Corruption was also located in another branch. These two functions were found not to be the focus of the Monitoring and Evaluation Unit that tracks implementation on the PGDP priority programmes. The Monitoring and Evaluation Unit was also located in another branch, different from the above two.

While the preceding Matrix reveals, in a technical sense, the key linkages between various plans of this department and the PGDP: 2004-2014, these outcomes should be read in conjunction with the results of the focus group discussion that was undertaken with key officials from the Office of the Premier.

3.2.2. Findings of focus group discussion

A focus group discussion was conducted with twelve senior and middle managers at head office in the Office of the Premier. These managers were drawn from components such as Provincial Planning, Monitoring and Evaluation, Premier's Priority Projects, Intergovernmental Relations, Special Programmes, Human Resource Development, Information and Communication Technology, Knowledge Management and Office of the Director-General. The focus group discussion was preceded by a meeting between the Researcher and the Policy Planning component of the Department wherein the purpose of the study was introduced, and the format of the focus-group discussion was considered. Preliminary discussions on the subject-matter commenced during the introductory meeting, and included the exchange of notes that would enhance the focus-group discussion session. A standard presentation that the Researcher prepared was circulated to the focus group participants a week before the conversation. Key findings of these interactions are presented below following specific thematic areas. However, it is important to note that the interaction with the Office of the Premier was in respect of its coordinating role within the Province.

- **Institutional alignment**

The discussions herein were more centred on the relevance of the PGDP in the Province, structures that facilitate its implementation, and systems that support it as a broad development strategy of the Province. Firstly, discussions confirmed that the momentum that was maintained during the PGDP formulation was somehow lost after its adoption. However, the PGDP continued to be a recognised strategic framework that guides socio-economic planning within the Province, at least until the 2008/09 financial year. However, towards the end of the 2004-2009 term of government the PGDP was no longer at the centre of policy implementation within

the Province. The discussions revealed that the 2009 Assessment of the PGDP that the Office of the Premier commissioned the ECSECC to perform was, somehow, intended to close the PGDP chapter in the provincial planning space, and give in to the new outcomes-based approach to management of service delivery that was introduced in the 2009 term of government. The discussion pointed out though that when the Assessment Report was tabled the provincial government decided to retain the PGDP. However, its operational relevance could not be confirmed since the Province is focusing on the 2009-2014 Medium Term Strategic Framework priorities.

It was noted during discussions that the Information and Communication Technology Strategy of the Province remained weak and did not succeed to brand the PGDP as a strategic framework of the Province. In addition to this, the Province has taken time to generate an Intergovernmental Relations Strategy that should assist in intergovernmental coordination of service delivery including alignment in planning. For this reason, no service delivery protocols are in place within the Province.

The point was also made about the weak strategic plans of the provincial government departments, that did not give comfort of real alignment with the PGDP (including the MTSF priorities) having been achieved. There did not seem to be clear management decisions on how much a provincial department was contributing to a particular priority, and how that contribution relates to contributions of other provincial departments. This was referred to as a programme mix during departmental planning that lacked a theoretical base. What was observed was that departments continued to be output and activity driven, seeking to execute the allocated budget within a financial year, and with no consideration of the consequences of activities that are undertaken to the communities in need of services. As a result, annual reports of provincial departments were said to reflect good performance while service delivery levels, on the ground, continued to decline.

- **Fiscal alignment**

Reference was made to the 2009 PGDP Assessment Study that was commissioned to the ECSECC which revealed that, by and large, the PGDP priorities did not get adequate resources, hence the Province under-performed on various targets of the PGDP. While resources were said to be limited, a point was made of under to non-

performing PGDP flagship projects that provincial departments continued to sustain. A typical example given was the Massive Food Production Programme led by the Department of Agriculture, which had not succeeded in the Province. Evaluation studies undertaken within the University of Fort Hare had confirmed this, and yet the Programme had not been terminated by the department. Another typical example in the Department of Agriculture was the Programme for the revitalisation of certain irrigation schemes in the Province, which previous studies confirmed as economically unviable. They were being revived at the expense of community agricultural initiatives that did not get support from the Department. These activities were said to be straining the limited resources at the disposal of the Province.

- **Capability alignment**

The discussions noted that the capacity to implement the PGDP programmes was a challenge within the provincial government departments. However, the first challenge was planning capacity which was lacking to non-existent at both provincial and local government spheres. This affected the very process of ensuring that there was alignment between the PGDP and strategic plans of provincial government departments and Integrated Development Plans of municipalities. Municipalities continue to rely on consultancies to facilitate IDP processes. Provincial government departments were invited to IDP planning sessions to indicate the work they would be doing within a municipality, and this was regarded as integration. This situation was, furthermore, compounded by the different planning cycles between the local government sphere and the provincial and national spheres. There was no planning capacity within municipalities and provincial departments to manage the disjointed planning cycles, and ensure that one cycle feeds nicely into the other.

- **Spatial alignment**

The discussions noted that the PGDP recognised spatial referencing of government programmes as an important tool for facilitating integration across sectors and ensuring that government programmes respond to areas of greatest need. This was said to be lacking in the implementation of the PGDP programmes. Recent attempts sought to ensure that spatial alignment is introduced at the planning level with the

support of the Geographic Information Systems. However, GIS capacity was also a challenge within provincial departments and municipalities.

One other challenge noted was the absence of a Provincial Spatial Development Framework and the Local Spatial Development Frameworks of municipalities. The Department of Local Government and Traditional Affairs was reported as engaged in a process of closing the gap. It was hoped that this would go a long way in influencing intergovernmental planning, direct policy implementation and ensure maximisation of the impact of available resources.

- **Risks, constraints and proposed remedies**

The fact that PGDP programmes initiated since 2004 have not been evaluated was highlighted as a risk, as non-performing programmes will continue to be implemented in the manner in which they were designed. Secondly, the status of the PGDP within the policy environment in the Province was said to be posing a risk to future stakeholder mobilisation. Thirdly, a shortcoming of the PGDP, of identifying programmes that cannot be traced in provincial department plans was further cited as a flaw in planning that should be avoided in the future.

- **General comments**

A concluding point made was that there was, perhaps, virtue in simplicity, and that the provincial government should learn from forward planning. Simplicity in this instance meaning selecting few high impact focus areas that the Province would focus on, and rallying all the stakeholders around those few critical areas. Resources needed to be channelled to those critical areas by all affected provincial government departments and performance monitored closely through the adoption of a set of performance indicators that would be traceable in plans of provincial government departments.

It must be mentioned that the plans and processes of the Office of the Premier pointed to a critical gap in the provincial administration, that of the provision of strategic leadership on macro-planning and strategy development. The plans of the Department recognised the PGDP as a key planning framework that informs

departmental plans. However, it was surprising to note that the traction of the PGDP over provincial planning remained understated. In fact, while the Department appreciated its responsibility for facilitating alignment of the PGDP with its plans and those of other provincial departments, and monitoring and evaluating the implementation thereof, this task was not pitched at the highest level in the organisation. The Department seemed to be considering its business as that of ensuring efficiency and effectiveness of the provincial administration, and proceeded to assert itself as a role model for provincial government departments in this regard. The immediate consequence of inability by the Department to properly conceptualise its role and position itself as a leader in the implementation of the PGDP created a situation where the departmental activities overlap with what line departments do, as part of their mandates. The latter was bound to lead to administrative tensions and strained interdepartmental relations.

The re-engineering of the Office of the Premier cannot be postponed. This organisational renewal process should begin with the Department redefining its mandate, and reorganising itself in terms of the purpose of its existence. Furthermore, the resourcing of the Department should be linked to a re-engineering process, since additional resources will not have any impact on service delivery in the Province if the coordinating centre is not operating effectively.

3.3. The Provincial Treasury

3.3.1. Alignment Evaluation Matrix Results

Table 17 below indicates the nature and extent of alignment between the plans of the Provincial Treasury with the Provincial Growth and Development Plan 2004-2014. These findings emanate from the desktop review of departmental plans and reports aided by the Strategic Planning Alignment Model that emerged from the literature study.

Table 17: PGDP Alignment Evaluation Matrix for Provincial Treasury

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Provincial Treasury
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal 2: Allocate resources in line with National Government and the Provincial Growth and Development priorities	Strategic Objective; Alignment of budgets to PGDP, Strategic and Performance Plans and IDPs Departmental priority: Increased focus on PGDP strategic objectives over the MTEF up to 2014	Implementing the changed Provincial Treasury structure that is aligned with the recommendations from National Treasury Ensuring that the strategic plan is guided by the provincial growth and development priorities	
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Strategic objective: Provide strategic leadership in Supply Chain Management, Infrastructure Coordination and Public-Private Partnership projects	Prioritisation of infrastructure investment and the design of current funding and reporting arrangements put treasuries at the centre of infrastructure planning, implementation, monitoring and reporting		
	Human resource development	Expanded Public Works Programme - Infrastructure	-	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	Strategic objective: Provide strategic leadership in Supply Chain Management, Infrastructure Coordination and Public-Private Partnership projects	Infrastructure planning, implementation support and monitoring	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	Strategic objective: Render effective technical and strategic support to departments	Strategic plans of departments that are aligned to PGDP tabled timeously	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Local Government Capacity Building Programme	Strategic objective: Strengthen and provide technical and strategic support for the institutional capacity of provincial and local government	Promote sound municipal and provincial finance management	-	-
		Strengthening the Centre of Government to drive PGDP implementation	Implementing the changed Provincial Treasury structure that is aligned with the recommendations from National Treasury	-	Implementing the changed Provincial Treasury structure that is aligned with the recommendations from National Treasury	-
		Strategic Infrastructure Programme	Strategic objective: Provide strategic leadership in Supply Chain Management, Infrastructure Coordination and Public-Private Partnership projects	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	<p>There is a strong articulation of PGDP alignment in departmental plans.</p> <p>The Department is sensitive to National Treasury guidelines.</p> <p>There is an appreciation of priorities that emanate at local government sphere, and the fact that municipalities lack capacity to articulate and channel their needs.</p>
Process Linkages	<p>The Department is oriented to be of service to provincial government departments on matters of financial management and budget alignment in planning.</p> <p>The Department participates in national finance structures.</p> <p>There is an appreciation of the need for strengthening intergovernmental relations for planning, service delivery implementation and monitoring.</p>

General Observations	There is a sound appreciation of the primary treasury functions in the plans of the department, and work is organised along clearly defined treasury responsibilities. Lacking in departmental plans are mechanisms for collaboration with key departments such as Office of the Premier and the Department of Local Government and Traditional Affairs, especially in relation to local government support, and macro-planning, viz. Provincial Infrastructure Plan.
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While the preceding Matrix depicts, technically, key linkages between various plans of this department and the Provincial Growth and Development Plan 2004-2014, these outcomes should be read in conjunction with the results of the in-depth qualitative focus group discussions that were undertaken within this department, and which are tabled below.

3.3.2. Findings of focus group discussion

A focus group discussion was convened in this department to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP 2004-2014. Eleven senior and middle managers at head office participated in the conversation since Provincial Treasury does not have regional or district offices in the Province. Components that were represented in the focus group discussions are Economic Research and Analysis, Fiscal Policy, Budget Planning, Municipal Finance Support, Strategic Management, and Special Programmes. The key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussions confirmed that the Strategic Plan of the Department acknowledged the central role of Provincial Treasury in influencing resource allocation against government policy priorities. The Provincial Treasury was structured to provide budget planning support to provincial government departments and analyse departments' budget submissions to assess alignment with local, provincial and national priorities. However, the point was made that the PGDP was not at the centre of the work of Provincial Treasury. The focus of the Provincial Treasury was said to be on managing the provincial budget process, and monitoring of expenditure trends against the allocated budget.

It was revealed that there was no structure to bring together the Provincial Treasury, the Office of the Premier and the Department of Local Government and Traditional Affairs to consider provincial priorities and how these priorities should resonate in performance plans of sector departments in the Province. This was evidenced by the fact that there was no tool in place, within the Provincial Treasury, to track the alignment of budget submissions from provincial government departments with the pre-determined provincial policy priorities as would be enunciated in the Provincial Growth and Development Plan. The Budgeting and Planning Guidelines were said to be in place, and every year reviewed, to guide budgeting processes. However, these guidelines were weak in the area of providing guidance to departments on alignment with government policy priorities.

It was also revealed that the Office of the Premier and Department of Local Government and Traditional Affairs appeared before the Provincial Treasury along with other provincial departments, and when they appeared it would be in pursuit of their departmental interests on resource allocation. The relations between these three departments were also said to be weak, even though they were entrusted by the Executive Council with a joint responsibility to provide support to the local government sphere on matters of planning, municipal finance and infrastructure delivery coordination.

Emphasised during the discussion was the fact that the Provincial Treasury had intra-departmental coordination challenges which were stifling its efforts to reach out to other provincial government departments. For a long time the Budget Planning, Fiscal Policy, Economic Research and Municipal Finance Support units were working in isolation. An Inter-functional committee had, recently, been established.

- **Fiscal alignment**

On budget alignment, the discussion noted that there was some appreciation within Provincial Treasury that the budget process was not necessarily about figures or accounting, but was more about the translation of policy imperatives into budget priorities. However it was revealed that, the budget process, at a provincial, level, was faced with the following shortcomings:

- The national budget itself was incrementally allocated to provinces and the national departments on the basis of a five per cent increase every year based on previous year's expenditure performance.
- In the R48bn allocation to the Province during that year, 71 per cent was for a long-term commitment to personnel expenditure and only 29 per cent remained for resourcing the PGDP and other policy priorities.
- The National Treasury issued ministerial directives to provinces to prioritise certain sectors in the distribution of the provincial allocation.
- The Provincial Treasury had a limited role in resource allocation and this was compounded by inadequate funds to meet competing provincial priorities.
- The Departmental Budget Programmes or Business Units that were established within provincial government departments before the PGDP was adopted were still in existence and receiving annual funding allocations, despite the fact that the PGDP was meant to revolutionise the service delivery landscape within the Province. This situation resulted in the PGDP becoming an add-on priority without the resources that were required to support its implementation.

While, on one hand, the National Treasury was said to be giving directives to Provincial Treasuries on resource allocation, on the other hand, provincial government departments were said to be advocating national sector priorities during the provincial budget processes, with the hope that these interests would contribute to the achievement of provincial outcomes. This relegated the PGDP priorities that do not coincide with sector priorities to unfunded mandates.

The need for an urgent and independent review of the Provincial Budget was mooted. This review would seek to determine the extent to which the provincial budget responds to national, provincial and local government development priorities.

- **Capability alignment**

In view of the fact that the Provincial Treasury did not have specific PGDP programmes but was expected to provide support to the provincial administration, the Department was comfortable with the level of capacity it had at its disposal.

- **Spatial alignment**

The discussions in this respect revealed some thinking within Provincial Treasury on moving towards an Integrated Resource Allocation that is derived from a spatial perspective of needs. However, to achieve this would require:

- Improvement in provincial infrastructure planning, which remained poor and revolved more around the submission of infrastructure projects shortly before the tabling of the Provincial Budget, thus limiting the ability of Provincial Treasury to assess the alignment of the projects to the spatial needs of the Province.
- A Provincial Spatial Development Framework that is informed by the Local Spatial Development Frameworks of municipalities, influencing resource allocation within the Province.

- **Risks, constraints and proposed remedies**

One risk identified was the coordination of planning at a provincial level. The Office of the Premier was found not to have been able to meet the expectations that are enunciated in the PGDP despite the establishment of the PCMU. Secondly, the Eastern Cape Socio-Economic and Consultative Council was found to have been subsumed in the provincial government thinking and weaknesses such that it was not succeeding in providing an uncontested policy advice based on ongoing socio-economic research. The latter was said to have created a gap in the macro-planning and policy environment in the Province, hence the emphasis on the need for the creation of a Provincial Planning Commission. Thirdly, the arrangement that the Provincial Treasury should coordinate intergovernmental planning, together with the Office of the Premier and the Department of Local Government and Traditional Affairs, was found not to have worked well on the ground, since these three departments had capacity challenges which made it difficult for them to coordinate planning for other provincial government departments.

- **General comments**

The discussions concluded that the Office of the Premier should drive provincial planning and that the role of ECSECC requires a re-look. It may be necessary for Provincial Treasury to utilise the budget process to influence resource allocation to provincial priorities, but this will require the support of the Office of the Premier.

It must be stated that plans of Provincial Treasury accurately expressed the coordinating role of this department. Also found was a deep appreciation of treasury functions and how these relate to the implementation of provincial priorities. However, the interaction with this provincial government department during the study revealed that there was little room for the Province to maneuver its resource allocation towards provincial priorities, without radically changing the structure and functioning of the provincial government. This notion seems to be limiting this department in its role to facilitate the re-orientation of the provincial budget towards provincial development priorities. A strategic conversation between the Office of the Premier, Provincial Treasury, and the Department of Local Government and Traditional Affairs, in this regard, was needed. The Provincial Treasury seemed to understand that the facilitation of this strategic discourse in the Province remained one part of its responsibility, in light of the efficacy studies that it periodically conducted to track alignment of policy priorities in plans of provincial government departments, including the Provincial Budget Reviews.

4. JUSTICE, CRIME PREVENTION AND SECURITY CLUSTER

4.1. The Department of Safety and Liaison

4.1.1. Alignment Evaluation Matrix Results

Table 18 below illustrates the nature and extent of alignment between the plans of the Department of Safety and Liaison with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from literature study.

Table 18: PGDP Alignment Evaluation Matrix for the Department of Safety and Liaison

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Safety and Liaison
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	-	-	-	-
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	-	-	Renovation of police stations	Names of police stations and localities
	Human resource development	Expanded Public Works Programme - Infrastructure	-	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	Implement employee awareness, counseling and support programmes	-	-
		Victim Empowerment Programme	Strategic Goal: Ensure effective	Facilitate the implementation of the Provincial Crime	-	--

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			social crime prevention	Prevention Strategy and Action Plan		
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-
		Local Government Capacity Building Programme	Strategic Goal: Ensure effective social crime prevention	Facilitate the implementation of the Provincial Crime Prevention Strategy and Action Plan	Hands-on support to 18 municipalities in establishing and ensuring functional Community Safety Forums NGOs recruited to assist in the facilitation of integration of Community Policing Forums with SAPS programmes at municipality level	Number of municipalities Number of NGOs
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Finance Programme				
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	<p>The National Crime Prevention Strategy that is led by the National Crime, Justice and Security Cluster and the PGDP inform the work of the Department.</p> <p>In recent years, the Department is fostering collaboration and partnership with Private Security Industry in its endeavour to reclaim its custodianship role over safety and security policies.</p>
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<p>Process Linkages</p>	<p>The Strategic Planning, Monitoring and Evaluation Unit was only established in 2007/08 financial year. The work of the Department is coordinated through the provincial office, six districts and the Nelson Mandela Bay Metropolitan Municipality that has been accredited to manage safety and security programmes, upon a delegation of functions.</p> <p>At provincial government sphere, the Department is actively involved in clusters and also leads the Justice, Crime Prevention and Security Cluster. It also participates in various task teams and committees. At local government sphere, its work is channelled through its district offices that interface with municipalities through Intergovernmental structures.</p> <p>Various community-based structures drive the work of the Department, and these include Street Committees, Community Policing Forums, and Community Safety Forums wherein civil society organisations participate.</p>
<p>General Observations</p>	<p>The Department is a smallest in the Province, in terms of size and resource allocation, and its programmes are mainly focused on its core mandate of crime prevention and security services to promote economic growth and social cohesion.</p> <p>There is no direct correlation between the mandate and strategy of the Department and the PGDP goals, objectives, targets and priority programmes. The work of Department seeks to create a conducive environment for the successful implementation of PGDP programmes and, in particular, for the promotion of investor confidence in the provincial economy.</p> <p>The Department needs to invest more in social research and management of crime statistics in order to advise and inform macro-planning and strategy development in the Province.</p>

While the preceding Matrix demonstrates, technically, the key linkages between various plans of this department and the Provincial Growth and Development Plan 2004-2014, these outcomes should be studied in conjunction with the results of the in-depth focus group discussion that was undertaken with key officials within this department.

4.1.2. Findings of focus group discussion

A focus group discussion was convened with seven senior and middle managers at head office, and two representatives from its six district offices. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussions revealed that the Department’s mandate is centred on the PGDP objective of fighting crime and corruption to ensure investor confidence in the Province and to ensure economic growth. As such, there are no specific targets in the PGDP that have direct implications for the Department. The focus group discussion confirmed that the Department is managing a *Provincial Crime Prevention Strategy* (PCPS) that was developed in 2005. The PCPS is considered to be a plan

which supports directly the intentions of the PGDP, to coordinate the activities of provincial government departments in the prevention of crime and corruption .

In the implementation of the PCPS the Department collaborated with other departments, and key amongst them are:

- The Department of Social Development which championed the Victim Empowerment Programme.
- The Department of Education which spearheaded the Safer Schools Programme.
- The Department of Economic Development and Environmental Affairs which led the Fight against Substance Abuse.
- The Department of Agriculture and Rural Development which was responsible for the Eradication of Stock Theft.
- The Office of the Premier which pioneered the development and implementation of the Provincial Anti-Fraud and Corruption Strategy.

It also transpired that the Department works with the Department of Local Government and Traditional Affairs in establishing and ensuring the functionality of Community Policing Forums within municipalities in the Province.

A Provincial Inter-sectoral Crime Prevention Committee was reported as in place. The committee, *inter alia*, comprised the Departments of Safety and Liaison, Education, Agriculture and Rural Development, Social Development, Local Government and Traditional Affairs, Economic Development and Environmental Affairs, Eastern Cape Liquor Board, and South African Police Services.

One challenge noted within municipalities was that the crime prevention programmes were supposed to be coordinated through the intergovernmental structures that were reported as either weak or non-existent. Unfortunately the Department chose to rely on these structures for the coordination of its programmes within the local government sphere.

- **Fiscal alignment**

With regard to fiscal or budgetary alignment, the Department had set aside, over the years, funds for the coordination and implementation of the Provincial Crime Prevention Strategy (PCPS), although these were reported to be inadequate. It was noted that the implementation of the Strategy was managed through an Inter-Sectoral Action Plan or Programme of Action that detailed key interventions that are driven by other role-players. Funding for such interventions was said to be seated in those organisations. For instance, the Department of Social Development had funds to the value of R90m during 2008/09 for Victim Empowerment programmes, and the Department of Education had, during 2008/09 financial year set aside funds for fencing of hot-spot unsafe schools in the Province as part of the Mud Structure Eradication programme, which had been allocated R132m.

- **Capability alignment**

The Department noted that capacity to facilitate and monitor the implementation of the PCPS was not adequate. In the same vein, departments who were implementing crime prevention programmes were equally faced with a similar challenge. It also transpired that the private sector and civil society organisations had not come on board in respect of programmes aimed at fighting crime and corruption in the Province, thereby limiting provincial capacity in this area. The inter-sectoral committee was said to have been established, in a bid to mobilise other key stakeholders in order to leverage on their capacity.

- **Spatial alignment**

With regard to spatial targeting of departmental interventions in preventing crime, the discussions brought to the fore that crime prevention, by its nature, related to a particular space in a specific time. The Department, therefore, responded to crime analysis reports and focused on the so-called crime “hot spots”. The work of the Inter-Sectoral Committee was also informed by crime analysis reports that the Department managed and utilised to advise sector departments.

- **Risks, constraints and proposed remedies**

The key risks and constraints that were said to hinder the roll-out of the PCPS were inadequate equitable share allocation to the relevant provincial departments for the implementation of crime prevention programmes; and weak intergovernmental structures within municipalities to coordinate crime prevention work within the local government sphere. Leveraging support from the private sector and civil society organisations was being pursued.

- **General comments**

A concluding point made was that the strategic planning processes of the Department were influenced by national directives and expressed needs of local communities, rather than a provincial macro-plan such as the PGDP. An opinion expressed was that provincial strategies were understood to guide the Department and not to drive implementation. It was also noted that the Inter-Sectoral Crime Prevention Programme of Action was a recent initiative and was still fraught with infancy challenges.

It must be noted that the Department of Safety and Liaison presented good practice in a provincial department that was focusing on its core business while seeking to reach out to other provincial and national government departments, civil society organisations, municipalities and the private sector that have a role to play in crime prevention in the Province. The Department had made progress in ensuring that the achievement of the provincial crime prevention and security outcomes are located within the mandates of other departments in the Province.. The Department was investing in community-based mechanisms to drive its mandate in a sustainable way. However, the Department lacked resources to fulfill its coordinating responsibility over the implementation of the *Provincial Crime Prevention Strategy*, and engage in ongoing research.

5. EASTERN CAPE SOCIO-ECONOMIC AND CONSULTATIVE COUNCIL

Presented below are the key findings of the qualitative evaluation of the alignment of the plans and processes of the Eastern Cape Socio-Economic and Consultative

Council (ECSECC) with the PGDP: 2004-2014. These findings incorporate the outcomes of a focus-group discussion that was convened with the ECSECC.

5.1. Eastern Cape Socio-Economic and Consultative Council

The Eastern Cape Socio-Economic and Consultative Council (ECSECC) is a provincial government public entity that was established in 1995 with a mandate outlined in its Founding Document as *“to advise and assist provincial government achieve an integrated development strategy for the Province and its constituent regions in order to address the economic development of the Province, in terms of the Reconstruction and Development Programme, and in particular the needs of the deprived communities and under-developed areas.”* (ECSECC, 2008). The work of ECSECC is organised around the following programmes or business units:

- Strategy and Planning Programme.
- Stakeholder Mobilisation Programme.
- Information and Monitoring Programme.
- Local Economic Development Support Programme.
- Eastern Cape AIDS Council Support Programme.
- Premier’s Discretionary Fund Programme.

A focus group discussion was convened and constituted of seven officials drawn from the above business units within the Eastern Cape Socio-Economic and Consultative Council. ECSECC was not initially part of the proposed sample. However, after engagements with provincial government departments constant mention was made of this organisation in relation to the macro-planning and strategy development support it should provide to the provincial government, through the Office of the Premier.

Key issues that were raised by provincial departments and that needed verification with ECSECC, as these pertained to the alignment of departmental plans with the PGDP, included:

- Contestation over the setting of targets in the PGDP, which in the view of some departments they were not adequately consulted on nor were they informed by provincial baseline studies per sector.
- A view that the PGDP document combined both strategy and implementation plan which made it difficult for departments to align their plans with its goals and objectives. Firstly, provincial government departments were not certain whether the PGDP was a framework that guided planning within provincial government departments nor was it a provincial plan that departments were expected to implement. Secondly, there were no performance indicators for the PGDP that provincial government departments would utilise to incorporate priority programmes, and on which their performance would be monitored and measured.
- The perceived key shortcoming in the drafting of the PGDP was that it did not consider sector priorities driven at a national government sphere which was that the provincial government departments would be expected to develop plans for, on the basis of the national conditional grants allocated to departments annually. This situation created competition among priorities at departmental level, with departments having to find their own means of addressing this within a context of limited resources.
- A shared understanding amongst all role-players that the PGDP would be reviewed, from time to time, to consider changing material conditions on the ground as well as policy shifts while implementation was in progress.
- The relevance of the PGDP, at the time of completion of the study, in view of developments within the national planning environment that sought to emphasise outcomes that must be achieved, and the systems, structures and processes that were being put in place at a national level under the auspices of the National Planning Commission.

The results of the qualitative focus group discussion undertaken with the ECSECC management are presented and discussed below under specific themes. However, it must be mentioned that a limitation of this focus group discussion was that officials within ECSECC had joined the organisation after the adoption of the PGDP, while key officials who were central to the development of the PGDP had since left

ECSECC and were therefore not available to comment on issues pertaining to the formulation and design of the PGDP.

5.1.1. The design of the PGDP

The focus group discussion revealed that there was some political pressure during the development of the PGDP. A thorough situational analysis was done, based on the information available at the time. More detailed working papers informed the various sections of the PGDP document, but it was noted that there were shortcomings in translating these working papers into the final PGDP document.

The combination of strategy and implementation plan within the same document, making it cumbersome and incomprehensible, was noted as a design anomaly of the PGDP. It was pointed out that this was cited in the *End-of-Term PGDP Assessment Report* released in March 2009 and that a planned PGDP review process would address this.

The discussion further confirmed a point which was made by other provincial government departments that the PGDP entailed any programme that a province, like the Eastern Cape, would pursue and that there was no selection of key priority or focus areas. In this instance, the discussions revealed that the macro-planning and strategy development processes in the Province were faced with a disconnection between those who draft policies and strategies and those who implement them, and that the processes of developing macro-strategies occur outside the implementation environment. It also transpired that the macro-plans and strategies that had been generated at provincial government level, including the PGDP, were inclined towards being comprehensive rather than selective. The latter was viewed as arising from the desire not to contradict or understate Constitutional entitlements or human rights.

5.1.2. Competing development priorities within provincial departments

A view mooted was that there has always been an over-emphasis on competing priorities. From the ECSECC point of view, two clear outcomes that the Province had

been seeking to realise since 1994 were poverty eradication and the stimulation of economic growth. ECSSEC officials held the view that the three spheres of government use different terms to refer to essentially the same priorities and that this remained a challenge for planning.

5.1.3. Integration and alignment of plans across sectors

Integration and alignment across sectors was confirmed by ECSECC as lacking. The challenge, herein, was viewed as being in the planning ethos of the provincial government. The Office of the Premier was viewed as having been more concerned with strengthening itself and defining its purpose of existence rather than being concerned with facilitating the coordination of service delivery across the various provincial government departments. Intergovernmental relations systems that provide mechanisms for steering integrated intergovernmental planning and service delivery were found to be weak within the Province. The Office of the Premier and the Department of Local Government and Traditional Affairs were responsible for facilitating intergovernmental relations, but were found to lack this capacity. A further point made was that the PGDP was designed to be implemented within a cluster-based system, with related provincial government departments which were grouped together, meeting from time to time to coordinate their efforts, and align their budgets accordingly. Administrative clusters within the Province were established in 1999, but have remained ineffective thereby hampering integration and alignment across departments.

One other noted weakness of the provincial planning system was that an *Integrated Infrastructure Delivery Plan (IIDP)* had not yet emerged. The Provincial Treasury and the Department of Public Works were jointly-responsible for coordinating the development and monitor the implementation of this Plan. A *Provincial Infrastructure Plan* was viewed as a key driver of integration across sector departments as it would provide details of concrete infrastructure projects that were underway and planned for the future, with clear deadlines of when such projects were envisaged to commence and be completed. The *Provincial Infrastructure Plan* would be designed

to implement one of the foundational objectives of the PGDP, namely, the infrastructure development.

5.1.4 Relevance of the PGDP

ECSECC confirmed that the PGDP lost its formulation momentum when implementation had to commence. This was found to have been the result of the PGDP communication strategy, which over-emphasised the provinciality of the plan, when in fact provincial planning does not exist in a vacuum. Rather, development priorities are determined by the national government and contextualised within provinces for the purposes of implementation. Another contributory factor were the developments in the national policy environment since the PGDP was introduced in 2004. Key amongst these developments was the establishment of the National Planning Commission (NPC) within the Office of the President. The establishment of the NPC was informed by the Green Paper on National Strategic Planning, which should be read in conjunction with the Green Paper on Performance Monitoring and Evaluation. These two policy documents influenced planning in the provinces, especially the structures, systems and processes. To keep pace with these changes, the PGDP needed updating.

Another shortcoming of the PGDP, according to the ECSECC, was that it was a well-meaning plan that was not appropriately resourced. The PGDP highlighted priorities for implementation, yet there was no alignment of these plans with the budgets of provincial government departments and municipalities.

The ECSECC focus-group discussion confirmed that the provincial government still viewed the strategic thrust of the PGDP as being relevant for the purposes of managing service delivery. However, it was emphasised that the PGDP needed to be reviewed to consider developments within the national policy environment, as well as changes at a local level which might have arisen as a consequence of PGDP implementation.

5.1.5 Key tasks of the Provincial Planning Commission

The ECSECC officials emphasised that the envisaged Provincial Planning Commission should not be viewed as a panacea for the service delivery challenges confronting the Province, or their structural and system dysfunctions within provincial government departments. It was noted that the effectiveness and efficiency of the state machinery after the amalgamation of the former Transkei, Ciskei and Cape Provincial administrations needed more attention in the Eastern Cape. Service delivery challenges and administrative instability within the Departments of Education, Health, Human Settlements, and Local Government and Traditional Affairs were noted as requiring close attention.

Despite this, the Provincial Planning Commission was viewed as being necessary for pioneering government priorities across provincial government departments and municipalities. However, for the PPC to succeed in its task, it must be constituted by people with a deep comprehension and knowledge of sector issues. Furthermore, it was asserted that the PPC should be a body that is capable of influencing macro-planning and decision-making processes within the Province so that the Province can be assisted in making appropriate choices on resource allocation, striking a balance with the need to address urgent social issues such as poverty and homelessness, and implementing programmes aimed at stimulating the provincial economy. In so doing, the the poor would be moved from a situation of depending on the Province for their livelihoods, to a point where they would be self-sufficient and can lead prosperous lives.

6. GENERAL OBSERVATIONS

During the review of plans and reports of the ten provincial government departments and the ECSECC, including the focus group discussions that were undertaken in each of these institutions some common issues that warranted attention arose. These issues, listed below, are analysed in detail in the next chapter and recommendations on how these could be addressed have been provided.

- (a) Common alignment challenges
 - Design and updating of the PGDP.

- Competing development priorities.
 - Resourcing of PGDP priorities and programmes.
 - Spatial targeting of development interventions.
 - Institutionalisation of planning for development management.
 - Monitoring and evaluation of PGDP programmes.
- (b) Fragmented planning capacity within provincial government departments.
- (c) Inadequate policy analysis and planning capacity within the Province.
- (d) The effectiveness of the coordinating and PGDP monitoring provincial government departments.

7. CONCLUSION

This chapter has presented and analysed the main findings of the study with the purpose of determining the nature and extent of alignment between the plans of selected provincial government departments in the Eastern Cape and the Provincial Growth and Development Plan: 2004-2014. Ten provincial government departments and one public entity were qualitatively evaluated to assess the nature and extent of alignment of their plans and processes with the PGDP.

This chapter has revealed both positive and negative factors in the implementation of the PGDP in the Province after its adoption by the Provincial Cabinet in 2004, at least, from a process design perspective. These factors, in no order of importance, range from the design of the PGDP, to the key assumptions that underpinned PGDP implementation, the influence of national policy shifts on PGDP implementation, the effectiveness of the coordinating centre to drive the implementation process, capacity for implementation within the provincial and local government spheres, intergovernmental relations, planning capacity and adapting the planning philosophy at all levels to the changing political landscape.

This study has revealed that the PGDP targets were not realistically arrived at since no evidence of consultation of affected provincial government departments, and baseline studies that were conducted could be found. The study noted that an honest appreciation of what the Province could possibly achieve by 2014 within the context of prevailing constraints and the extent of service delivery backlogs, as determined by baseline studies that preceded the PGDP formulation process, was not evident. Furthermore, the PGDP development process did not consider the impact of national sector priorities on resource allocation within line departments. It was thus left to provincial departments to merge provincial and national priorities at the level of implementation. This had a significant influence on the extent of alignment of departmental plans with the PGDP, especially where the budget and other resources were a determining factor.

Secondly, the formulation of the PGDP missed an important element of strategic planning, that is, the development of performance measures or indicators that would be utilised to track implementation progress. The study argues that one of the reasons for this shortcoming is that the PGDP vacillates between being a macro-strategy that guides socio-economic planning in the Province, and an implementation plan that steers economic growth and social development. It was left to provincial government departments to determine how they would align their plans to the PGDP as both a strategy and implementation plan. A compounding factor was that the PGDP was never reviewed after its adoption, even after the Department of Provincial and Local Government, at a national level, issued guidelines for Provincial Growth and Development Strategies during 2005....

Thirdly, the study confirms that strategic alignment exists to some degree, between the strategic performance plans of provincial government departments and the PGDP. This alignment ranges from a clear articulation of the PGDP intentions in departmental plans, to a reconfiguration of strategic goals and objectives of provincial departments along the PGDP outcomes, as well as measurable objectives within departmental plans that are derived directly from PGDP priority programmes. However, the translation of these intentions into departmental projects that are linked to budgets varies greatly from department to department. The study attributes this disjuncture to a combination of factors, including, inadequate resources, lack of

capacity, competing priorities, limited stakeholder mobilisation to leverage their resources, and continuing maintenance of programmes that are not linked to the PGDP. As such, the study confirms that the PGDP has thus far not succeeded in transforming the manner in which service delivery is managed in the Province, as was envisaged during its adoption. This is attributed to the lack of consistent political and administrative strategic leadership that was required to steer PGDP implementation, weak coordinating structures, inadequate monitoring and evaluation mechanisms, and the absence of consensus-building on trade-offs and spatial choices that should inform resource allocation and capacity building.

Fourthly, despite a myriad of challenges and constraints that have impacted on PGDP implementation in the Province, the study reveals a certain measure of strategic thinking within the senior and middle management echelon across provincial departments. It is encouraging to note that some provincial government departments accurately appreciate the sources of misalignment between the PGDP and departmental planning processes and were able to offer suggestions on how the situation can be turned around.

What remains for the provincial government to do, is to advise and direct policy implementation on the basis of strategic thinking that has emerged from this study. The next chapter will unveil key conclusions and recommendations to improve the situation.

CHAPTER 9

CONCLUSIONS AND RECOMMENDATIONS

“All Working Groups assessing the PGDP concluded that poor alignment and the inability of departments to translate plans into well-costed operational outcomes were key weaknesses in the PGDP implementation. This can partly be attributed to the structure of the PGDP itself which combines strategy and plans, making application difficult for many government institutions.” (Office of the Premier, 2009:17)

INTRODUCTION

An empirical study that was conducted in the ten selected provincial government departments in the Eastern Cape revealed a number of both positive and negative factors relating to the nature and extent of alignment of departmental plans to the PGDP: 2004-2014. These factors, which have been presented, analysed and interpreted under each provincial government department in Chapter Eight of this report constitute the findings of this study. This chapter takes the preceding analysis further by drawing conclusions through a brief discussion of the main findings emerging from this study. Recommendations are thereafter made on how best to improve on the identified areas.

For purposes of analysis and ease of comprehension, the approach followed in this chapter is that of addressing the salient findings of the study, firstly, by looking into issues that are common to the eight provincial government departments, and secondly, by attending to issues that have emerged in the coordinating centre, which should, in fact, be providing responses to sector planning challenges. At this stage, it will be revealed whether the coordinating centre is functioning effectively or not.

The chapter, thereafter, proceeds to an analysis of the Strategic Planning Alignment Model that is suggested for managing and guiding alignment of provincial

government departmental plans to overarching sub-national (and even national) development plans and frameworks. Alignment, in this instance, is considered from the perspective of implementation processes, rather than looking at alignment as an outcome of implementation. The latter would call for a different instrument of measurement. This chapter concludes by highlighting gaps and uncertainties that require further research, including possible policy considerations resulting from the findings.

However, prior to proceeding to the conclusions of this study, it is important to note that this research focused on the evaluation of the nature and extent of alignment between the strategic and performance plans of selected provincial government departments in the Eastern Cape and the Provincial Growth and Development Plan: 2004-2014. The main objectives of this study were, therefore, to: gain insight into the nature and extent of alignment between the Strategic Performance Plans of selected provincial government departments and the PGDP objectives, indicators and targets; assess the logical flow and ascending linkages between the strategic performance plans of selected government departments and the PGDP strategic goals, objectives and targets; identify the new service delivery mechanisms, policies, procedures and the change management plans that have been introduced, if any, to ensure the successful implementation of the PGDP programmes; and finally identify risks and gaps that pose a threat to the successful implementation of the PGDP programmes and attainment of overall outcomes within government departments.

It was mentioned earlier in this study that a comprehensive audit of alignment between the PGDP and Strategic Performance Plans of provincial government departments was not limited to assessing the nature and extent of harmony or strategic fit between the two planning levels. In this regard, the evaluation further sought to describe and examine the bases of alignment between departmental and sub-national strategic frameworks. This study, therefore, does not only suggest strategies for addressing identified points and or sources of misalignment between plans, but proceeds to generate a conceptual framework to guide the alignment of lower- and higher-order plans in the South African public sector.

While there are positive findings in respect of how the selected provincial government departments have creatively moved towards incorporating the PGDP targets in their planning and implementation processes, the following sections highlight commonalities across departments, and lean more towards identifying areas that need improvement. Attempts shall be made to weave in good practices, where this exists, when the key findings are discussed.

1. COMMON ALIGNMENT CHALLENGES WITHIN SELECTED PROVINCIAL DEPARTMENTS IN THE EASTERN CAPE

Both the desktop review of plans and reports of selected provincial government departments, as well as the in-depth focus group discussions that followed, have revealed key challenges that all the selected provincial government departments seem to be confronted with as they grapple with the implementation of the PGDP programmes. Some of these challenges were anticipated during the PGDP development process itself with some remedies suggested at the time. However, as the PGDP implementation unfolded, new challenges emerged. The findings of the study are discussed below in terms of the specific themes that emerged.

1.1 Design of the PGDP

One of the findings of the study is that provincial government departments have, during their planning processes, struggled with translating the PGDP priorities and targets into operational plans. The PGDP was designed as a provincial plan, which is not mandatory in terms of the law and yet it is regarded as a strategic framework that should guide socio-economic planning within the Province. Therefore, the PGDP was found to be straddling between being a strategic framework and an implementation plan. A strategic framework provides a broad vision and outcomes that must be achieved based on the analysis trends, per sector, and forecasting these into the future. A strategic framework serves to guide organisations on what their efforts should contribute to, based on a situational analysis that has been conducted. A strategic framework is not confined to the resources at the disposal of an organisation in the exploration of solution to complex issues facing an organisation or a country. However, an implementation plan is at a lower level and

more concerned with outlining in detail the key activities that must be undertaken to achieve the predetermined outcomes, considering the realities of resources available, institutional capacity, time within which results are expected, and the societal pressure and for how long the electorate can be patient of further delays in service delivery. An implementation plan, therefore, is more inclined to delineate responsibilities to various people and components, link activities to resources that are available and set timeframes for the achievement of targets. When the above two responsibilities or intentions are captured in one document, the intentions are not easily understood, the priorities are not clear and responsibility allocation does not come up prominently.

Secondly, the PGDP was found to cover almost everything that provincial government departments were doing at the time of its inception. As such, the PGDP was found to be lacking in providing strategic direction because it failed to select the critical few priorities that the Province would channel resources to for the ten-year period to guide economic growth and social development. Thirdly, the targets set in the PGDP were found to be unrealistic in the context of capability and resources at the disposal of the Province. There was, therefore, no technical basis for determining the targets. A basic assumption that underlay PGDP target setting was that the implementation of the PGDP would include a parallel process of resource mobilisation beyond the parameters of the provincial fiscus, since what the PGDP promised could not be achieved through the single input of government.

The findings of this study point to flaws in the process of developing the PGDP. It can be said that the PGDP was an ambitious plan from a prioritisation point of view and that the targets were set with the assumption that external financial inputs would be forthcoming despite the fact that the provincial government has no control over this. This is an important issue from an alignment point of view since the targets set should correspond with the capacity to deliver. Capacity includes skills, competences, attitudes, finances, and all other enabling factors critical for the success of a programme or project. In planning, baseline studies need to be conducted to determine the current state of affairs and what can be realistically achieved over a specified timeframe, given the resources that are available and those that have been confirmed will be available at a particular stage of

implementation. Targets and indicators are then determined taking due cognisance of the status quo and realistic forecasts of anticipated resources.

1.2 Competing development priorities

The study, furthermore, revealed that attempts by provincial departments to align their plans with the PGDP were met with a myriad of priorities that competed for the limited resources at their disposal. While the PGDP gave direction to provincial government departments on key priorities for each of its six strategic objectives, sector priorities emerged at a national level, with municipalities pointing to other priorities that required the urgent attention of provincial departments. There has not been a 'clearing house' at provincial level for all these priorities. It has been left entirely up to provincial government departments to determine for themselves, for reasons known only to them, why certain programmes needed to be prioritised over others. Those priority programmes would be presented within the administrative clusters for inclusion in what is considered as the *Provincial Integrated Programme of Action*. The challenge of competing development priorities, compounded by the absence of a provincial clearing house, led to disjointed programmes on the ground and, in some instances, duplication of efforts by various national and provincial government departments.

It transpired during the study that the different planning cycles of the provincial and local government spheres also posed a challenge to priority setting, as new priorities and foci would emerge from each political process. Another factor that was registered as constraining prioritisation in planning was the change of political office bearers within provincial government departments. It appeared that the new political office bearers would arrive with their own focus areas for their particular term of office. Administrators would naturally succumb to such pressures despite the negative implications of this 'short-termism' for the medium- and long-term development agenda of the province.

The matter of competing priorities is, once again, a design matter in planning. A ten-year strategic framework or implementation plan within a Province is a product of wide consultation, policy analysis and rigorous research. Such a strategic framework

or implementation plan should be clear on a limited set of priorities that the province and its stakeholders have agreed on for the specified period. A strategic framework strategy and or implementation plan would then be adjusted during review processes to address new issues that have emerged to assess whether such issues warrant urgent attention or whether they can be deferred for the next planning cycle. If the strategy is still sufficient to achieve the predetermined outcome, there is no need to review the strategy. A provincial government, working within its constitutional powers of determining resource allocation in a Province, has the liberty to identify and sequence activities to achieve the nationally-determined development outcomes. Some measure of certainty needs to be introduced within the provincial planning environment and this will emerge when a Province moves from the compliance mode which assumes that for a Province to realise the set national development outcomes, it needs to replicate all national processes. National government provides guidelines to provinces who, with due regard to their particular contexts, should determine what is workable at any point in time.

1.3 Resourcing of PGDP programmes and priorities

For each of the six strategic goals of the PGDP, flagship programmes with clear milestones and targets were endorsed by the Executive Council for the MTEF Period 2004-2007. Lessons learnt from the implementation of these programmes were to inform the comprehensive roll-out of the PGDP. The study has revealed, however, that the lack of adequate funding and technical resources had acted against the progress that could have been made on various PGDP targets.

While the matter of competing priorities was cited earlier on as a hindrance to the realisation of PGDP targets, it must be emphasised that activities emanating from the PGDP were found not to be matching available resources within provincial government departments. This challenge has two dimensions. Firstly, the Eastern Cape is one of the historically underdeveloped areas within the national geographical context, with huge backlogs in various sectors needing attention prior to addressing new service needs that are keeping pace with population growth. For instance, the Department of Human Settlements would require almost R57 billion to clear the housing backlog of almost 750 000 required houses. At the time of finalising this

study, this department had an annual budget of R1,5 billion, 75 per cent of which was allocated to houses that will be completed by the end of a financial year. An average annual output of this department is 16 000 houses. At this rate, even if the conditional grant funding levels were increased, the institutional capacity to deliver would remain a challenge affecting the spending of the appropriated grant funding. Capacity in this instance relates to the availability of skills within the department at provincial and municipal, as well as the number of competent construction service providers within the provincial economy who are able to absorb the grant funding for the purposes of programme implementation. The lack of programme implementation capacity in the Department of Human Settlements is just one example of the challenges confronting PGDP programmes in provincial government departments that participated in the study.

The mobilisation of external resources to support PGDP implementation, which was found to have been both disjointed and inadequate, is a resourcing matter that requires attention in future planning processes in the Province. Despite the global economic recession that is cited by other PGDP assessment reports as having contributed to the under-performance in some PGDP targets, the study has revealed two issues that need to be attended to, namely, that target setting should correspond with capacity enhancement outcomes and where targets are to be achieved through financial input of other organisations, there should be a clear and coherent plan for achieving them.

1.4 Spatial targeting of development interventions

The study confirmed the apparent challenge of a lack of spatial decisions to drive economic growth and social development within the Province. While the PGDP noted, during its inception, the critical importance of spatial referencing of development interventions by all actors in a municipal space, very little progress had taken place in that regard. In fact, the choice of spaces was entirely left to provincial departments and municipalities in the absence of both a *Provincial Spatial Development Framework* and *Spatial Development Frameworks* of municipalities. Planning capacity for both the Province and municipalities was cited as a reason for the absence of these critical planning platforms.

A further challenge with spatial targeting of development efforts has been the absence of clear choices that are made about geographic locations where public funds should be channelled. It has been left up to the provincial government departments, the municipalities, the private sector, and even the non-governmental organisations to decide on areas they intend to prioritise. This remained the situation even after provincial studies that pointed out that eleven poorest municipalities in the Province needed development interventions. In fact, this study revealed that a number of provincial government departments were handicapped by external capacity challenges, in their attempts to re-orient public funds to the areas of greatest need. While it is a known fact that the Eastern part of the Province is the most under-developed and under-serviced, and where more than 50 per cent of the provincial population resides, service delivery efforts continued to be concentrated in the Western part of the Province. A closer examination of this planning disjuncture further revealed that this situation was perpetuated by weak local government and civil society organs in the Eastern part of the Province. Pressure within the provincial departments to speed up spending of the nationally-allocated conditional grants for various programmes, resulted in continued higher proportions of resource allocation to municipalities and external organisations located in the Western part of the Province. Of course, there are some departments (that must be commended) that made attempts to tilt the balance of forces, through ensuring that absorptive capacity is created in the Eastern part of the province within the context of the role of a developmental state. Such attempts can be found, in the main, in infrastructure departments that have gone out of their way to establish components and desks within their departments that provide support to Small, Medium, and Micro-Enterprises. Some of these departments also have mentorships, incubators, as well as training programmes including bridging financial support for small enterprises working within their sectors to build capacity in the most impoverished areas within the Province.

1.5 Institutionalisation of planning for development management

One positive development of note is that all the provincial government departments that participated in the study had managers appointed for the purposes of strategic

planning facilitation. Organograms of departments provided for some planning units indicated that these managers varied in post establishments and levels across departments. It must be mentioned though that the strategic planning functions were not necessarily prioritised because the province has a PGDP to be implemented. The study revealed that this was the case because government departments are expected through the *Public Finance Management Act, 1999*, the *Public Service Act, 1994*, and their concomitant regulations to maintain a set of mandatory plans that are used by Parliament and provincial legislatures to pass budgets for departments and to serve as a basis for future parliamentary oversight over departmental work. As such, the strategic planning components of departments were found to be more inclined towards the Provincial Treasury requirements than the provincial planning mandates led by the Office of the Premier.

Further to the above, there are other planning functions such as infrastructure, development, spatial, and municipal planning support that can be found in some departments. These components were also created to serve specific legislated functions drawn from sector policies. This has created a challenge in terms of disjointed planning capacities within provincial departments themselves, and across departments. Duplication of efforts and under-utilisation of existing capacity was found to be affecting planning within departments.

It was not only the planning function within the selected provincial government departments that was found to be disjointed, but also the planning support provided to municipalities. Provincial government departments continued to provide sector-based planning support to municipalities. This was found to be of great concern to the municipalities and the Department of Local Government and Traditional Affairs which were entrusted with the responsibility to ensure administrative coherence within municipalities.

The planning function within provincial government departments was found to be lacking in critical competencies for driving planning from a development management perspective that the PGDP envisaged (including the emerging national long-term strategic planning).

1.6 Monitoring and evaluation

It must be noted at this stage that the provincial departments have progressed with respect to establishing monitoring and evaluation (M&E) units, as a consequence of the initiative of the Planning Coordination and Monitoring Unit within the Office of the Premier. These M&E units were established from 2006, even before the national *Government-Wide Monitoring and Evaluation Framework* was released, including the current national move to strengthen monitoring and evaluation capacity in order to track performance of sectors on nationally-determined outcomes.

What the study has noted as a limitation is the fact that the M&E units were found to be more focused on compiling compliance reports. It was not clear how those reports facilitated the tracking of the achievement of PGDP outcomes. It transpired, however, that M&E units were being utilised for Treasury non-financial reporting, and to facilitate reports to provincial clusters on programmes that provincial departments submitted to form part of the Cluster Consolidated Programme of Action. At the time of directly engaging departments as part of this study, reporting on PGDP programmes had been substituted by the requirement that provincial government departments are expected to report only on the eight provincial priorities that are encapsulated in the 2009-2014 *Provincial Medium Term Strategic Framework*. This revelation pointed to some kind of a shift in provincial priorities, from the PGDP: 2004-2014 to the Medium Term Strategic Framework for 2009-2014. As such, monitoring and evaluation processes followed suit.

How the shift in policy and planning priorities has been managed in the Province is an issue that this research investigated. The study could not identify a conscious decision having been made to the effect that the PGDP was no longer a guiding framework for economic growth and development in the Province. However, from 2009 there was no longer a reporting requirement from provincial departments in respect of the PGDP, as had been the case in previous years. The provincial administration shifted to the planning regime (national outcomes) spearheaded by the Presidency. In fact, some study participants even doubted the relevance of the findings of the study, and whether its recommendations would still add value since their perception was that the PGDP had ceased to function as the overarching

provincial strategic planning framework. Interestingly, provincial reports towards the end of the 2004-2009 term of government, disputed that the PGDP had been replaced by some other plan. The reports noted that the overall thrust of the PGDP was still relevant and was in congruence with the eight priorities of the Province for 2009-2014 as outlined in the Eastern Cape Medium Term Strategic Framework.

With the latter point in mind, the next section briefly analyses the results that relate to the coordinating centre that should be guiding planning processes in the Province, including the alignment of departmental plans with the Provincial Growth and Development Plan: 2004-2014.

2 THE ROLE OF THE COORDINATING CENTRE

It is important to note that the PGDP formulation process was led by the Eastern Cape Socio-Economic Consultative Council (ECSECC) and the monitoring and evaluation framework of the PGDP noted the need for greater collaboration between the Office of the Premier (through its PCMU), the Department of Housing, Local Government and Traditional Affairs, and the Provincial Treasury during the implementation of the PGDP. The alignment evaluation findings across the selected eight provincial government departments raised important questions about the leadership and coordination of the PGDP in the Province. These questions were posed to all the relevant provincial government departments which were conceived as central to PGDP coordination and, as a result, the following coordination shortcomings were cited:

- The competing national, sector and local government priorities that were not filtered at the centre to inform planning within provincial departments and their public entities.
- The static PGDP, which was never reviewed to take account of changed social, economic and political conditions within the Province, including shifts in policy priorities across sectors at the national government sphere.
- The inadequate communication, marketing and awareness in respect of the PGDP for new employees and to mobilise various stakeholders around its implementation.

- The lack of ownership of the PGDP during changes in political leadership.
- The insufficient coordination of private sector investment and donor support in respect of targeted high-impact PGDP programmes.
- The lack of monitoring, evaluation and reporting to track implementation progress.

The study revealed that collaboration between the three coordinating departments (including ECSECC) was limited and fraught with its own challenges. It transpired during engagements with these departments that there was no organic and structured engagement between them. This was attributed to leadership tensions, arising from opinions that were said to have differed at some point. Limitations arising from the legislative framework were also cited. For instance, it was suggested that the Office of the Premier did not have much power to elicit cooperation from provincial departments as both the Director-General of the Province and Heads of Departments were viewed in the same light as Accounting Officers of their departments. As such, the Provincial DG can only guide and advise the HoDs of other provincial government departments. Further to this, the Provincial Treasury was found to be constrained by directives from National Treasury regarding which sectors provincial resources should be channelled to. This was found to be limiting the Provincial Treasury in exercising its allocative efficiency function in the allocation of resources to provincial departments.

It must be mentioned that even though these departments were expected to join hands and coordinate other provincial government departments, they were confronted, equally, with similar capacity challenges in fulfilling this role. This is particularly crucial for the Department of Housing, Local Government and Traditional Affairs that has a support and oversight responsibility over a weak local government in the Province.

With regards to the Office of the Premier, the study revealed that the PCMU that was established to drive PGDP implementation in the Province had since been restructured and renamed as Policy and Governance Branch. However, provincial planning, monitoring and evaluation functions were still located within this new

Branch. On close examination of this restructuring that commenced in 2007, it emerged that this was in line with national processes of standardising Premiers' Offices across the country and that a new Budget Structure that was approved by National Treasury in 2008 had emerged, and all provinces were beginning to align their organisational structures. In the same vein, the Department of Housing, Local Government and Traditional Affairs had since been separated into two departments and the Department of Housing was no longer regarded as forming part of the provincial coordinating centre. The Department of Housing had since 2008 been renamed nationally and in all provinces as the Department of Human Settlements.

It must be emphasised that the study revealed that the Office of the Premier and the Department of Local Government and Traditional Affairs were working closely on matters of planning support to municipalities and intergovernmental relations. However, the same level of commitment and cooperation in respect of facilitating horizontal alignment of plans within the Province was not evident although these departments understood the latter function to be their key responsibility.

On closer examination of the coordinating centre that is comprised of three separate departments plus one public entity, it was found that there existed no common appreciation of what the coordination responsibility requires of these departments. The study could not find evidence of tools being in place to facilitate alignment across departments. In this respect, the alignment function was limited to the consolidation of plans of departments into a provincial action plan through the cluster system. Furthermore, focus was on IDPs of municipalities and the participation of provincial departments was noted as lacking. Coordination also focused on ensuring functional IGR structures across municipalities..

The study, also, revealed that the coordination of certain macro-policies had been delegated to provincial government departments. These include:

- The Provincial Crime Prevention Strategy.
- The Poverty Reduction Strategy.
- The Industrial Development Strategy.
- The Rural Development and Agrarian Reform Strategy.

- The Expanded Public Works Programme.

While delegating the coordination responsibility to provincial government line departments is not problematic, the risk identified was that there was no clear interface between the Office of the Premier and the relevant provincial government departments, around the implementation of these delegated macro-strategies.

It can be concluded, therefore, that the missing link of coordination in provincial planning, does exist and is a matter that requires the immediate attention of decision-makers within the Province. The Province lacks a coherent centre to drive medium- to long-term planning and implementation by filtering development priorities and advising provincial departments on strategic implementation, through the Executive Council, based on ongoing research and policy analysis.

To have a well-capacitated Central Planning Unit within the Province would be a move in the right direction. However, for the unit to succeed in its task, it should have a clear purpose. A key task of such a unit would be to facilitate the integration of development priorities in departmental plans and programmes, thereby steering policy implementation and influencing resource allocation. For this unit to fulfil this role meaningfully, it would need a tool or a comprehensive conceptual framework to drive strategic alignment from both a horizontal and vertical perspective. The next section presents the proposed tool to drive strategic planning alignment in the South African public sector. This tool has been informed by a combination of an in-depth literature study and a careful analysis of the findings emerging from this study.

3 STRATEGIC PLANNING ALIGNMENT MODEL

Chapter Five of this study provided a critical review of the alignment concept, and leading theories in strategic alignment discourse were analysed in relation to private and public sector practice. Key conclusions that have been drawn, on the basis of this analysis, include the following:

- Alignment in the private sector focuses primarily on ongoing attempts to align business and IT strategies.

- Alignment studies either measure the outcome of alignment interventions or the process by which alignment of policies and programmes unfolds within, between and across organisations.
- Process alignment is dynamic.
- Attempts to facilitate and measure alignment within organisations should consider both the strategic and operational environments of an organisation.
- If a strategy is viewed as an unfolding pattern in the stream of decisions, both planned and unplanned, then strategic alignment can be viewed as:
 - A process in which decisions are continually integrated into a mutually reinforcing pattern; and
 - A formulation of sets of decisions at periodic intervals.
- Strategic alignment is a recurring issue to be managed rather than a problem to be solved or decision to be made at a particular point in time.

Previous studies conducted within the Eastern Cape aimed at evaluating the alignment of strategic performance plans of provincial government departments to the PGDP recorded a high level of strategic alignment of plans with a low operational alignment. It can be argued at this stage that this finding relates to the extent to which departmental plans articulated the PGDP's goals and targets, that is, whether departmental strategies (as expressed in strategic goals) adequately expressed the intended PGDP outcomes. While policy articulation for implementation is commended, it is not adequate to make an accurate judgment on the level of strategic alignment and whether sound government policies will ultimately be implemented.

Strategic alignment, as revealed by this study should, over and above the articulation of policy, provide concrete answers to precise questions, such as:

- Whether the department has consciously planned to exploit its internal strengths, address existing weaknesses, and achieve a goodness-of-fit among its efforts and those of other role-players – **strategic sufficiency**.
- Whether the plan of the department covers all necessary planning issues – **strategic comprehensiveness**.

- Whether the plan of the department makes sufficient sense to its employees and stakeholders to ensure that the plan can be implemented without a lot of guesswork – **strategic comprehensibility**.
- Whether coordination steps have been identified and agreed-upon within and beyond the department to ensure effective implementation of the plan – **solid strategic joints**.
- Whether goals, objectives and targets can be attached to specific offices, individuals and organisations who clearly understand their contributory roles relative to the plan's defined outcomes – **strategic traceability**.

In the same vein, previous studies assessing progress made in the implementation of the PGDP have tended to reduce operational alignment to whether departments' plans were well-costed and whether targets corresponded with outcomes. While it is understood that these studies were leaning more towards *ex-ante* evaluation theories, their evaluation framework is found by this study to be inadequate to pass a judgment on the degree of operational alignment of departmental plans to the PGDP. In this respect, this study revealed that the operational alignment evaluation framework should furthermore raise questions of whether:

- Policies, processes, structures and systems have been adjusted to meet the requirements of new development priorities – **institutional alignment**.
- Set targets correlate with the existing funding levels and whether strategies to mobilise additional funding sources have been formulated in cases where existing funding is inadequate – **fiscal alignment**.
- Tasks to be performed to realise set targets correspond with existing skills within the department, including capacity to be sourced from other state agencies and the private sector; and whether external capacity shall be availed at an appropriate time, expected volume and acceptable quality to ensure attainment of targets - **capability alignment**.
- Spatial choices of the department have been tested in respect of spatial interests, norms and standards of other sectors and organisations whose contributory roles are important for the achievement of set outcomes, and whether the spatial choices made are in sync with the spatial development

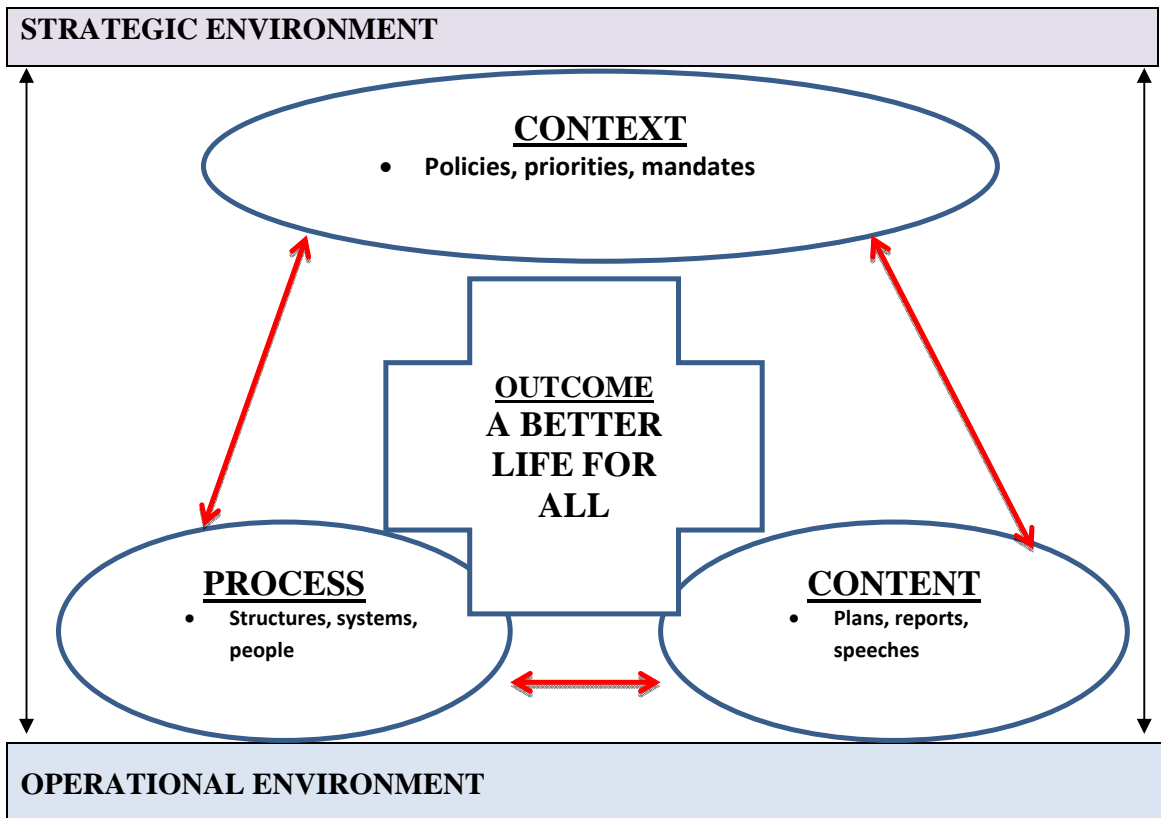
priorities of an area where the proposed development will take place – **spatial alignment**.

The bases of alignment and sources of misalignment cited above can, in the final analysis be looked at from the perspective of Alignment Mechanisms. This perspective asserts that any attempt to measure alignment phenomena should:

- Take the relevant organisation and its '**context**' into account.
- Consider the '**content**' of decisions being aligned.
- Examine the '**process**' during which alignment unfolds.

The analysis of various strategic management and public policy theories in relation to the key findings of this study has yielded a conceptual model which practitioners and policy-makers should consider in the management of processes aimed at ensuring effective implementation of government policies. This model has been suggested as a Strategic Planning Alignment Model for the Public Sector, and is presented in Figure 23 below.

Figure 23: Strategic Planning Alignment Model for the Public Sector



(Source: Mbanga, 2011)

At the centre of the Model is a typical example of an outcome that governmental institutions would seek to achieve. At the top of the 'outcome' is a circle in which a set of external environmental factors that inform and influence plans and programmes of an organisation are located. On the bottom left is a circle that provides for the systems and processes that an organization will create to realise the outcome, informed by policies and mandates that sit in the 'context circle.' On the bottom right is a circle that provides for organisational plans and policies that are aimed at outlining that which an institution will do to realise the set outcome, at the centre. The three focus areas of context, content and process are located within strategic and operational environments that influence each other. It is important to note that the context, content and process channels constantly influence each other. Public managers should always be kept abreast of developments in any of the channels to ensure the achievement of set outcomes. Equally important to note is that decisions taken in the content channel may require adjustments in the process channel, and vice versa.

While the Strategic Planning Alignment Model yields some answers to key alignment challenges facing provincial government departments, in particular with respect to how the process of ensuring that departmental plans take care of national and local government priorities, there are specific issues that require the attention of the provincial government. These issues are captured as recommendations in the next section.

4 KEY RECOMMENDATIONS

The recommendations that are presented in this section do not seek to respond to all risks and challenges identified in this study. Firstly, the Strategic Planning Alignment Model that has been analysed in the preceding section seeks to take care of technical planning anomalies revealed through this study, including how such anomalies should be assessed in future to ensure that the solutions provided address real problems. Secondly, in the presentation of common alignment challenges earlier on in this Chapter, some suggestions on how misalignment challenges can be addressed were provided. The recommendations hereunder will not seek to repeat what has been discussed previously but to rather focus on the critical issues that need urgent attention to enhance strategic alignment in the Eastern Cape Province.

4.1 Centralised planning through the establishment of a Provincial Planning Commission

The existing gap with respect to macro-planning and strategy development in the Province requires the establishment of an entity above provincial departments, capacitated with adequate authority and skills to direct policy implementation across sectors. This entity should serve as a “clearing house” of development priorities, including facilitating spatial choices on the basis of predetermined spatial development priorities. Appendix 11 provides for a detailed proposal on the key responsibilities of the proposed Provincial Planning Commission, including suggested institutional arrangements.

4.2 Creation of a Policy and Planning Development Institute within one of the higher education institutions in the Province

A Policy and Planning Development Institute or Academy should be championed by one of the higher education institutions located in the Province. This Institute would form the hub of relevant high-level policy analysis and development planning skills that could be channelled to various areas of the public sector in the Province that require them the most. This Institute would facilitate the cross-pollination of ideas, knowledge sharing, and facilitate the generation of medium- to long-term policy options for the public sector, based on ongoing and sector-focused research.

4.3 Public Sector Strategic Planning Short Learning Programme

In the short- to medium-term, either the Fort Hare Institute of Government or one of the higher education institutions located within the Province should develop and offer a Strategic Planning Short Learning Programme for public sector leaders and officials in the Province within the provincial and local spheres of government. This Programme should draw its content from some of the matters raised in this study and be funded through the Skills Levy Fund of provincial departments. Presenters of this programme should be experts in public sector strategic planning, locally and internationally.

4.4 Updating and adjusting the PGDP

There is an urgent need for the initiation of a review process of the PGDP under the leadership of ECSECC. The review process will serve *inter alia* to assess the relevance of the PGDP within the outcomes-based approach that has been adopted at the national government sphere. The process of updating the PGDP should also be used for stakeholder mobilisation in the suggested Provincial Planning Commission and, in particular, on the need to develop a longer-term strategic development plan for the Province.

To initiate the review process, ECSECC may need to convene a strategic planning seminar with a few experts who could make presentations regarding suggested directions for the review process.

4.5 Rationalisation and restructuring of planning and other functions within provincial government departments

The study pointed to internal alignment challenges within provincial government departments themselves. Divisions, components, or business units within departments were reported as working in silos and that there was poor integration of efforts within departments. What the study revealed was that problems of intra-departmental misalignment arose from fragmented planning functions within departments. It was found that, within a department, it is possible for different centres of planning to co-exist, which are expected to collaborate and cooperate with each other, yet there did not seem to be a clear justification for these competencies continued to be structurally uncoordinated. An observation made was that this came about as a consequence of the ongoing retention of old functions or programmes even after new priorities had necessitated the creation of new programmes. This was found to be seated in the incremental management of work re-organisation within provincial departments due to the fear of engaging in radical restructuring of departments that would have labour relations implications. This matter relates to the public sector transformation strategic goal of the PGDP, where no real progress has been recorded.

5 POSSIBLE DIRECTIONS FOR FURTHER RESEARCH

The study will make a valuable contribution to the current processes within the country aimed at refocusing planning to achieve high-priority development outcomes. Planning processes within provincial government departments are expected to ensure greater alignment with these nationally determined outputs and outcomes. However, at the time of completing the study, it was not clear what mechanisms are in place or are offered to provincial government departments on how best to align with the national vision. In fact, one of the shortcomings of the *National Strategic*

Planning Green Paper has been a lack of analysis of the status of planning in the country, including reflections on why the outcomes identified through PGDSs have not been realised. This study has attempted to fill this gap by providing a deeper analysis of the situation as it pertains to the Eastern Cape and providing suggested solutions on how strategic misalignment should be addressed in the short, medium and long-term.

Alignment in Public Sector strategic planning is not a problem that is peculiar to the Eastern Cape or South Africa alone. It is a problem confronting many developing nations globally, and which, even, the so-called developed countries are responding to it through different means. There is no one-size fits-all solution. In fact, alignment by its nature is a recurring issue to be addressed on a continuous basis to ensure that operations and strategies are synchronised.

The conceptual model presented at the end of this study seeks to create some measure of certainty within the planning environment with regards to the alignment challenge, and to suggest how best to address it. It is the view of the author that it is in the appreciation of the whole that appropriate solutions to problems are found. The Strategic Planning Alignment Model offered in this study provides the bigger picture to planners and policy analysts working in the public sector. However, this study has revealed gaps that require attention through further research. The gaps, falling outside the scope of this study yet requiring further research, include the following:

- Investigation of an appropriate funding model for the design and implementation of integrated service delivery programmes in the public sector. This study should provide a performance management toolkit that draws on sound governance principles.
- Generation of an evaluation framework for vertical alignment of development priorities within an intergovernmental system of planning, emphasising local government as a locus of development planning and implementation.
- Distilling the place of province-wide or regional-scale planning within a system of intergovernmental planning, which emphasises the decentralised management of development programmes and in which sectors and municipalities are empowered through legislation to manage programmes.

- Designing a risk management framework that supports multi-sector longer-term planning, in which targets set are based on historical data and assumptions of future development scenarios. This risk management framework will serve as a guide for the longer-term planning envisaged in South Africa, such as Vision 2030.

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APPENDICES

Appendix 1:

Focus Group Discussion Guidelines

FOCUS GROUP DISCUSSION GUIDELINES

RESEARCH TOPIC

An evaluation of the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014

RESEARCHER

Sjekula Mbanga

(PhD Candidate: Nelson Mandela Metropolitan University)

TARGETED AUDIENCE:

Strategic Planners, Development Planners, IDP Managers, Monitoring and Evaluation Practitioners, Programme Managers, Sub-programme Managers, Managers Responsible for Transversal Programmes, PGDP Project Champions

(January 2010)

Introductory Remarks

1. This study is aimed at evaluating the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014. Based on key findings of the study and drawing from theory and international lessons, the study further proposes suggestions for improvement.
2. The likely total time to be taken in each group discussion will be a minimum of one and a half hours to a maximum of two hours.
3. The focus group discussion is for research purposes only and the information provided will be treated confidentially.
4. The conversation will be recorded in both print and with the support of audio-visual aids.
5. No public official will be penalised in any manner for failing to participate in the discussion. However, a strong appeal is made to the relevant and targeted officials in selected departments to voluntarily participate and thereby contribute to the endeavour of improving the manner in which services are provided to the people of the Eastern Cape.
6. Thanking you for your willingness to participate in this study.

Briefly about the Researcher:

Sjekula Mbang, affectionately known as 'Sj', is a Chief Director responsible for Policy, Development Planning, Research, Capacity Building and Municipal Support in the Eastern Cape Department of Human Settlements. He possesses wide experience in the public sector in areas of human resources management, supply chain management, financial management, strategic and development planning, policy development and analysis, applied research, monitoring and evaluation and capacity building. He holds a Masters degree, obtained cum laude, from the Nelson Mandela Metropolitan University, specializing in Public Policy and Development Planning. Sj is currently pursuing a research-based PhD degree with the same institution. Sjekula has, in the course of his research, as part of his professional work, been privileged to be part of a brief Exploratory Mission to the Province of Ontario, in Canada, hosted by the Niagara College for Applied Arts and Technology, which visit, amongst other things, focused on search of best-practices in the mainstreaming of needs and interests of vulnerable groups in government programmes.

Session A: Opening remarks

1. Self-introductions

All participants introduce themselves. The positions they hold at work are disclosed, including the components they are attached to. The Researcher outlines the process to be followed in the Conversation, including such matters relating to research ethics.

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2. Purpose of and Methodology of the Study

The Researcher shares with the participants the purpose of and background to the study and the research methodology that is being followed.

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Session B: The Conceptual Framework

3. A presentation and leading a brief discussion of the Planning Alignment Model is done by the Researcher

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4. A presentation and leading a brief discussion of PGDP Goals, Targets and Flagship Programmes and their Implication for the Department

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Session C: The Implementation Design

It has been noted elsewhere in the literature that alignment is not an event but a process of ongoing organisational change. Organisational policies, processes and strategies require ongoing adjustment to achieve set policy outcomes.

5. Policy and Programme (Institutional) alignment

- What are the goals that the Department has set to achieve the PGDP priorities?
- For each goal, what targets has the Department set?
- What monitoring and evaluation mechanisms has the Department established to track performance in each goal?
- What changes in Organisational Structure, value system, policies and procedures have and are being introduced in the Department to give effect to programmes supporting PGDP goals?

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6. Spatial alignment

- What projects is the Department implementing and planning to implement to achieve the set targets?

- Where are these project located, geographically?
- What has informed the selection of those implementation sites?
- What other government departments, including civil society organisations, are key to the achievement of project outcomes?
- What is the nature and extent of involvement of those organisations in these projects?
- What operational mechanisms and strategies is the Department employing to ensure that the selected projects are implemented in areas where they will make greater impact on PGDP outcomes?

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7. Fiscal alignment

- Is there any funding, and how much, that is set aside to implement the projects that support PGDP goals?
- Are the set targets realistic in the context of available resources and timeframes?

- Are there any other funding sources that the Department is or can leverage upon to achieve its targets?
- What institutional arrangements are in place aimed at ensuring that the Department has to access such external resources?

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8. Capability alignment

- Generally, would you say that the Department is appropriately poised to execute the activities required in each programme it has adopted in support of PGDP targets?
- What are the key competences that are required to implement the departmental projects supporting PGDP goals?
- What other options has or is the Department considering to enhance its capability to achieve the set targets?
- Do you foresee any need to adjust the delivery timeframes of some of the set targets as a consequence of the existing capability gap?

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9. Key challenges and constraints

- What would you say are the three key issues stifling or hampering the ability of the Department to realize its goals and targets that relate to the PGDP?

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10. Some of the remedial actions pursued and planned to mitigate constraints

- What interventions are being pursued and planned to address the challenges confronting the Department with regards to successfully contributing to the PGDP goals and targets?

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Session D: Conclusions and General comments

It is acknowledged, at this point, that you might be having some important comments to make either about this study or the issues facing this department or the Eastern Cape Provincial administration at large with respect to alignment in planning, including the achievement of PGDP targets.

- What are your general conclusions on the extent to which government departments' plans and programmes are giving effect to macro-policies and long-term plans of the Province?
- Generally, which good practices in provincial planning regime should be kept and expanded?
- Generally, which bad practices, you have observed thus far, that should be discarded?
- What lessons from planning approaches followed elsewhere, you believe, should be considered for improvement purposes within the Province?
- What would you say are the three key and urgent tasks lying ahead for the proposed Provincial Planning Commission?

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“ Once again, thank you for devoting your time to participate in this conversation ”

Contact Details for Post-Study Professional Guidance:

Sjekula Mbanga,

Cell: 079 525 5461 / 072 967 4093,

Fax2Mail: 086 602 2170

Email: sjekula@webmail.co.za

Appendix 2:

Alignment Evaluation Matrix

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	XYZ
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	To maintain an economic growth rate of between 5% and 8%	Massive Food Programme				
	Agrarian transformation and strengthening of household food security	To halve the unemployment rate by 2014	Siyazondla Homestead Food Production Programme				
	Consolidation, development and diversification of the manufacturing base and tourism potential	To reduce by between 60% and 80% the number of households living below the poverty line by 2014	Comprehensive Nutrition Programme				

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Infrastructure development	To reduce by between 60% and 80% the proportion of people suffering from hunger by 2014	Integrated Agricultural Infrastructure Programme				
	Human resource development	To ensure universal primary education by 2014, with all children proceeding to the first exit point in a secondary education	Expanded Public Works Programme - Infrastructure				
	Public sector and institutional transformation	To improve the literacy rate in the Province by 50% by 2014	Water and Sanitation Programme				
		To eliminate gender disparity in education and employment by 2014	Housing Programme				
		To halt and begin to reverse the spread of HIV/Aids by 2014	Comprehensive HIV/AIDS and TB Programme				
		To halt and begin to reverse the spread of tuberculosis by 2014	Victim Empowerment Programme				
		To provide clean water to all in the Province by 2014	Improved Service Delivery in Health, Education, Social Development				

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			and Public Works				
		To reduce by two-thirds the under-five mortality rate by 2014	Local Government Capacity Building Programme				
		To reduce by three-quarters the maternal mortality rate by 2014	Strengthening the Centre of Government to drive PGDP implementation				
		To eliminate sanitation problems by 2014	Strategic Infrastructure Programme				
			Automotive Industry Development Programme				
			Industrial Support Programme				
			Enterprise Development Finance Programme				
			Agro-Processing Support Programme				
			Tourism Programme				
			Timber Industries Development Programme				
			2010 Cultural Industries Programme				
			Information and Communications Technology Programme				
			Scarce Skills for the Public Sector Programme				
			FET				

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			Transformation Programme				
			Adult Basic Education and Training Programme				
			Early Childhood Development Programme				
			Comprehensive Human Resources Development Programme				
			Provincial Learnership Programme				
Context Linkages							
Process Linkages							
General Observations							

Appendix 3:

Individual Interview Protocol

INDIVIDUAL INTERVIEW PROTOCOL

RESEARCH TOPIC

An evaluation of the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014

RESEARCHER

Sjekula Mbanga

(PhD Candidate: Nelson Mandela Metropolitan University)

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11. No public official will be penalised in any manner for failing to participate in individual in-depth interviews. However, a strong appeal is made to the relevant and targeted officials in selected departments to voluntarily participate and thereby contribute to the endeavour of improving the manner in which services are provided to the people of the Eastern Cape.
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has, in the course of his research, as part of his professional work, been privileged to be part of a brief Exploratory Mission to the Province of Ontario, in Canada, hosted by the Niagara College for Applied Arts and Technology, which visit, amongst other things, focused on search of best-practices in the mainstreaming of needs and interests of vulnerable groups in government programmes.

Session A: Opening remarks

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12. Purpose of and Methodology of the Study

The Researcher shares with the interviewee the purpose and background of the study and the research methodology that has been followed.

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Session B: The Conceptual Framework

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Session C: The Implementation Design

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- Generally, would you say that the Department is appropriately poised to execute the activities required in each programme it has adopted in support of PGDP targets?
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Session D: Conclusions and General comments

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- What are your general conclusions on the extent to which government departments' plans and programmes are giving effect to macro-policies and long-term plans of the Province?
- Generally, which good practices in provincial planning regime should be kept and expanded?
- Generally, which bad practices, you have observed thus far, that should be discarded?
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“Once again, thank you for devoting your time to participate in this conversation ”

Contact Details for Post-Study Professional Guidance:

Sjekula Mbanga,

Cell: 079 525 5461 / 072 967 4093,

Fax2Mail: 086 602 2170

Email: sjekula@webmail.co.za

Appendix 4:

Researcher Introductory Letter



• PO Box 77000 • Nelson Mandela Metropolitan University
• Port Elizabeth • 6031 • South Africa • www.nmmu.ac.za

Summerstrand South

Centre for Planning and Institutional Development

Tel. +27 (0)41 5044511 Fax. +27 (0)41 5042333

Heather.Nel@nmmu.ac.za

12 March 2007

Contact person: Prof Heather Nel

TO: DIRECTOR-GENERAL
DEPUTY DIRECTORS GENERAL
SUPERINTENDENT-GENERALS
HEADS OF DEPARTMENTS
PROVINCE OF THE EASTERN CAPE

Dear Sir / Madam

REQUEST FOR SUPPORT AND PARTICIPATION IN A DOCTORAL STUDY

The Nelson Mandela Metropolitan University has pleasure of introducing to you its registered Doctoral Candidate (Public Administration and Management), **Mr Sjekula Mbanga**, Student No: 204009278, who is currently undertaking research within selected Eastern Cape provincial departments, focusing on the following topic:

“An evaluation of the nature and extent of alignment between the strategic performance plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan: 2004-2014.”

It would be highly appreciated if your organisation can provide Mr Mbanga with all the necessary support at this critical stage of his research. We would also like to guarantee that the results and recommendations to emanate out of this study will greatly benefit your institution, the Provincial Government and the Public Service at large, given the depth and breadth of Mr Mbanga's exploration of the subject area. Needless to say, your office shall be furnished with the findings of the study at the end of the research project.

Thanking you in anticipation of your assistance in the above regard.

Yours faithfully

.....

Prof H.J. Nel & Dr K. Raga
DOCTORAL STUDY PROMOTERS

Appendix 5:

Research Memorandum to Heads of Departments

RESEARCH MEMORANDUM

TO	ALL SUPERINTENDENT-GENERALS SUPERINTENDENT-GENERAL AND HEAD OF TREASURY ALL HEADS OF DEPARTMENTS
COPY	PROVINCIAL DIRECTOR-GENERAL, DR S. MUTHWA DEPUTY-DIRECTOR GENERAL, MR C. MOTSILILI HEADS OF STRATEGIC MANAGEMENT UNITS, HEAD OF ECSECC, MR A. MURRAY MUNICIPAL MANAGERS & TSG MEMBERS PGDP FLAGSHIP PROGRAMME MANAGERS
FROM	S. MBANGA, (NMMU PhD CANDIDATE)
SUBJECT	DEPARTMENTAL MINI-WORKSHOPS ON ALIGNMENT IN STRATEGIC PLANNING FOR EFFECTIVE MACRO-POLICY IMPLEMENTATION
DATE	25 JANUARY 2010

Dear Colleague

This memo is intended to make a special appeal to departments to support the field study that I have commenced from December 2009 to March 2010, as part of the PhD research focusing on: *“Alignment between Strategic Performance Plans of selected Eastern Cape provincial government departments with the Provincial Growth and Development Plan 2004-2014.”*

Of note in the sample design is that provincial departments have been selected from the four Clusters in the Province, with targeted informants being strategic planners, development planners, infrastructure planners, monitoring and evaluation practitioners, operational managers of transversal programmes within departments, PGDP flagship programme managers (HIPPs) and regional / district managers.

In view of the focus of the study, a qualitative methodological approach has been followed, with data collection instruments being content analysis of departmental plans and strategy documents, focus-

group discussions and individual interviews with selected officials. A non-probability purposive sampling technique has been applied.

The study was introduced through formal submissions to Offices of Heads of Departments and Heads of Strategic Management Units through an introductory letter from Study Promoters at the Nelson Mandela Metropolitan University i.e Prof Heather Nel and Dr Kishore Raga.

Due to the volume of work that must be done on the field, and some activities having to happen simultaneously I had no option but to recruit two Private Research Assistants / Trainees, **Mr Sibusiso Hlalu**, a Walter Sisulu University Public Management post-graduate student, and **Mr Lindile Mbaba**, a University of Western Cape post-graduate in Geography. These Research Assistants Trainees are working closely with strategic planning units of selected government departments in organising the focus-group discussions/mini-workshops and individual interviews with key informants.

An appeal is made to Heads of Departments to support the study, and in particular to allow the organisation of one and a half hours to two hours Mini-workshops within their departments. This is where Research Assistants seem to be struggling with departments at this stage. While focus-group discussions, as a data collection instrument, take an effort to organise, they are the most preferred option in the light of the focus of this study due to the learning space they create for participants on this subject and policy concern area.

I would, in the same vein, proceed to congratulate the Superintendent-General for Department of Education (Prof Nengwenkulu), Deputy Director General for Policy and Governance (Mr C. Motsilili) in the Office of the Premier, the Head of Provincial Treasury (Mr Q. Kalimashe), the Head of Department for Housing (Ms N. Sishuba), Strategic Managers in the Departments of Education, Social Development, Public Works, Housing and Agriculture and Rural Development, despite existing constraints, for the warm welcoming and support they are providing to this crucial process, aimed at generating a model practice that enhances macro-policy implementation and development management in the Province..

I will always count on your support for the success of this endeavour. For further clarities you may contact me at Mobile: 072 967 4093 / 079 525 5461, Office: 043 711 9504 / 9585 / 9704, Email: Sjekula@webmail.co.za, Fax2Email: 086 602 2170.

Kind regards.

S. MBANGA

Admitted PhD Candidate: NMMU

(Cc: Study Promoters: Prof H. Nel & Dr K. Raga)

Appendix 6:

Introductory Letter of a Research Assistant

PO Box 453

Bhisho

5605

7 December 2009

TO WHOM IT MAY CONCERN

Dear Sir / Madam

INTRODUCTION OF A RESEARCH ASSISTANT TO A PhD RESEARCH PROJECT

This serves to confirm that **Mr Sibusiso Hlalu** (Walter Sisulu University post-graduate student) is, in deed, a Research Assistant supporting, administratively, the undersigned in a PhD research project pursued with the Nelson Mandela Metropolitan University. It is further confirmed that Mr Hlalu shall in the period of field study be acting on my behalf regarding all matters relating to the research project as they pertain to your organisation.

It would be highly appreciated if you could provide him with all the necessary support in the course of my field study, as you would do so had I engaged you in my personal capacity.

For further clarities please do not hesitate to contact me at the contact details below.

Yours faithfully

S. MBANGA

Admitted PhD Candidate: NMMU

Tel: 043 711 9504 / 9704 / 9585

Cell: 079 525 5461 / 072 967 4093

Email: sjekula@webmail.co.za

Fax: 086 602 2170

Appendix 7:

Research Assistant Job Description

JOB DESCRIPTION – RESEARCH ASSISTANT

PhD Research Project (S. Mbanga, NMMU)

JOB DETAILS:

JOB TITLE:	Research Assistant (RA)
DIRECT SUPERVISOR:	Main Researcher (PhD Candidate, NMMU)
PERIOD:	December 2009 – March 2010 (4 months)
NATURE OF JOB:	Part-time, Negotiable flexible schedule
LOCATION:	Bhisho, with travelling in a 70km radius
QUALIFICATIONS:	A three year Bachelor's degree or diploma

JOB SUMMARY:

The Research Assistant (RA) is being employed to support the Main Researcher in a study on evaluating the nature and extent of alignment of strategic performance plans of selected Eastern Cape Provincial Government Departments with the 2004-2014 Provincial Growth and Development Plan. This is a private study pursued by the Main Researcher in fulfillment of the requirements for the completion of a Doctor of Philosophy (Public Administration and Management) that has been registered with the Nelson Mandela Metropolitan University since 2006. Under the direct supervision of the Main Researcher the Research Assistant will render support and participate in field study i.e finalisation of data collection instruments, actual data collection, and preliminary data analysis.

PERSONAL ATTRIBUTES:

To succeed in this job the applicant should possess the following qualities:

- 1) Be a team player.
- 2) Be able to take initiative and work independently, upon guidance.
- 3) Be able to work successfully within defined timeframes.
- 4) Possess above-average organising skills.
- 5) Possess excellent verbal and written communication skills.
- 6) Be able to listen and observe carefully, and remember well.
- 7) Be proficient in Microsoft Applications (Word, Excel, Power point).
- 8) Be sensitive to confidential information and ethical behaviour.

DUTIES (KEY PERFORMANCE AREAS):

- 1) Participate and render support in the development of data collection tools such as Interview Schedules/Protocols, Focus Group Discussion Guidelines.
- 2) Liaison with selected provincial government departments in arranging meetings, work-groups and individual face-to-face interviews.
- 3) Planning and organising material and equipment to be utilised in meetings, work-groups and individual interviews.
- 4) Maintain accurate records and create orderly manual and electronic files for all meetings, work-groups and individual interviews.
- 5) Render assistance in gathering, collecting and safe-keeping of documents and any other information that may be provided by the respondents to substantiate their arguments.
- 6) Writing up and presenting reports on research findings as may be required by the Main Researcher.
- 7) Participate in the preliminary analysis of data that has been collected.
- 8) Participate in training-related activities aimed at enhancing skills and competences of the Research Assistant.
- 9) Personal support to the Main Researcher in the course of research support.

TERMS AND CONDITIONS:

- 1) This is a performance-based employment relationship (NOT time-based).
- 2) Physical and mental availability of the Research Assistant to carry out tasks and complete them within specified timelines forms the basis of the relationship.
- 3) Unavailability and failure to deliver the expected outputs within agreed-upon timeframes is an adequate condition for termination of the relationship.
- 4) Onus lies with the Research Assistant to timeously bring to the attention of the Main Researcher any circumstances (work-related, private/personal) that are likely to impede the successful achievement of set targets, and where possible suggest remedial actions.
- 5) Confidentiality on all information handled should be maintained at all times, and approval be sought for releasing to third parties any information that forms part of the research project.

- 6) A high-level of self-discipline and ethical behaviour should be maintained in the execution of tasks related to the research projects.
- 7) It is expected of the Research Assistant to project a professional outlook, and be presentable at all times, in the conduct of his or her duties.

SALARY AND BENEFITS:

- 1) This is a part-time position for research support in the field study component of a private research project.
 - 2) While this is a support work, it is more inclined towards training the assistant on research and managerial skills. As such, by virtue of taking this position the assistant is entering into a medium-term mentorship programme.
 - 3) With the above points in mind, a minimum stipend, of R1500,00 (one thousand five hundred rands), per month (payable on the 20th day of a month), to cover logistical costs that may be incurred in the provision of research support will be offered.
 - 4) In addition, a monthly airtime top-up of R150,00 (one hundred and fifty rands) will be provided to cover for telecommunication costs that may be incurred. The Research Assistant will be expected to possess a reliable cellular phone gadget into which the air time will be transferred on the 20th day of a month.
-

Appendix 8:

Agenda of a Research Project Meeting

Research Project Meeting No.3/2009

Date: Wednesday, 30 December 2009

Time: 10h00

Venue: 4 Beacham Place, Daleview, King Williams Town

AGENDA

Item No.	Activity	Responsible Person
1.	Opening and welcome	Chairperson
2.	Attendance, apologies	All
3.	Purpose of the meeting	Chairperson
4.	Brief background on the Research Project	Mr Mbanga
5.	Report-back on Engagement of Departments	Mr Hlalu, Mr Mbaba
6.	Pilot Study in Dept of Public Works	Mr Mbanga
7.	Data Collection Instruments and Process	Mr Mbanga
8.	Additional items 8.1 8.2 8.3	Mr Hlalu, Mr Mbaba
9.	Way Forward, Date of next meeting & Closure	All

Appendix 9:

Supervisor Motivation for Granting of Special Leave



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Heather.Nel@nmmu.ac.za

18 June 2010

Dear Sir /Madam

REQUEST FOR SPECIAL LEAVE FOR MR S MBANGA FOR PURPOSES OF COMPLETING DOCTORAL STUDY: PUBLIC ADMINISTRATION

Mr Sjekula Mbanga, Student No: 204009278, is a registered Doctoral Candidate (Public Administration and Management) at Nelson Mandela Metropolitan University. He has been undertaking research within selected Eastern Cape provincial departments, focusing on the following topic:

“An evaluation of the nature and extent of alignment between the strategic performance plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan: 2004-2014.”

It would be highly appreciated if your Department could provide Mr Mbanga with all the necessary support at this critical stage of his research since he is close to completing his Doctoral thesis and needs special leave to finalise certain aspects of his study.

Thanking you in anticipation for your assistance in this regard. If you have any queries, please do not hesitate to contact me.

Yours faithfully

A handwritten signature in black ink, appearing to read 'H Nel', written in a cursive style.

Professor Heather Nel
DOCTORAL STUDY PROMOTER

Appendix 10:

Consolidated Programme of Action of Clusters in the Eastern Cape

CONSOLIDATED PROGRAMME OF ACTION (2010/2011)

An annexure to the Provincial Strategic Framework

30 March 2010

POA: PURPOSE AND BACKGROUND INFORMATION

The purpose of this document is to elaborate on the Province's Programme of Action for the 2010/11 financial year. This Programme of Action flows from the 8 priorities listed in the Provincial Strategic Framework. The Provincial Strategic Framework embraces the priorities set out in the 2009 ANC Manifesto, namely:

- the creation of decent work and sustainable livelihoods
- education
- health
- rural development, food security and land reform , and
- the fight against crime and corruption.

Taking guidance from 2009 Presidential State of the Nation Address, the Provincial Strategic Framework also prioritizes:

- a massive programme to build social and economic infrastructure;
- building a developmental state, improving the public services, and strengthening democratic institutions; and
- building cohesive, caring and sustainable communities.

The 8 Provincial Strategic Priorities are as follows:

Strategic Priority 1:	Speeding up growth and transforming the economy to create decent work and sustainable livelihoods
Strategic Priority 2:	Massive programme to build social and economic infrastructure
Strategic Priority 3:	Rural development, land and agrarian reform and food security
Strategic Priority 4:	Strengthen education, skills and human resource base
Strategic Priority 5:	Improving the Health profile of the Province
Strategic Priority 6:	Intensifying the fight against crime and corruption
Strategic priority 7:	Building a developmental state and improving the public services, and strengthening democratic institutions
Strategic priority 8:	Building cohesive, caring and sustainable communities

CO-ORDINATION OF THE POA

The above 8 Strategic Priorities are co-ordinated through 4 clusters in the province. These are co-ordinated as follows:

Economic Growth and Infrastructure Cluster

- Priority 1: Speeding up economic growth and transforming the economy to create decent work and sustainable livelihoods
- Priority 2: Massive programme to build social and economic infrastructure
- Priority 3: Rural development, land, agrarian reform and food security

Social Needs Cluster

- Priority 2: Massive programme to build social and economic infrastructure
- Priority 4: Strengthen education, skills and human resource base
- Priority 5: Improving the health profile of the Province
- Priority 8: Building cohesive, caring and sustainable communities

Governance and Administration Cluster

- Priority 4: Strengthen Education, skills and human resource base.
- Priority 7: Building a developmental state and improving the public services, and strengthening democratic institutions.

Justice, Crime Prevention and Security Cluster

Strategic Priority 6: Intensifying the fight against crime and corruption

There is also a need for an 'OTT type structure to oversee the implementation and reporting of the POA.

EMBRACING THE NEW OUTCOMES APPROACH IN THE POAs

In the draft consolidated POA for 2010/11, reference is made to the new Outcomes approach although the province is still to finalise a Monitoring, Reporting and Evaluation Framework on how to implement the new Outcomes Approach. This implies that when this Framework is finalized, it may require an amendment to the 2010/11 POA.

In the new Outcomes approach, there is already a list of 12 Outcomes, from which the province has already identified 10. These 10 Outcomes are listed below and are linked to the PSF, MTSF and Election Manifesto of the Ruling Party. The outcomes are not another set of priorities per se. They reflect the desired development impacts Government seeks to achieve given government's policy priorities as contained in the Election Manifesto and the MTSF/ PSF. In this sense the Outcomes with measurable outputs and key activities should become a core provincial strategy to achieve the Election Manifesto and MTSF/ PSF priorities.

In translating the Manifesto and the Provincial Strategic Framework into Outcomes, ten (10) key outcomes and have been identified for the province, which are:

1. Decent employment through inclusive economic growth
2. An Efficient, Competitive and Responsive Economic Infrastructure Network
3. Sustainable Human Settlements and Improved Quality of Household Life
4. Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All
5. Quality Basic Education
6. Skilled and Capable Workforce to support an Inclusive Growth Path
7. A Long and Healthy Life for All South Africans
8. All people in the province are and feel safe
9. A responsive, accountable, effective and efficient Local Government system
10. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

The following table illustrates the correlation of the Election Manifesto, PSF, MTSF and Outcomes

Manifesto	MTSF (PSF IN RED)	Outcomes (PSF IN RED)
1. Creation of decent work and sustainable livelihoods	1. Speed up economic growth and transform the economy to create decent work and sustainable livelihoods	4. Decent employment through inclusive economic growth
2. Education	4. Strengthen the skills and human resource base	1. Quality basic education 5. Skilled and capable workforce to support an inclusive growth path
3. Health	5. Improve the health profile of society	2. A long and healthy life for all South Africans
4. Rural development, food security and land reform	3. A comprehensive rural development strategy linked to land and agrarian reform and food security	7. Vibrant, equitable, sustainable rural communities contributing towards food security for all
5. The fight against crime and corruption	6. Intensify the fight against crime and corruption	3. All people in SA are and feel safe
	2. Massive programmes to build economic and social infrastructure	6. An efficient, competitive and responsive economic infrastructure network
	7. Build cohesive, caring and sustainable communities	9. Responsive, accountable, effective and efficient Local Government system 8. Sustainable human settlements and improved quality of household life
	8. Pursue regional development, African advancement and enhanced international cooperation	11. Create a better South Africa, a better Africa and a better world
	9. Sustainable resource management and use	10. Protect and enhance our environmental assets and natural resources
	10. Build a developmental state, including improving of public services and strengthening democratic institutions.	12. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

The 2010/ 11 consolidated POA for all 4 Clusters of the Province, reflects the 2010 SOPA commitments as well as relevant February 2010 Lekgotla Resolutions and other key priorities of the provincial government.

MONITORING, REPORTING AND EVALUATION OF THE POA

The POA also needs to be regularly monitored, reported and evaluated. For the 2010/11 POA, these proposals have been refined and the main elements thereof are as follows:

- Heads of Departments will each appoint a Departmental Reporting Champion. The Reporting Champion will be responsible for collecting data and information on the agreed-upon templates/formats and submit to the Office of the Premier within the agreed-upon time-frames.
- Monthly and quarterly monitoring reports are to be compiled by departments, which are to be signed off by HODs by the 7th of each month.
- An 'OTT' type structure will serve as a central point of coordination, analysis and feedback on the POA Reports from departments. This will include the assessment of reports and providing opportunities for improving the quality, effectiveness and efficiency of reporting by departments. Clusters will also receive monthly reports.
- Quarterly POA monitoring reports are to be provided to Cabinet Committees and to EXCO and are also to be available for each Exco Lekgotla. An annual POA report will also be provided.
- A Summative outcome evaluation would be planned for the 1st Quarter of the 2011/12 financial year by the OTP, which would be an evaluation of the attainment of selected key outcomes of the POA, to determine whether the social interventions that formed part of the design of the POA indeed resulted in a change in the lives of the beneficiaries of governments' services in 2010/11.

POA FOR 2010/11

The various goals, targets and time-frames linked to each department of the provincial government for each of the outcomes are listed below associated to each of the 8 provincial strategic priorities.

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods (This Priority is co-ordinated by the Economic Growth and Infrastructure Cluster.)

Priority is co-ordinated by the Economic Growth and Infrastructure Cluster.)

The Outcome of 'Decent employment through inclusive economic growth' can be brought about through a focus on improving income levels, labour absorption, equality, and GDP growth.

The work needed to be undertaken through this priority therefore includes 3 primary, overarching goals:

- Protecting, expanding and diversifying the industrial base of the province to create decent employment, with an increasing emphasis on youth employment
- Economic inclusivity and broadening access to economic activity, and
- Increasing levels of public and private investment in the economy.

The ability to create decent employment opportunities through inclusive economic growth is evaluated along four standard economic parameters: GDP Growth, Income, Labour absorption and Equality. While economic expansion through high rates of GDP growth is very important, this must be achieved in a way that increases socio-economic equality for all and reduces the high gini coefficient in South Africa (which is amongst the highest in the world). A major goal should be to overcome economic marginalisation of the majority of South Africans. One way to achieve this is to put measures in place to ensure that GDP growth does not result in jobless growth. Careful planning is required to stimulate high labour absorbing sectors which are competitive. Lastly, the growth in the economy must support the national goal of reducing poverty.

We will continue to work of the Rapid Response Coordinating Committee as a multi-stakeholder platform for a coordinated response to the effects of recession. Through the Expanded Public Works Programme, the Province will create has created a further 64 593 job opportunities. This will provide short-term relief to households as we continue our efforts to restructure the economy and find long term solutions to the challenge of creating decent jobs.

We will ensure that localization within the auto sector is enhanced by developing second and third tier suppliers, and will work with Original Equipment Manufacturers to develop supply chains. As a measure to broaden economic participation and in our drive to promote an inclusive economy, the Department of Economic Development & Environmental Affairs is leading the implementation of the Provincial Co-operatives Strategy. This is aimed at diversifying the manufacturing sector, the promotion and development of programmes for designated groups, the establishment of a Co-operative Development Fund, and the launch of housing and agricultural co-operatives. It also includes the establishment of Co-operative Development Centres, the development and support of independent Financial Services Co-operatives in the districts, as well as the establishment of multi-sectoral business chambers.

We will support supplier development as part of supply chain management, and we will review procurement policies in order to promote cooperatives and SMMEs. This will include putting in place mechanisms to deal with corruption in procurement processes, particularly with respect to conflict of interest by officials. Furthermore, we will also improve procurement processes to ensure timely payment of suppliers. Notwithstanding our current fiscal constraints, we will ensure that all departments pay service providers within the regulatory 30 days.

Furthermore, Local and Regional Economic Development initiatives will be aligned with government programmes by creating and facilitating an enabling environment for the implementation and support to SMME development.

In line with the Provincial Industrial Development Strategy, we will package active measures to drive industrialization and diversify the economy through new sectors such as capital goods, petro-chemicals and renewable energy, fishing and mariculture. We will also ensure that the Industrial Strategy is localised in LED plans of municipalities based on the spatial competitiveness of local economies, including revitalisation of small rural towns. The rapid impact intervention in the King Sabata Dalindyebo Municipality is a case in point. This is a catalytic inter-sphere initiative that will transform the city of Mthatha.

In keeping with our previous commitment to rationalise state owned enterprises, we will finalise the restructuring of the Eastern Cape Parks and Tourism Boards as well as the establishment of the Rural Development Agency.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods

Outcome: Decent employment through inclusive economic growth

Goals	Targets & Prioritised Activities	Time-frames	Department
1. Protecting, expanding and diversifying the industrial base of the province to create decent employment, with an increasing emphasis on youth employment	<p>1.1 Ensure the effective and efficient implementation of the Provincial Industrial Development Strategy (PIDS). This includes the following activities:</p> <p>a. Develop of an Implementation Plan for PIDS (focusing on Institutional Arrangements; Innovation and R&D Strategy; Sector Development)</p> <p>b. Develop priority Sector Plans/Strategies for the Auto Sector; Agro Processing and Manufacturing</p> <p>c. Develop an Implementation Plan for establishing a Green Economy and related Green Jobs in the Eastern Cape.</p>	Being determined	1.1.a-c DEDEA
	<p>1.2 Develop and implement a plan to manage excess capacity in the manufacturing sector. This includes the following activities:</p> <p>a) Development of second and third tier suppliers in the automotive sector</p> <p>b) Advance the activities of the Rapid Response Coordinating Committee (RRCC) through facilitating linkages with National funding and financial support mechanisms and companies under stress. (Monitored quarterly)</p> <p>c) Promote local content through standardised procurement protocols in the Public Sector and the development of a Buy Eastern Cape Campaign. The Buy Eastern Cape Campaign will implement the following activities:</p> <ul style="list-style-type: none"> • Develop a concept document and detailed implementation plan • Identify 10 locally produced products and services which would ensure maximum impact in the SMME sector. • Develop standardised procurement requirements relating to these 10 locally produced products and services • Monitor and report on progress quarterly • Annual Awards to recognise companies and government departments which have produced exceptional performance pertaining to procuring and utilising local products and services 	Being determined	1.2.a - b DEDEA 2.1.c Provincial Treasury
	1.3.1. Locate the EC provincial government as the centre for	Being	

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods

Outcome: Decent employment through inclusive economic growth

Goals	Targets & Prioritised Activities	Time-frames	Department
	<p>economic thinking, planning and policy development in the Province – providing a service to all stakeholders by:</p> <ul style="list-style-type: none"> a. Develop capacity of emerging local economists through participation in the drafting of the Economic Outlook for 2010/2011 b. Research and publish the Economic Outlook for 2010/2011 <p>1.3.2 Communicate the outcomes of the Socio-Economic Outlook for 2010/2011 to key planners and policy formulators in the Eastern Cape Provincial Government through symposia</p>	determined	1.3.1-2 DEDEA
2. Economic inclusivity and broadening access to economic activity	<p>2.1 Ensure the effective and efficient implementation of the Cooperatives Strategy, including by implementing of the following activities from the Cooperatives Strategy Implementation plan:</p> <ul style="list-style-type: none"> a. Create and establish appropriate funding instruments b. Train selected officials in the application and management processes c. Set-up systems and processes to review applications d. Communicate application process to stakeholders e. Process applications f. Disburse and monitor funding and impact 	Being determined	2.1.a-f DEDEA
	<p>2.2 The implementation of the Local and Regional Economic Development strategy (LRED). This will entail:</p> <ul style="list-style-type: none"> a. Review the current baseline of LED funds disbursed to District and Local Municipalities b. Establish funding mechanism to disburse and manage funds in accordance with performance and governance requirements c. Draft and ratify Service Level Agreements with Local and District Municipalities d. Monitor, Evaluate and Report on effectiveness (impact) and efficiencies e. Record and distribute best-practices 	Being determined	2.2.a-e DEDEA
3. Increasing levels of public and private investment in	<p>3.1 Increase local and international investment in the Eastern Cape Province, through:</p> <ul style="list-style-type: none"> a. The identification of subsidies and incentives for investors b. Commercialisation of targeted Tourism and Parks 	Being determined	3.1a-c DEDEA

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods

Outcome: Decent employment through inclusive economic growth

Goals	Targets & Prioritised Activities	Time-frames	Department
the economy.	<p>Infrastructure</p> <p>c. Consolidate investment planning of all Entities and Agencies that work to attract investment in the Eastern Cape through rolling out investment forums</p>		
4. To support municipalities to implement ward based planning and socio-economic growth initiatives in 636 wards by 2014 which includes monitoring, evaluation, reporting and communication of ward development initiatives	<ul style="list-style-type: none"> • Support 20 municipalities to review, develop and/or implement their LED strategies/plans • Deploy LED Officers in municipalities • Monitor and assess the performance of the 6 practitioners already deployed • Support 5 small towns • Support 5 villages supported 		
5. Implementation of the EPWP2 and National Youth Service to create decent employment	<p>4.1 EPWP target: 2010/11: 64 593 job opportunities</p> <p>5.2. Distribute the new target for 2010/11 across the departments and municipalities through signed MOU's</p> <p>5.3. Upscale the household contractor programme as the main driver of EPWP in the Province</p> <p>5.4. Additional 500 youth to be recruited by 2010/11</p> <p>5.5. Link the youth to the maintenance programme of the department</p> <p>5.6. Develop multi skilling programmes for this group of youth</p>	Being determined	4.1 – 4.6 DPW

EC PSF Priority Two: Building social and economic infrastructure

(The Social Needs Cluster co-ordinates the social infrastructures aspects, whereas the Economic Growth and Infrastructure Cluster co-ordinates economic infrastructure.)

Through this Strategic Priority, we are pursuing two key outcomes, which are: 'An Efficient, Competitive and Responsive Economic Infrastructure Network' and 'Sustainable Human Settlements and Improved Quality of Household Life.'

The related provincial goals for this Priority therefore are:

- Implement the Integrated Public Transport Network Programme,
- Implement the Rural Gravel Road Upgrading Programme
- Provision of adequate shelter and acceleration of housing opportunities, and
- Development of various social infrastructure.

General deterioration within most infrastructure areas has taken place over the last 10 years. This is largely due to short-sightedness and a lack on investment and maintenance both pre- and post-apartheid. However, Government is planning to make very large investments in most infrastructure areas over the next 3 to 5 years which will substantially increase the capacity and reduce backlogs. Operational efficiency, competitive pricing and accessibility are key requirements of the infrastructure areas.

The core components of an efficient, competitive and responsive infrastructure network include: Ports (Air and Sea), Rail, Roads, Water, Electricity, and Information and Communication Technology. Investing in infrastructure is important because of its contribution to economic growth. This can derive from infrastructure output being both a final good providing services directly to consumers and as an intermediate input that raises the productivity of factors of production.

The availability of efficient infrastructure can also stimulate new investment in other sectors. Investment in infrastructure can also serve as an economic stimulus through its ability to create jobs in the short-term. In order to realise these benefits, it

is imperative that the infrastructure provider be operationally efficient and the cost of the service be competitively priced. In addition, the services need to also be accessible to users of the infrastructure. South Africa's location far from its markets and its inability to compete using a weak exchange rate or proximity to big markets makes the efficiency and cost effectiveness of its economic infrastructure that much more important.

This Strategic Priority requires that we pay particular attention to the infrastructure challenges and backlogs that characterize our Province. In the coming year we will firmly position the Department of Roads and Public Works as the co-ordinating centre to oversee the planning and delivery of infrastructure in the Province. Central to this task is a programme to eradicate provincial infrastructure backlogs, an initiative which we will pursue in partnership with National Departments and National Development Finance Institutions. We believe that public transport plays a critical role in facilitating movement of people around the Province. In this regard, we will expand the current number of buses in the former Transkei area, Buffalo City and the Metro. We will do this in line with our Integrated Public Transport Network programme.

Through the rural gravel road upgrading programme we will upgrade 182 km of unsurfaced roads to surfaced roads. Our objective is to change this picture such that eighty per cent of our road network is surfaced over a 10-year period. To this end, the province must use low-cost alternative surfacing methods on low-volume roads, in addition to conventional construction methods for higher traffic volume roads. Unsurfaced roads to provincial hospitals and tourist attractions are currently being prioritised for surfacing.

Sustainable human settlements and improved quality of household life are defined by:

- Access to adequate accommodation that is suitable, relevant, appropriately located, affordable and fiscally sustainable
- Access to basic services (water, sanitation, refuse removal and electricity)
- Security of tenure irrespective of ownership or rental, formal or informal

structures

- Access to social services and economic opportunity within reasonable distance
- The outcome is of critical importance for various reasons. Firstly, it is a requirement of the Constitution and Bill of Rights. Secondly, it is core to human dignity and social stability and is a key enabler of health, education and social cohesion outcomes. Lastly, with good planning, it can also serve as a catalyst for economic development and job creation,

We remain committed to the creation of integrated sustainable human settlements. In pursuit of this ideal we have identified and commenced with the implementation of multiyear projects for inclusive mixed mode housing development. This will encourage private sector investment in lower income housing and the struggling gap market segments. The mixed mode development projects identified are in Thornhill in Port Alfred, Ngangelizwe in Mthatha, Duncan Village in East London, Hunters Retreat and South End in Port Elizabeth and these will provide households access to decent and adequate shelter. Through the implementation of the Rural Housing Policy, 29 new multiyear rural human settlement projects yielding more than 10 000 houses will commence in the 2010/11 financial year.

In the quest to provide different housing opportunities we will develop four new social housing projects namely Emerald Sky Phase 5, Reservoir Mews, Southernwood in East London, and Park Towers in Nelson Mandela Bay Metro.

Furthermore, in consultation with Local Municipalities, land parcels for the development of Community Residential Units have been identified in Camdeboo, King Sabata Dalindyebo, Kouga, Nelson Mandela Bay Metro, Lukhanji, and Intsika Yethu municipalities.

An additional 11 721 housing units are anticipated to be completed by the end of this financial year.

We are revising our approach to the programme of mud schools eradication so that we completely eliminate the backlog by 2014.

We will, through the Department of Local Government and Traditional Affairs, establish disaster management infrastructure and services along provincial strategic routes. This will enable a well-co-ordinated and speedy response to disasters and related crises.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Two: Building social and economic infrastructure			
Outcome: An Efficient, Competitive and Responsive Economic Infrastructure Network			
Outcome: Sustainable Human Settlements and Improved Quality of Household Life			
Goals	Targets & Prioritised Activities	Time-frames	Department
1. Implement the Integrated Public Transport Network Programme	<p>1.1 Expand the current number of buses in the former Transkei area, Buffalo City and the Metro</p> <p>Affordable public transport addressed as follows:</p> <p>a. Integrate Algoa Bus Service (National subsidized service) into the NMBM Rapid Public Transport Network by 31 March 2011</p> <p>b. Increase the number of AB350 buses servicing the Transkei from 55 to 166 by 31 March 2012</p> <p>c. The number of Mayibuye Transport Corporation busses will also be increased from 48 to 66 and will further be integrated into the Buffalo city Municipality's Integrated Public Transport Network by 31 March 2012</p> <p>d. The number of scholar bicycles to be distributed over five years will increase from the current 12,000 to 40,000 by 31 March 2014</p>	Being determined	1.1 DRPW (in partnership with national Departments & National Development Finance Institutions)
2. Implement the Rural Gravel Road Upgrading Programme	2.1 Upgrade 182km of unsurfaced roads to surfaced roads by end March 2011	end March 2011	2.1.1 DRPW (in partnership with national Departments & National Development Finance Institutions)
3. Provision of adequate shelter and acceleration of housing opportunities	<p>3.1 Implement integrated residential development units made up of mixed mode housing in the following areas:</p> <p>a. Thornhill in Port Alfred</p> <p>b. Ngangelizwe in Mthatha</p> <p>c. Duncan Village in East London</p> <p>d. Hunters Retreat in Port Elizabeth</p> <p>e. South End in Port Elizabeth</p> <p>22 000 inclusive mixed mode housing implemented</p>	Being determined	3.1 Department of Housing

EC PSF Priority Two: Building social and economic infrastructure			
Outcome: An Efficient, Competitive and Responsive Economic Infrastructure Network			
Outcome: Sustainable Human Settlements and Improved Quality of Household Life			
Goals	Targets & Prioritised Activities	Time-frames	Department
	<p>3.2 Develop new social housing projects and acquire units to be include social rental units</p> <ul style="list-style-type: none"> ▪ 4 Social Housing projects developed in <ol style="list-style-type: none"> a. Emerald Sky Phase 5 b. Reservoir Mews c. Southernwood in EL d. Park Towers in NMMM <p>1221 units to be included in the social rental programme</p>	Being determined	3.3 Department of Housing
	<p>3.3. Acquire strategically located and suitable land</p> <p>4 land parcels to be acquired</p>	Being determined	3.3 – 3.4 Department of Housing
	<p>3.4. Upscale the number of serviced sites and units to be rectified</p> <ul style="list-style-type: none"> ▪ 8000 serviced sites (with sanitation facilities) <p>Xx units to be rectified</p>	Being determined	
4. Development of various social infrastructure	<p>4.1 Accelerate refurbishment and renovation of clinics at district level</p> <p>20 clinics refurbished/renovated at district level by end March 2011</p>	Being determined	Department of Public Works
	<p>4.2 Accelerate the building, refurbishment and renovation of ECD centres and schools in the Province</p> <p>XX number of ECD sites in XX of Districts by XX (time)</p> <p>Provide XX number of emergency classrooms in XX Districts</p> <p>58 mud & unsafe structures to be eradicated</p> <p>Xx of schools to refurbished/renovated at district level</p> <p>Xx of schools to be completed /built</p>	Being determined	Department of Public Works
	<p>4.3 Improve access to libraries and other sports arts and recreation infrastructure</p> <p>Renovate 20 community libraries</p> <p>Provide 10 libraries by March 2011</p>	Being determined	DSRAC

EC PSF Priority Two: Building social and economic infrastructure

Outcome: An Efficient, Competitive and Responsive Economic Infrastructure Network

Outcome: Sustainable Human Settlements and Improved Quality of Household Life

Goals	Targets & Prioritised Activities	Time-frames	Department
	Build two 2010 Legacy Infrastructure 164 hubs to be strengthened		

EC PSF Priority Three: Rural development, land, agrarian reform and food security (This Priority is co-ordinated by the Economic Growth and Infrastructure Cluster.)

Through this Priority we seek to fulfil the outcome of 'Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All'.

The associated goals for this Strategic Priority therefore are:

- Roll out of comprehensive and integrated provincial rural development strategy
- Improve rural productivity and livelihoods of people
- Integrated land reform and agricultural support

The notion of "Rural Development" is complex and challenging by definition and in practice. For the purposes of this document, rural areas are defined as "*sparingly populated areas in which people farm or depend on natural resources, including the villages and small towns that are dispersed through these areas....as well as the large settlements in former homelands which depend for their survival on migratory labour, & remittances*" (Rural Development Framework, 1997). Mostly, these areas are sites of concentrated poverty and a lack of skills and education. It is important to note here that this document recognises the fact that there is no "Rural Development" as such but rather there is development in rural areas. When applied, the primary outcome of the action ideas and outputs detailed within this section would result in sustainable development in rural areas, the outcome being to facilitate the existence of 'vibrant, equitable and sustainable rural communities'.

As with development in urban areas, rural development is complex and comprises many sectors, stakeholders & drivers, the primary facilitator or enabler being rural District and Local Governments. Stakeholders necessary for sustainable development in rural areas include (but not exclusively) all levels of government, of which the rural Local Governments are key in delivering development, community organisations and social services, public works and community works programmes, the mining sector, local entrepreneurs and businesses, the agricultural sector,

tourism sector, the environmental sector and increasingly, social grants as a means of livelihood. These key role players could be described as interacting, towards achieving development, as follows:

$$\text{Rural Development} = \frac{\text{Business (Mining + Agriculture + Environmental Services)} + \text{Bulk Infrastructure}}{\text{Social Services (Infrastructure \& CWP)} + \text{Local Government} + \text{Social Grants}}$$

At a high level, the key levers that influence Local and Rural Development, over and above the availability of bulk and social infrastructure, are Monetary Inputs and the strength of the of the Local Economy. Rural areas can be broadly divided into two categories to illustrate this point; Type 1: those where the only income available is through Government Expenditure (social grants, infrastructure and social services) and Type 2: those where there is Government Expenditure as well as some sort of local income capacity such as small scale retail, agriculture, tourism and SMMEs.

It is important to note that, due to complex circumstances and diverse comparative advantages, each area requires a locally developed plan which is consolidated at the national level, to understand how Government can best facilitate development for each specific area. Taking the above into consideration, as well as the cost of delivering infrastructure, housing and social services, it is important to identify which rural areas will best respond to investment and which areas do not necessarily warrant investment due to a lack of sustainable growth potential. i.e. rural areas with significant agricultural, environmental and tourism potential may justify more investment than areas with no comparative advantage. This is a complex issue and needs to be treated with sensitivity.

The province has adopted a Rural Development Strategy, and an implementation framework which calls for integrated development effort by all Departments, spheres of government, and civil society. We believe that successful implementation of the strategy will ultimately result in the transfer and redirection of resources by all sectors towards the rural poor in particular.

We will continue working together with the national Department of Rural Development and Land Reform to address outstanding land claims and betterment redress that negatively impact on development. We will conduct a

comprehensive land audit to identify available land for agricultural production as well as suitable land redistribution.

In the coming financial year, the Department of Agriculture and Rural Development will lead a province-wide rollout of the integrated approach to rural development that was launched through the Provincial Rural Development Pilot programme at Mhlontlo.

An issue that is closely linked to rural development is that of food security. “Food security exists when all people at all times have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” - 1996 World Food Summit. This definition includes issues relating to both hunger and under-nutrition resulting from the lack of access to nutritious food. The issue is also of importance to certain types of rural communities that rely heavily on subsistence farming for their nutrition.

Robust interventions will include revitalising agriculture in rural areas through mass production for food security, commercialisation to boost primary production, as well as agro-processing; paying attention to rural infrastructure including roads, health facilities and eradication of mud schools; commercialisation of livestock farming; and building skills to uplift the rural economy.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Three: Rural development, land, agrarian reform and food security

Outcome: Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All

Goals	Targets and Prioritised Activities	Time-frames	Department
1. Roll out of comprehensive and integrated provincial rural development strategy	1.1 Implementation of the Rural Development Strategy	Being determined	1.1 DARD
2. Improve rural productivity & livelihoods of people	2.1 Revitalisation of agriculture in rural areas through mass production for food security, commercialization to boost primary production, agro-processing, commercialization of livestock farming and building skills to uplift the rural economy through the following: a. Develop milling plants for maize and storage facilities at Mqanduli and Butterworth	Being determined	2.1 a-k DARD
	a. Establish dairy project at Ncora, sheering sheds, feedlots and sale pens Establish dairy project at Ncora, 600 COW Dairy facility on 300 ha pastures comprising 10 X 30 a centre pivot irrigation units	Being determined	
	b. Establish an Ethanol processing plant constructed at Cradock by June 2010; R10 million budgeted for the plant by the DRD	Being determined	
	c. R7 million (of the required R42 million) available for silo establishment at strategic location in the Mhlontlo, Mquma and Matatiele regional centres	Being determined	
	d. R 33 million is to be spent on the completion of the irrigation system, fencing and pasture establishment at the Ncora irrigation scheme.	Being determined	
	e. R 65 million is to be spent on the extension recovery programme which builds the capacity of our own personnel to increase the quality of support to farmers.	Being determined	
	f. 986 kilometers of fencing is to be erected to support the Agrarian transformation of rural farmers to the value of R 49, 3 million. A	Being determined	

EC PSF Priority Three: Rural development, land, agrarian reform and food security			
Outcome: Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All			
	total of 19700 hectares is to be fenced.		
	g. R 62,512m is to be spent on farm infrastructure to support land reform beneficiaries in their farming operations with dipping tanks, small irrigation and internal fencing.	Being determined	
	h. R 11.5 million is to be used to upgrade the farming infrastructure at Tsolo in support of a training programme for farmers	Being determined	
	i. R 20 million will be spent to support farmers of the Letsema food security programme.	Being determined	
	j. 12 000ha under integrated rotational dry land cropping programme at R95 million	Being determined	
3. Integrated land reform and agricultural support	<p>3.1 In fast tracking of this goal, the cluster will monitor the Land Summit and GDS resolutions being implemented by developing a co-ordinated provincial response to fast track the resolution of land claims.</p> <p>a. Land claims must be prioritised for resolution, particularly those affecting development and investment opportunities;</p> <p>b. A moratorium on evictions of farm workers and dwellers while the ESTA legislation is being overhauled and until strategies are in place which would secure access to land and houses for displaced farm dwellers;</p>	Being determined	3.1 a-b DARD

EC PSF Priority Four: Education and Skills Development (This Priority is co-ordinated by the Social Needs Cluster as well as the G & A Cluster.)

There are two Outcome related to this strategic priority, namely 'Quality Basic Education' and 'Skilled and Capable Workforce to support an Inclusive Growth Path.'

The related provincial goals for this Priority therefore are:

- Increased participation and quality of ECD in the province
- Improve access to quality education especially in relation to Maths and Science
- Improve the overall management and impact of the SNP
- Improved learner outcomes and Matric results
- Development of priority skills through strengthening partnerships and improve access and quality and economic relevance of training and skills development

Education refers to all forms from early childhood development (ECD) to Grade 12.

A *quality* basic education is defined as follows:

- Teachers and learners in class on time, teaching and learning 7 hours each day
- Measurable improvement in literacy and numeracy of Grades 3, 6 and 9, based on results of annually conducted tests
- Higher-quality teachers, demonstrated by tests of content knowledge, curriculum coverage and enhanced pedagogy
- Empowered principals who can manage their schools and ensure a good environment for teaching and learning, and are held accountable for maintaining a high standard of education

Research has shown that there exists a strong link between economic performance and cognitive ability.

Of critical importance is that society must take responsibility for the education of their children. As Government, we aim to ensure that children receive a solid foundation in preparation for subsequent schooling through the Early Childhood Development programme. We realise that the abject poverty faced by a

significant portion of our learners often militates against effective learning. The current School Nutrition Programme will continue to build momentum and make further improvements regarding its overall management. Our determination to broaden access to education remains steadfast. We will make further progress in the implementation of the No Fee Schools Policy to benefit more schools and learners.

We will implement a plan to improve the Grade 12 pass rate. Through the implementation of the Learner Attainment Improvement Strategy we are strengthening the effectiveness of our schooling system. In this regard we re-iterate the message coming from the State of the Nation Address that education and skills development are at the centre of our policies, and that learners and educators must be in school, in class, on time, learning and teaching for seven hours a day. We will pay particular attention to supporting those schools which achieved a less than 50% matric pass rate.

We will also establish a provincial Maths and Science Academy to spearhead teacher development and capacity building. We also welcome the support for Maths and Science teaching in rural areas to be provided through the American Embassy.

The outcome of a “skilled and capable workforce to support an inclusive growth path” includes all aspects of Human Resource Development (HRD) planning. It implies the acquisition and development of human capability to meet the country’s social and economic needs, and entails the effective deployment of this human capability across a wide array of social and economic activities. Whilst DHET will lead HRD planning under the direction of Council chaired by the Deputy President, it will uphold a multi-departmental mindset in executing its mandate. Skills development is important because it is an enabler for almost all of the remaining 11 outcomes. If sufficiently skilled resources are not available in any of these areas, it will be difficult, if not impossible, to achieve the desired outputs and outcomes. For example, goals of improving healthcare system effectiveness rely heavily on the availability of skilled professionals such as nurses over the next 4 years.

The skills development outcome includes all forms of post-school education and training that build or develop competencies required by all economic sectors in South Africa including the public sector. The education institutions covered by this outcome are as follows:

- Learnerships (including apprenticeship programmes) and internships guided by the National Skills Development Strategy and run by SETAs.
- Further Education and Training colleges that offer post- school vocational training for economically relevant job paths
- Adult education and training (AET)
- Universities offering bachelors, masters, doctorate and advanced research and development degrees (including universities of technology and comprehensives which can offer certificate and diploma courses in partnership with Colleges)

The current dearth of skilled citizens creates a need for South Africa to address current skills deficits and at the same time build sustainable capacity to maintain a skilled workforce. SA has a skewed ratio of 2 university students to 1 college student, whereas, in many other countries such as Germany this ratio is reversed. College enrolment must expand significantly. The FET College system needs to expand and improve on the relevance and quality of its offerings. Skills offered in training programmes are not always linked strategically to economic needs. Oversight and management of the skill development system is generally poor. There is a strong need to create a more reliable information base to guide planning and forecasts of skills development needs in the future. The integration of SETAs, the NSF and the NSA into the DHET creates opportunities for closer alignment of the NSDS with the HRD-SA and of the skills funding disbursed by SETAs and the NSF.

As youth make up the majority of the provincial population, we will continue with our skills initiatives targeting the youth. The implementation of the Provincial Strategic Skills Programme, funded through the National Skills Fund is geared to assist the province to establish efficient training and education systems that will enable the youth in all parts of the province to access further education and employment opportunities. The programme focussed on building skills in the areas of Agriculture, Infrastructure, Manufacturing, Tourism and Business

Development. Our challenge is to make sure that these learners find employment and continue to access workplace training to ensure that they qualify as artisans. Critical here are our partners such Tertiary and FET institutions, SETA's, in particular MERSETA, East London and Coega IDZs as our implementing agents, as well as community projects and local businesses for hosting learners. We will work with them again in the 2010/11 financial year to build on our successes.

We will implement further actions linked to the joint initiative between the Department of Education, MBSA/Daimler in Germany, and MERSETA to enhance employability of FET College graduates by exposing them to further training and workplace experience.

In our endeavour to improve access to tertiary education, we will implement our reviewed provincial bursary policy to ensure that it addresses the plight of the poor and the disabled. The policy, which is implemented through the National Students Financial Aid Scheme, caters for support to students studying in fields of scarce and critical skills required for provincial growth and development.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Four : Education and Skills Development

Outcome: Skilled and Capable Workforce to support an Inclusive Growth Path

Goals	Targets and Prioritised Activities	Time-frames	Department
4.1 Increased participation and quality of ECD in the province	a. Implement training and skills development programmes for ECD practitioners	Being determined	DoE
	b. Registration and support existing and new ECD centres (0-4) in order to address child poverty by providing education foundation and nutrition		DSD
	c. Upscale the number of attached grade R classes to public primary schools		DoE
	d. Upscale the employment of ECD practitioners		DoE
	e. Put mechanism in place that will allow for the harmonization of the ECD sector		DoE
Quarterly report to the SNC cluster on the issue			
4.2 Improve access to quality education especially in relation to Maths and Science	a. Establishment of a Provincial Mathematics and Science Academy to spearhead teacher development and capacity building.	Academy in place by 31 March 2011	DoE
	b. Develop focused training programmes on content-gap training for both Subject Advisors and teachers in both the GET and FET bands.		DoE
	c. Increase resourcing of Dinaledi Schools, especially provision of Maths Software and Science Kits	Being determined	DoE
	d. Introduce new teacher support initiatives for Maths and science, such as, teacher mentoring programme and itinerant teacher programme for twinning of schools.		DoE
	e. Ensure that the all the LSMT are delivered before the		

EC PSF Priority Four : Education and Skills Development

Outcome: Skilled and Capable Workforce to support an Inclusive Growth Path

Goals	Targets and Prioritised Activities	Time-frames	Department
	beginning of the Academic year to all deserving schools		DoE
4.3 Improve the overall management and impact of the SNP	a. Extend school feeding schemes to all poor primary and high schools (Q1 to Q3)	Being determined	DoE
	b. Provide all Quintile 4&5 Farm Schools		DoE
	c. Encourage all poor schools to provide cooked meals		DoE
	d. Increase the number of meal servers and ensure that all meal servers are paid on time		DoE
4.4 Improved learner outcomes and Matric results	a) Develop a monitoring framework that will report on whether teachers are in-class, on time, teaching 6 hours a day for 5 days a week	Being determined	DOE
	b) Develop lesson plans in all learning areas and to be distributed in all schools		DOE
	c) Clear guidelines provided on assessment management.		DOE
	d) Put in place mechanism to ensure that the learner assessment in Grade 3,6 and 9 is in place for every school		DOE
4.5 Development of priority skills through strengthening partnerships and improve access and quality and economic relevance	a) Increase partnerships for skills development across all the targets and growth sectors in the Province	Being determined	OTP
	b) Increase the 20 skills required in the economy, through the re-capitalization of FET		DOE
	c) Accredite FET Colleges to provide learnerships		

EC PSF Priority Four : Education and Skills Development

Outcome: Skilled and Capable Workforce to support an Inclusive Growth Path

Goals	Targets and Prioritised Activities	Time-frames	Department
of training and skills development	<p>d) Provide learnerships to:</p> <ul style="list-style-type: none"> ▪ +1,300 students ▪ +2,000 unemployed youth in learnerships <p>e) Set up the FET Teacher Training Resource</p> <p>f) Train +6,000 civil servants through learning opportunities and develop the Leadership Capabilities of +200 Public Managers</p> <p>g) Provide +100 unemployed youth through New Venture Creation Training</p>		<p>DoE</p> <p>OTP</p> <p>DOE</p> <p>OTP</p> <p>OTP</p>

EC PSF Priority Five: Improving the health profile of the Province

(This Priority is co-ordinated by the Social Needs Cluster.)

The key outcome here relates to 'A Long and Healthy Life for All South Africans.'

The key goals to pursue through this Strategic Priority therefore are:

- Reduced rate of new HIV and TB infections by 50% with focus on the youth between the ages of 17-21 years
- Care and support provided to those affected and infected with HIV and AIDS and TB
- Give equitable access to health care
- Reduced child and maternal mortality rate in the Province
- Ensure sufficient availability levels of material and drugs in hospitals and clinics

This outcome is highly dependent upon us ensuring that we live and promote healthy lifestyles. The health system in South Africa is currently under immense pressure due to prevalence rates of HIV/AIDS and TB that are amongst the highest in the world. Building institutional capacity to effectively treat and reduce the spread of these diseases are key enabling factors towards reducing this pressure in the system and achieving the desired health outcomes in the longer term.

It is therefore against this background that as a Province we commit ourselves to ensure an efficient and quality public health system as the majority of the inhabitants of the province currently make use of these facilities. To this end, we have accepted the National 10 point plan as a strategy, and have already incorporated this into our provincial transformation plan. We have already started funding the health mandate on an incremental basis so as to address previous funding shortfalls. In this respect, the Department of Health will also be looking at Preferred Provider arrangements with medical schemes and thus embark on revenue generation. We are improving governance, management and stabilization of the Department in order to improve delivery efficiency with a particular focus on

Primary Health Care and the District Health Model.

We are implementing the national mandate announced by President Zuma on the occasion of International AIDS Day in 2009 regarding combating of HIV and AIDS through the Comprehensive HIV Plan. Through the Eastern Cape Aids Council, the Province has adopted the Provincial HIV and AIDS Strategy in line with the National Strategy. In this regard we will be launching our HIV and AIDS Counselling and Testing programme in OR Tambo District in April this year. This will include increasing access to ARVs. Other communicable diseases like TB & measles have also been prioritized. In line with our call to improve the health profile of our nation, we call on the community to act responsibly. We already face a huge burden of disease with HIV and AIDS; TB; treating people injured in road accidents; substance abuse especially alcohol; high circumcision mortality. Most of these diseases and deaths are preventable.

We will improve our public health infrastructure provision through the revitalization program using public private partnerships; and incremental increases to the infrastructure budget to improve maintenance of the existing infrastructure. Also included in this year's plan is a pharmaceutical management improvement programme, and a plan to address the Emergency Medical Services.

In the coming financial year, we will also, under the guidance of the national Department of Health, prepare for the implementation of the National Health Insurance system. This system will, among other things, help to give everybody more equitable access to healthcare services.

Over the medium to long term, we will continue to address the attitude of staff, replace and maintain our health equipment, ensure sufficient levels and the on-time supply of essential materials and drugs, build strong management teams and ensure more delegation of authority to those who need to make quick decisions.

Primary health care remains the frontline of improving the health profile of the

Province, and we are accordingly committed to work together with the local sphere to ensure successful implementation of the provincialisation of primary health and the devolution of municipal health services.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Five: Improving the health profile of the Province

Outcome: A Long and Healthy Life for All South Africans

Goals	Targets and Prioritised Activities	Time-frames	Department
1. Reduced rate of new HIV and TB infections by 50% with focus on the youth between the ages of 17-21 years	1.1 Upscale efforts and campaigns on behavioral change, with the ABC strategy remaining the cornerstone	Being determined	1.1 – 2.3 DoH
	1.2 Strengthen community-representative structures to facilitate community involvement in health issues	Being determined	
	1.3 Intensify HIV prevention among sex workers (High Transmission Areas)	Being determined	
	1.4 Encourage HIV and TB testing by the people of the province	Being determined	
2. Care and support provided to those affected and infected with HIV and AIDS and TB	2.1 Reach 80% of those in need of ARV treatment	Being determined	1.1 – 2.3 DoH
	2.2 Upscale the number of health facilities that will be accredited to provide Comprehensive Care, Management and Treatment Services	Being determined	
	2.3 Encourage pregnant women to use PMTCT services and help achieve the target of 95%-100% PMTCT coverage in each district	Being determined	
	2.4 Expand the Home Community Based Care (HCBC), services & strengthen the capacity of care givers	Being determined	2.4 DSD
	2.5 Ensure proper ventilation in all TB and district hospitals to provide adequate isolation space to admit re-treatment patients	Being determined	2.5.1 – 3.1 DoH
	2.6 Upscale efforts to deal with early case detection and early referrals	Being determined	
3. Give equitable access to health care	3.1 Incremental implement the National Health Insurance	Being determined	3.2 DoH, District Municipalities
	3.2 Implementation of the provincialisation of primary health care and the devolution of health care service	Being determined	
4. Reduced child and maternal mortality rate in the Province	4.1 Implement the provincial strategy on maternal and child health	Being determined	4.1-5.2 DoH
	4.2 Improve nutritional status of pregnant and lactating women by 100%	Being determined	
	4.3 Increase the number of half-way station in every district for awaiting mothers	Being determined	

EC PSF Priority Five: Improving the health profile of the Province

Outcome: A Long and Healthy Life for All South Africans

5. Ensure sufficient availability levels of material and drugs in hospitals and clinics	5.1 Manage all supplier contracts	Being determined	
	5.2 Ensure that all essential drugs available at all times	Being determined	

EC PSF Priority Six: Intensifying the fight against crime and corruption (This priority is co-ordinated by the Justice, Crime Prevention and Security Cluster.)

The outcome we pursue is that 'All people in province are and feel safe'

The key goals to pursue through this Strategic Priority related to:

- Crime Reduction
- Community Mobilisation
- Increased Security At Big Events
- Border Control And Security Measures to deal with illegal immigrants; stock theft; smuggling of illegal firearms, drugs and vehicles and smuggling on rhino horns
- Measures for Fighting Corruption
- Strengthened Criminal Justice System
- Reduced Violence against Women and Children
- Rural Safety Programme

Reducing the high levels of crime in South Africa has been widely accepted as one of the highest national priorities. Crime, especially violent crime, has a cross-cutting impact on society and the economy. It places a restriction on the work and leisure activities of South Africans, which negatively affects quality of life. Furthermore, the direct and indirect costs of crime to business in South Africa is very high. In addition, crime is also a barrier preventing international investors and tourists from considering the province and SA as their next destination. The total cost of these impacts are difficult to quantify accurately, however, they are likely to be large in magnitude.

We will therefore continue to intensify the fight against crime and corruption on all fronts. We will continue with vigorous oversight of the South Africa Police Service to monitor transformation and to ensure greater accountability. To this end, we will evaluate 85 Police Stations to measure effectiveness of service delivery.

It is critical for all of us to be patriotic South Africans in the fight against crime as

our success depends on partnerships with the community. Thus our Provincial Crime Prevention Strategy is centred around assisting municipalities to promote 25 Community Safety Forums; establishing and supporting village and street committees; and strengthening the 191 Community Policing Forums in the Province. During 2010/11, we will mobilize communities to participate actively in 85 crime prevention campaigns and 45 safer schools projects to create a conducive environment for learning and teaching for our children and educators, and to reduce crimes against women and children.

Our province has in recent times experienced incidents of high road accident fatalities. We appeal to our people to heed the call of Arrive Alive. We will show zero tolerance to drinking and driving to promote road safety. Rural safety is also critical, and strong measures will be introduced to reduce cross-border crime, particularly stock theft.

Reducing the number of fire-arms and ammunition in circulation is an important part of our strategy to combat violent crime.

It is also important to understand that all inhabitants of the province need to also “feel safe” in addition to being safe. Perceptions about crime are influenced by many factors including experiences of corruption and errors in the criminal justice system (CJS), a lack of confidence in authorities, lack of care for victims and perceptions of crime statistics. These perceptions need to be managed actively in addition to fighting crime.

We will build on the momentum gained as we seek to address corruption through the resuscitated Provincial Anti-Corruption Forum. In implementing the Anti-Corruption Learning Network resolutions, we will ensure that the financial disclosure framework is extended to all the categories of employees that are involved in the supply chain management processes. We will intensify our efforts to uproot this scourge through awareness programmes to inculcate a culture of intolerance towards corrupt activities. Active participation and commitment by politicians and senior officials in driving the fight against corruption is key to achieving this outcome.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Six: Intensifying the fight against crime and corruption			
Outcome: All people in province are and feel safe			
Goals	Targets and Prioritised Activities	Time-frames	Department
Crime Reduction	<ul style="list-style-type: none"> • Crime prevention campaigns focusing on moral regeneration and crime awareness • Promote tourism safety through campaigns • Conducting public participation survey <p>(National Target: 7-10% reduction in violent crime)</p>	Being determined	DSL
Community Mobilisation	<ul style="list-style-type: none"> • Public Education Campaigns • Implement integrated Community Mobilization Plan • Report on youth incarceration in SAPS cells • Youth camps to discuss life orientation • 69 hotspot schools identified • Introduce OB book system in identified schools so as to keep record of crimes committed at schools • 69 schools declared "weapon free zones" • Random searches at 69 schools • Implement Adopt-A-Cop at 69 identified schools • Random testing and searching relating to drugs and alcohol conducted by the school itself • Establish 400 safety committees at identified schools • Capacity building workshops at 400 identified schools • Schools to be trained on random testing for drugs- 2 Educators per school • Progress reports from SAPS and DOSD on Human trafficking incidents reported and finalised • Number of Human trafficking campaigns conducted 	Being determined	DSL

EC PSF Priority Six: Intensifying the fight against crime and corruption

Outcome: All people in province are and feel safe

Goals	Targets and Prioritised Activities	Time-frames	Department
	<ul style="list-style-type: none"> • One workshop targeting women and girls (prostitutes) • Research on human trafficking in partnership with SAPS Organized Crime Unit and UFH • Convene Provincial Human Trafficking Task Team • Assessment report on the functioning of CPFs • CPFs training programme in place • Implement Operation Clean Up targeting 40 priority Police Stations 		
Increased Security At Big Events	<ul style="list-style-type: none"> • Integrated Safety and Security Operational Plan for 2010 FIFA World Cup focusing on Host city and 6 Public Viewing Areas • Progress reports from SAPS 	Being determined	DSL
Border Control And Security Measures to deal with illegal immigrants; stock theft; smuggling of illegal firearms, drugs and vehicles and smuggling on rhino horns	<ul style="list-style-type: none"> • Strengthen Border Control Coordinating Committee • Progress reports from Border Control Coordinating Committee • Convene Cross Border Summit- October 2010 	Being determined	DSL
Measures for Fighting Corruption	<ul style="list-style-type: none"> • Progress reports from SAPS; Department of Justice and Provincial Anti- Corruption Forum • Survey on Provincial Governments to determine 	Being determined	DSL

EC PSF Priority Six: Intensifying the fight against crime and corruption

Outcome: All people in province are and feel safe

Goals	Targets and Prioritised Activities	Time-frames	Department
	establishment and functionality of Anti-Corruption Forums <ul style="list-style-type: none"> • Provincial Anti-Corruption Forum to conduct awareness campaigns • Popularize SAPS Fraud and Corruption Strategy through CPFs • Conduct awareness campaigns • Assessment of Departments with anti-corruption, risk management and fraud prevention plans in place 		
Strengthened Criminal Justice System	<ul style="list-style-type: none"> • Establish/ support Victim Support Centres at 40 prioritized Police Stations • Training of volunteers/ coordinators for SAPS Victim Support Centres • Funding of- Victim Support Centres (DOSD) • 1 training and capacitation workshop per District focusing on victim empowerment; protocols; guidelines and roles and responsibilities of different stakeholders (DOSD to give number) • Circulate directory of integrated services to 40 priority Police Stations • Convene District Victim Empowerment Forums • Assessment of Victim Support Centres within Province 	Being determined	DOSD
Reduced Violence against Women and Children	<ul style="list-style-type: none"> • DOSD to establish Child Justice Forums in 24 Magisterial Districts • DOSD to assess Child and Youth Care Centres • Conduct an assessment of the three identified places of safety and the 24 transit shelters • Strengthen participation on Child Protection Services Committee focusing on: SAPS; DoE; DOSD; DSL 	Being determined	<ul style="list-style-type: none"> • DOSD • LEAD:

EC PSF Priority Six: Intensifying the fight against crime and corruption

Outcome: All people in province are and feel safe

Goals	Targets and Prioritised Activities	Time-frames	Department
	<ul style="list-style-type: none"> • Audit of Municipalities in partnership with DEDEA and DLG on compliance on Liquor by-laws issues • NPA to establish 3 new <i>Thuthuzela Rape Centres established</i> 		<p style="text-align: center;">DSL & DLG</p>
Rural Safety Programme	<ul style="list-style-type: none"> • Support/ strengthen SAPS Rural Safety Committee • Evaluation of Tsolo Police Station • Conduct crime prevention campaigns • Capacitate CPFs on roles and responsibilities • Support the establishment/ functionality of Village Committees • Implement Safer Schools Programme • Operation Clean Up focusing on shebeens and taverns 	Being determined	<ul style="list-style-type: none"> • LEAD: DSL; SAPS; DoE

EC PSF Priority Seven: Building a developmental state, improving the public services, and strengthening democratic institutions (This Priority is co-ordinated by the G & A Cluster.)

Priority is co-ordinated by the G & A Cluster.)

This Priority should lead to the realization of two outcomes, namely, 'A responsive, accountable, effective and efficient Local Government system' and 'An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship.'

The related provincial goals for this Strategic Priority are therefore:

- Public Service Transformation
- Improving provincial institutional mechanisms towards a more coherent and integrated approach to service delivery
- Improving the capability of local government
- Inclusive and responsive government
- Ensure that youth development remains a key service delivery concern.

The White paper for local government (1998) defines Local Government's role as: "Developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives"

Based on this definition, an ideal Municipality is characterised as follows:

- Provide democratic and accountable government for local communities
- Be responsive to the needs of the local community
- Ensure the provision of services to communities in a sustainable manner
- Promote social and economic development
- Promote a safe and healthy environment
- Encourage the involvement of communities and community organisations in the matters of Local Government
- Facilitate a culture of public service and accountability amongst its staff
- Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms.

Meeting the above criteria is important as Local Government is the key agent responsible for the provision of basic services, household infrastructure and the creation of working, inclusive local economies.

Our success as Government depends on the effectiveness of local government as the key site of service delivery. To this end, a diagnostic assessment was conducted and a Local Government Turnaround Strategy has been developed. The Department of Local Government and Traditional Affairs, supported by the Office of the Premier and Provincial Treasury, will lead the implementation of this Strategy in the Province.

The Provincial Government is also implementing a “Clean Audits by 2014” Campaign spearheaded by the Department of Cooperative Governance and Traditional Affairs. We are working closely with Municipalities in making sure that we strengthen and instil good financial governance. This will go a long way in restoring people’s confidence in the sphere that matters most, Local Government.

The key components of an efficient, effective public sector capacity include:

- Delivery of services in terms of quality, quantity, and cost
- Effective hiring and training standards
- Performance incentives and disincentives
- Appropriate decision rights and accountability
- Well-functioning business systems
- Effective procurement processes
- Appropriate level of transparency
- Structural/ institutional issues
- Appropriate allocation of powers and functions

An efficient, effective public sector capacity is essential for government to deliver services and achieve more with less. The purpose of this outcome is to attempt to reduce the costs associated with of delivery of services while increasing (or maintaining) the quality of services rendered. In this way, the intention is to transform the public sector into a high performance organisation over time.

Citizenship is closely linked to public sector capacity. An empowered, fair, and inclusive citizenship is necessary to create the national stability required for realizing significant growth and effectively providing both public goods. The public sector is a key influencer of citizenship.

Accordingly, we have developed a Public Service Transformation Strategy which aims at creating a developmental, caring, accountable and responsive government. In this regard we are reviewing the orientation of our Human Resource Development model so that it puts more emphasis on areas of training that are of relevance to the posture and tone that our government is seeking to portray. Part of this endeavour will be to ensure that all positions of Heads of Departments are filled early in the new financial year.

As Provincial Government we remain focused on realising our equity targets in relation to gender and disability in particular. We will continue to engage the disability formations and a broad coalition of women's organisations as well as the national Ministry for Women, Children and People with Disabilities in order to sharpen our mainstreaming efforts.

As regards the establishment of a Provincial Planning Commission, we have developed a conceptual framework for the Provincial Planning Commission, outlining its vision, character, critical tasks and basic structure has been developed. Following our stakeholder consultation process, our intention remains that this capacity will be in place in Government in the 2010/11.

We will also implement the new Outcomes approach to service delivery in the province as introduced by our National Government, and announced by the President in his 2010 State of the Nation Address. We are engaging with other spheres of Government and we have moved quickly to review our coordination arrangements to ensure that we are in line with the outcomes approach.

Similarly, the audit outcomes of departments in the province have been highlighted as an area requiring attention, particularly in the Departments of

Education and Health. While we have noted good progress made in this area in the last financial year, with the majority of Provincial departments having achieved unqualified audits, we will not rest until all departments are able to fully account for all resources placed in our hands.

At the core of our programme for transforming the public sector is our effort to strengthen coordination and integration of all government programmes. This includes strengthening coordination within Provincial Government and coordination among the spheres of Government. In that regard, we will implement the recently adopted Provincial Inter-Governmental Relations Strategy. The Premier's Coordinating Forum will monitor that the Protocols agreed to in the Strategy to inform the nature of our engagements across government spheres.

The Executive Council resolved to engage on an extensive EXCO Outreach Programme once every year for the duration of the 2009-2014 term during which EXCO visits the six districts and the Metro and engages with the municipalities and the citizens. This resolution was supported by the Premier's Co-ordinating Forum. We will embark on an Executive Council Outreach from April to July 2010 to further strengthen our relations between the all spheres in the province, improve service delivery and engage with communities on related matters.

Following discussions between ourselves and the National Youth Development Agency, we are currently finalising the transfer of ECYC staff to the NYDA. To ensure that youth development remains a key service delivery concern, a Youth Desk will be established within the Office of the Premier.

We would be enrolling a further 500 young people in the National Youth Service programme in the 2010/11 financial year.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Seven: Building a developmental state, improving the public services, and strengthening democratic institutions

Outcome: A responsive, accountable, effective and efficient Local Government system

Outcome: An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

Goals	Targets and Prioritised Activities	Time-frames	Department
1. Public Service Transformation	<p>Implement provincial Public Service Transformation Strategy including the following:</p> <p>Implement 1 Batho Pele principle in province</p> <p>Ensure adherence to gender and disability targets and ensuring mainstreaming of relevant related recommendations</p> <p>Implement a Pearsal clean up campaign</p> <p>Ensure full implementation of disciplinary procedures</p> <p>Review the orientation of our Human Resource Development model to put more emphasis on areas of training that are of relevance to the posture and tone that our government is seeking to portray.</p> <p>Ensure that all positions of Heads of Departments are filled early in the new financial year.</p> <p>Implement a Public Service Development Programme to set norms and standards for public servants in all spheres of government and ensure public service cadre development</p>	Being determined	<p>1.1 OTP</p> <p>1.2 All Departments</p> <p>1.3 OTP</p>
2. Improving provincial institutional mechanisms towards a more coherent and integrated approach to service delivery	2.1. Establishment of the Provincial Planning Commission & interim 'OTT' structure in the Office of the Premier to improve coherence in Government planning and policy coordination in the Province.	Being determined	2.1 OTP
	2.2. Review the provincial coordination arrangements to ensure that the province is in line with the outcomes approach.	Being determined	2.2-2.3 OTP
	2.3. Improve performance monitoring and evaluation to build a performance oriented state		
	2.4. Monitor that the Protocols agreed to in the Intergovernmental Strategy inform the nature of our engagements across government spheres.	Being determined	2.4-2.5 OTP
	2.5. Deepen cooperation among the spheres of government		

EC PSF Priority Seven: Building a developmental state, improving the public services, and strengthening democratic institutions

Outcome: A responsive, accountable, effective and efficient Local Government system

Outcome: An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

Goals	Targets and Prioritised Activities	Time-frames	Department
3. Improving the capability of local government	3.1. Implement relevant phases of the Provincial Local Government Turnaround Strategy towards ensuring an effective local government that is a key site of service delivery.	Being determined	3.1 LGTA (Lead department)
	3.2. Strengthen and instill good financial Governance as a contributory factor to the "Clean Audits by 2014" Campaign	Being determined	3.2 PT
	3.3. Establish disaster management infrastructure along provincial strategic routes.	Being determined	3.3 LGTA
4. Inclusive and responsive government	4.1. Undertake an Executive Exco Outreach Campaign and implement relevant recommendations/ resolutions	Being determined	4.1 OTP
5. Ensure that youth development remains a key service delivery concern.	5.1. Finalise the transfer of ECYC staff to the NYDA	Being determined	5.1 OTP
	5.2. Establish a Youth Desk in the Office of the Premier	Being determined	5.2 OTP

EC PSF Priority Eight: Building cohesive, caring and sustainable communities (This priority is co-ordinated by the Social Needs Cluster)

The outcome of this Priority is ‘Sustainable human settlements and improved quality of household life.’

The related Strategic Priority goals therefore are:

- Promote initiatives that contribute to nation building and national identity
- Promote sports development in the Province
- To promote preventative community based care and alternative care programmes to children and women in need of care and protection.
- To expand and improve quality of care and services to older persons
- To provide care and support services to Homes for the Disabled and welfare organisations in line with minimum standards and Disability Policy.

Sustainable human settlements and improved quality of household life are defined by:

- Access to adequate accommodation that is suitable, relevant, appropriately located, affordable and fiscally sustainable
- Access to basic services (water, sanitation, refuse removal and electricity)
- Security of tenure irrespective of ownership or rental, formal or informal structures
- Access to social services and economic opportunity within reasonable distance

The outcome is of critical importance for various reasons. Firstly, it is a requirement of the Constitution and Bill of Rights. Secondly, it is core to human dignity and social stability and is a key enabler of health, education and social cohesion outcomes. Lastly, with good planning, it can also serve as a catalyst for economic development and job creation.

Work in this priority includes a response to the challenge of social fragmentation as manifested through high levels of poverty, domestic violence, criminality,

teenage pregnancy, decline in social values and declining levels of social solidarity.

Part of social cohesion is the responsibility of each person to develop a common attachment to the country, the Constitution and national symbols. In advancing this message, the Province has initiated a range of activities, which will contribute to the development of a national identity.

Through the Department of Sport, Recreation, Arts and Culture, we have facilitated the establishment of significant structures for the preservation of the provincial heritage, such as the Provincial Heritage Resources Authority and the Provincial Geographical Names Committee, with a view to fast-tracking transformation of the province's cultural landscape in a manner that promotes nation-building whilst at the same time deepening and strengthening national identity.

It is of great concern to us that there are many orphans and vulnerable children in the Province. We will redouble our efforts in seeing to it that there are no destitute children, and that the causes of children being on the streets are progressively eliminated.

Work will also continue to prepare for hosting a successful 2010 FIFA Soccer World Cup in the Nelson Mandela Bay Metro. We will also ensure that a lasting legacy is left and is seen and felt in all our communities, inside and outside of our soccer pitches, stadiums and fields.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Eight: Building cohesive, caring and sustainable communities			
Outcome: Sustainable human settlements and improved quality of household life.			
Goals	Targets and Prioritised Activities	Time-Frames	Department
1. Promote initiatives that contribute to nation building and national identity	1.1 Support the Provincial Geographical Names Committee	Being determined	DSRAC
	1.2 Support the Provincial Heritage Resources Authority	Being determined	DSRAC
	1.3 Support the implementation of 2010 Living Legacy programme in NMM, BCM and KSD	Being determined	DSRAC
	1.4 Support diversity and national building in celebrating the national days	Being determined	DRSAC
2.Promote sports development in the Province	2.1 Encourage joint implementation of sporting programmes in schools between DSRAC and Department of Education (DoE)	Being determined	DSRAC
	2.2 Develop provincial flagship sporting programme for the province (e.g. of the form of the Craven Week)	Being determined	DSRAC
	2.3 Rollout the Sifunda Sidlala programme to other schools which are not involved at present.	Being determined	DSRAC
	2.4 Fund Coaching clinics in all the districts (incl. the Metro) and engage motivators in our communities	Being determined	DSRAC
3.To promote preventative community based care and alternative care programmes to children and women in need of care and protection.	3.1 Local Drug Action Committees and a provincial forum are established and functional	Being determined	DSD
	3.2 One-Stop Youth Justice centres established in all districts	Being determined	DSD
	3.3 Put in place measures that will prevent, detect and report incidents of the exploitation and abuse of children	Being determined	DSD
	3.4 Children in need of care and protection are placed in alternative care.	Being determined	DSD
	3.5 Victims and survivor of violence receive counseling and life skills Programme	Being determined	DSD
4.To expand and improve quality of care and services to older persons	4.1 A Provincial forum for Older Persons is maintained	Being determined	DSD
	4.2 Development of Provincial Policy on Older Persons	Being determined	DSD
	4.3 Participate in Inter-Provincial Golden Games for Older Persons	Being determined	DSD
3. To provide care	5.1 Implement strategy on support services to children with	Being	DSD

EC PSF Priority Eight: Building cohesive, caring and sustainable communities			
Outcome: Sustainable human settlements and improved quality of household life.			
Goals	Targets and Prioritised Activities	Time-Frames	Department
and support services to Homes for the Disabled and welfare organisations in line with minimum standards and Disability Policy	disabilities.	determined	
	5.2 Implement income generating and skills development programmes targeting people with disabilities	Being determined	DSD

Appendix 11:

An appropriate Functional Model of the Eastern Cape Planning Commission –
A perspective

By: S. Mbanga

December 2009

Some reflections on the Concept Document and Suggestions on an appropriate Functional Model of the Eastern Cape Planning Commission: A perspective

By: Sjekula Mbanga²ⁱ

“Above all, the Provincial Planning Commission is an engine of coordination which serves to propel the entirety of the work of government towards the common goal of creating a better life for the people of the Eastern Cape.”

(Office of the Premier, 2009)

1. Background

The necessity for the establishment of a Provincial Planning Commission has been emphasised, and of note being a policy pronouncement made by Premier Kiviet in the 2009 State of the Province Address. A business case for establishing a Planning Commission in the Eastern Cape is re-affirmed in a number of strategic documents and planning platforms in the Province, key amongst these being

- The PGDP Assessment Report;
- End-of-term Report; and
- Close-out Report of the Service Delivery Acceleration Plan.

Of note is that the process of establishing a Planning Commission in the Province takes some cue from the national processes led by the Office of the Presidency, wherein a Planning Ministry is facilitating the setting up of a National Planning Commission and has by August 2009 tabled before Parliament a Green Paper in this regard. A Ministry on Monitoring and Evaluation has also been

² The author prepared the submission at a time he was nominated, as an individual, to form part of a small Technical Task Team, drawn from various sectors and backgrounds, that was set up to advise the Provincial Cabinet on the establishment of a Provincial Planning Commission.

established at a national level, and a Position Paper on its approach is in circulation and under discussion.

It is useful to also register that, despite some kind of discouragement of provinces in replicating national processes, by The Presidency, similarly Gauteng, Limpopo and KwaZulu-Natal are embarking on this process. For the Eastern Cape, a draft Concept Document: Towards the Eastern Cape Planning Commission is under discussion at political and administrative structure levels.

2. Comments on the draft Concept Document on PPC

The draft Concept Document serves a purpose of synthesising some thoughts on the mandate and structuring of the Provincial Planning Commission to guide decision-making. The Office of the Premier Policy and Planning Division should be commended for facilitating a generation of this level of output while it is still expected to ensure that, with the limited capacity at its disposal, the wheel of government does not grind to a halt.

The document first sketches the planning context in the Province in which the Planning Commission is being considered outlining various macro-plans in place, institutional arrangements that have since 2004 been established to drive implementation and monitoring of these plans, current macro strategies being pursued, challenges and weaknesses of the current provincial planning system (including local government), and then gravitates towards defining the value proposition and key functions of the envisaged Provincial Planning Commission, concluding with key options on models for appropriate institutional arrangements for policy makers to consider. The draft Concept Document also lifts up some few international lessons from countries like Kenya, India, Botswana, and Namibia. The draft Concept Document has been thoroughly studied (not with intention to critique but to enhance its logic and propositions), and also taking into account the deliberations of the Task Group meeting held on 16 October 2009. The

following preliminary comments, without following a particular chronological order or themes, can be thrown, at this stage:

- A view in the draft Concept Document that all spheres of government will be expected to 'adhere' to the National Strategic Plan needs some qualification or contextualisation. As the Green Paper on National Strategic Planning stands, it is apparent that sectors and spheres of government will still maintain their planning regimes, however, which should take account of the national development vision, priorities and outcomes expected of each sector. National strategic outcomes and targets will be informed by research that shall have been conducted by the National Planning Commission in conjunctions with institutions of higher learning and other research bodies (baseline data). In the spirit of the Green Paper on National Strategic Planning, sectors and other spheres of government will not be required to submit their macro-plans for quality assurance by the National Planning Commission, but that an enabling environment for alignment of plans will be created, perhaps through less coercive measures such as establishment of coordinating mechanisms and strategic dialogues. As such, South Africa will not follow the USA model wherein the federal agencies are required, through legislation, to submit their plans to a central office. Nor does the national approach draw entirely from the New Zealand model wherein strategic results areas are determined at a macro level, followed by key result areas per sector, departmental contributions that are well coordinated and each contribution aligned to resource allocation and performance contracting for senior executives.
- In the State of the Province Address, the Provincial Planning Commission is conceived such that it will be 'based in the Office of the Premier.' Of note here is that the EC Planning Commission may not be situated anywhere else other than directly under the authority of the Premier, as Executing Authority (policy pronouncement). This follows closely the

national approach, and with some elements of the Malaysian model where the Central Planning Agency and Implementation Coordination Unit is seated in the Office of the Prime Minister. Therefore, the Eastern Cape model does not draw from the Ugandan model where the Ministry of Planning and Finance were, at some stage, merged into one Ministry to drive integrated planning and budgeting from one centre, utilising the budget planning and coordination instruments.

- The Concept Document correctly notes that the Provincial Planning Commission will require sufficient authority to succeed in its daunting task of 'leading planning and directing policy implementation' in the Province. Two things warranting attention here are: Firstly, the work of a Planning Commission should be regulated by legislation. Secondly, the location of the PPC becomes critical, including the political structures that should champion its work. With the latter points in mind, establishing a Cabinet Committee on Planning, at a provincial level, is unavoidable. The Premier in the Executive may need to appoint one of the MECs of Finance, Economic Development or Agriculture and Rural Development to chair this Committee. Regardless of who chairs in the three MECs, all of them shall sit in this Committee. MEC for Local Government and Traditional Affairs and the MEC for Human Settlements should sit in this Committee.
- Regarding the 'lead-in' questions of the Concept Document ,it should be important to make a distinction between a vision of the PPC as an entity and the vision of the Province as will be encapsulated in the Long Term provincial Plan that the PPC will marshal the development of as one of its key strategic tasks. Further to this, a question of 'how should the PPC relate to the existing planning capacities in the Province' should always be understood for what the questions asks. Existing planning capacities shall include: the current Policy and Planning division in the Office of the Premier, Cluster Working Groups, Strategic Planning units in departments,

Development Planning units in some departments, Economic Planning units in some departments, Infrastructure Planning Units in some departments, Integrated Development Planning functions within various municipalities, Spatial Planning unit of the Department of Local Government and Traditional Affairs, and the EPWP and Rural Development Planning and Coordination responsibilities of Public Works and Department of Agriculture respectively. Provincial public entities involved in planning such as ECSECC (who is supporting the Clusters) should be considered.

- The Concept Document lifts an important issue of 'organisation and statistics required for planning and related areas.' This borders on research as a function of generating and managing evidence to support planning and policy making. The Green Paper on National Strategic Planning correctly foregrounds evidence-based planning which will be supported by ongoing research per sector on various priority areas that shall have been identified in the National Development Plan, and strong monitoring and evaluation (with its feedback loop). Quite a sizeable number of provincial departments have established and are still establishing research units. These officials have since established a Provincial Researchers Forum under the auspices of the Department of Social Development where research outputs of various departments are shared. This forum has even moved to engage institutions of higher learning and research councils at national level. The Department of Human Settlements, for instance, has even gone to an extent of establishing a Medium Term Research Strategy (supported by the National Research Foundation) aimed at supporting its multi-year human settlements planning regime. This Department is forging partnerships with local and international research bodies towards the roll-out of the strategy, as evidenced by its recent hosting of a delegation from the National Institute of Rural Development in the Government of India, wherein

best=practices on LED focused and community-based rural housing programmes were shared. It would have been desirable that the Office of the Premier leads provincial research, perhaps through the Eastern Cape Socio Economic and Consultative Council. For now, this is not the case, and this being a matter that will command the attention of the Provincial Planning Commission. How will the PPC relate to the agenda pursued by ECSECC is a point at hand, or put differently, how will the work of ECSECC practically support PPC work starting from the refining of a provincial vision (I presume, this will not be Vision 2014 but a more longer-term vision such as Vision 2025 that is proposed at a national level).

- The Namibian model also identifies a need for a Planning Commission to take responsibility for management and coordination of international aid resources including the non-governmental organisations. In the context of the Province, such a responsibility should be extended to include marshalling private sector support. There are already development agencies and financial institutions that are working with departments and municipalities. For instance, the Development Bank of Southern Africa, ABSA DevCo, Teba Bank, National Business Initiative. These institutions would come as capacity support in project planning and implementation or would assist in mobilising various funding streams towards the success of projects of interest. From time to time Clusters, Cabinet Committees and ultimately Cabinet would be apprised of such initiatives.
- The Concept Document restates that which the PGDP Assessment Report and End of Term Report identified as a key planning challenge in the Province i.e. poor alignment across sectors and spheres. The document correctly proceeds to identify a need for 'broadly applicable tools' to facilitate alignment. However, the document envisages 'alignment tools' that will seek to measure the impact of PDGP programmes on the focus areas. This needs better articulation. The Concept Document emphasises

on a need to put in place alignment tools that will measure the impact of PGDP programmes. The danger in this approach is that it more follows the category of lag measures of monitoring and evaluation, the 'post implementation alignment measurement.' It will be important for the PPC to devise alignment tools that track the prior-implementation phase, that is, the process of aligning as this is where the planning problem is seated. A distinction should be made between alignment in the process of programme design and implementation, and alignment as an outcome of programme implementation.

- Poor participation of provincial departments in Integrated Development Planning processes of municipalities and vice versa is cited as one other planning challenge that leads to poor alignment. What needs to be considered herein is the fact that the IGR framework Act, the Local Government Systems Act and the Constitution promotes cooperation across all spheres on planning matters, and do not provide sanctions for failure to do so. A second challenge in this is that there hasn't been an institution with adequate authority to cause and hold departments and municipalities accountable on their failure to participate in each other's planning processes, nor is there a clear system that has been created that facilitate such cooperation. The IGR structures themselves have landed to being information sharing platforms and haven't been carrying an agenda of ensuring focus on strategic policy priorities of the Province. A question that would need to be responded to is whether there is sufficient consensus and commitment, on the key provincial policy priorities, between the provincial government and local government. Where consensus exists at a political level, the next question is whether these policy priorities have been translated into plans and programmes of departments and municipalities. With the disjointed planning regimes between the provincial and local government, it hasn't been clear as to

whose role it is to facilitate and monitors the alignment process from the Cabinet Makgotlas.

- The Concept Document tends to over-emphasize on the importance of attendance of meetings to achieve alignment. It must be noted that meetings are but one tool of facilitating alignment, within a more comprehensive system of alignment. People may be attending meetings, consistently so, and yet integration of service delivery is not achieved. Alignment should be tracked across the decision-making latitude beginning with choices being made of which community needs to prioritise given the limited resources at the disposal of an institution, the allocation of funding, the mobilisation of capacity to implement, and the implementation of the programmes themselves. Plans of departments and municipalities should be caused to talk to each other, following being strong monitoring that what has been planned gets implemented on the ground, and where adjustments are made on plans mid-year these get communicated to affected institutions even prior a relevant Portfolio Committee and Office of the Auditor-General are informed.
- The Concept Document notes that prior 2007 the Office of the Premier attempted to organise itself in a manner that would support the implementation of the PGDP. However, during 2007 there was an attempt at a national level for the Offices of the Premier to align more with the National Treasury Budget Programme Structure. While the rationale for standardisation of structuring within sectors, nationally, is not disputed, it is equally important to note that departments are not driving the same weight of national policy priorities. For instance, while Rural Development Food Security and Agrarian Reform is one of the National MTSF priorities, this priority is more applicable to some provinces than others. If the organisational development principle which states that structure follows function/strategy is anything to go by, we are not likely to see a

proliferation of monotonous institutions in the country. While Offices of the Premier are coordinating institutions across the countries, their organisational structures are not likely to be the same, because they are informed by the contextual peculiarities of provinces, including the state of provincial economies, and the economic development and growth trajectory of a province.

- Regarding stakeholders of the Provincial Planning Commission, Provincial Treasury, Department of Local Government and Traditional Affairs, ECSECC Statistics South Africa and Research Institutions will come as more primary. How the Provincial Planning Commission will relate with Provincial Treasury's Budget and Planning Branch and the Department of Local Government Spatial Planning and IDPs Branch should be examined at the early stage of generating an appropriate model of a Provincial Planning Commission. These two departments have a coordinating responsibility in respect of their core mandates and have since established standing coordinating administrative structures where other departments are participating, over and above the Cluster arrangements. On its first days at work, the Provincial Planning Commission may be required to take stock of all existing and planned interdepartmental and inter-sphere coordinating mechanisms, and might need to embark on a process of rationalising these structures to ensure focus on key policy priorities of the Province. Structural fatigue has been cited as a challenge within the current planning regime in the Province, including nationally. There is all the temptation of creating new structures for each task that comes up, and is viewed as important or urgent. Sometimes when existing structures are deemed weak they would be replaced with new ones under different name tags., One other challenge or contributing factor to the situation is that an issue-based approach to policy implementation lands the Province to a proliferation of coordinating mechanisms, some duplicating each other, and this in fact defeats the same purpose these structure are created for –

integration. You sit with an ugly situation of weak and dysfunctional inter-sectoral coordinating mechanisms which, in fact, perpetuate silos mentality and policy incoherence by their very design. Elements of the same policy being driven by different structures that are common by dysfunctionality. The creation of structures should be guided through the macro policy analysis work of the Provincial Planning Commission, in consultation with key sector departments and public entities. It shouldn't be left entirely upon a single department to decide about which structure it intends establishing, in which it will expect sector departments and municipalities to participate.

- One of the key tasks of the Provincial Planning Commission will be the 'pooling of planning and coordination resources' for effective use of limited resources and to avoid duplication. This is quite a huge task which should by no way be construed to mean that sector planning within departments, and integrated development planning in municipalities will not be happening. Instead, in practical terms, this should be meaning that planning capacities within coordinating departments and public entities will require consolidation. Perhaps, this should be viewed in the light of the envisaged rationalisation of ECATU, RULIV, ASSGISA etc into a single entity to expedite the implementation of the Provincial Rural Development Strategy.
- The task of 'integrating the strategic plans of various strategic partners within and outside government' should also be properly conceptualised, from a long-term planning point of view. Critically here is the whole issue of ensuring that the PPC, in its business, maintains a sound balance between top-down and bottom-up planning approaches. The PPC should be cautious of relegating itself to a single task of 'coordinating the contributions of departments in the so-called provincial plan or programme of action.' It should adopt a combination of coordinating and intervening

roles, for it not to be marginalised in planning processes of sector departments and municipalities as it tends to be the case at the moment.

- The draft Concept Document correctly identifies the need for the PPC to serve as a 'clearing house' for plans of departments, public entities and municipalities. This is a very important task of Planning Commissions in other countries which the Green Paper on National Strategic Planning tends to avoid. However, two things warrant attention, here: Firstly, the PPC shall have to mobilise sufficient and suitable capacity to carry this task efficiently and effectively. Secondly, this task should be viewed in relation to key macro planning responsibilities of the other coordinating departments such as the Provincial Treasury and the Department of Local Government and Traditional Affairs, including the departments that are currently leading the planning and implementation of key provincial strategies such as the Rural Development Strategy, the Industrial Development Strategy, the Human Settlements Development Strategy (recently endorsed as a planning coordination principle by EXCO), the 5 year Local Government Strategic Agenda, and the Expanded Public Works Programme.
- The draft Concept Document cites as one of the key functions of the PPC 'the developing and coordinating of implementation of provincial Macro Policies such as the PGDP, the Provincial Strategic Framework, the Provincial Spatial Policy as well as Scenario Planning.' While this is the case, the conceptualisation of the functions of the PPC should assist in correctly sequencing the macro plans and strategies such that the Working Document is not viewed as according them a same status. Primarily the PPC shall have to lead the development of a Provincial Long Term Vision, probably Vision 2025. All other plans and strategies shall be secondary to the Eastern Cape Long Term Strategic Plan: Vision 2025. This is particularly important in view of the fact that there are some

municipalities such as the King Sabata Dalindyebo which have generated Long Term Visions.

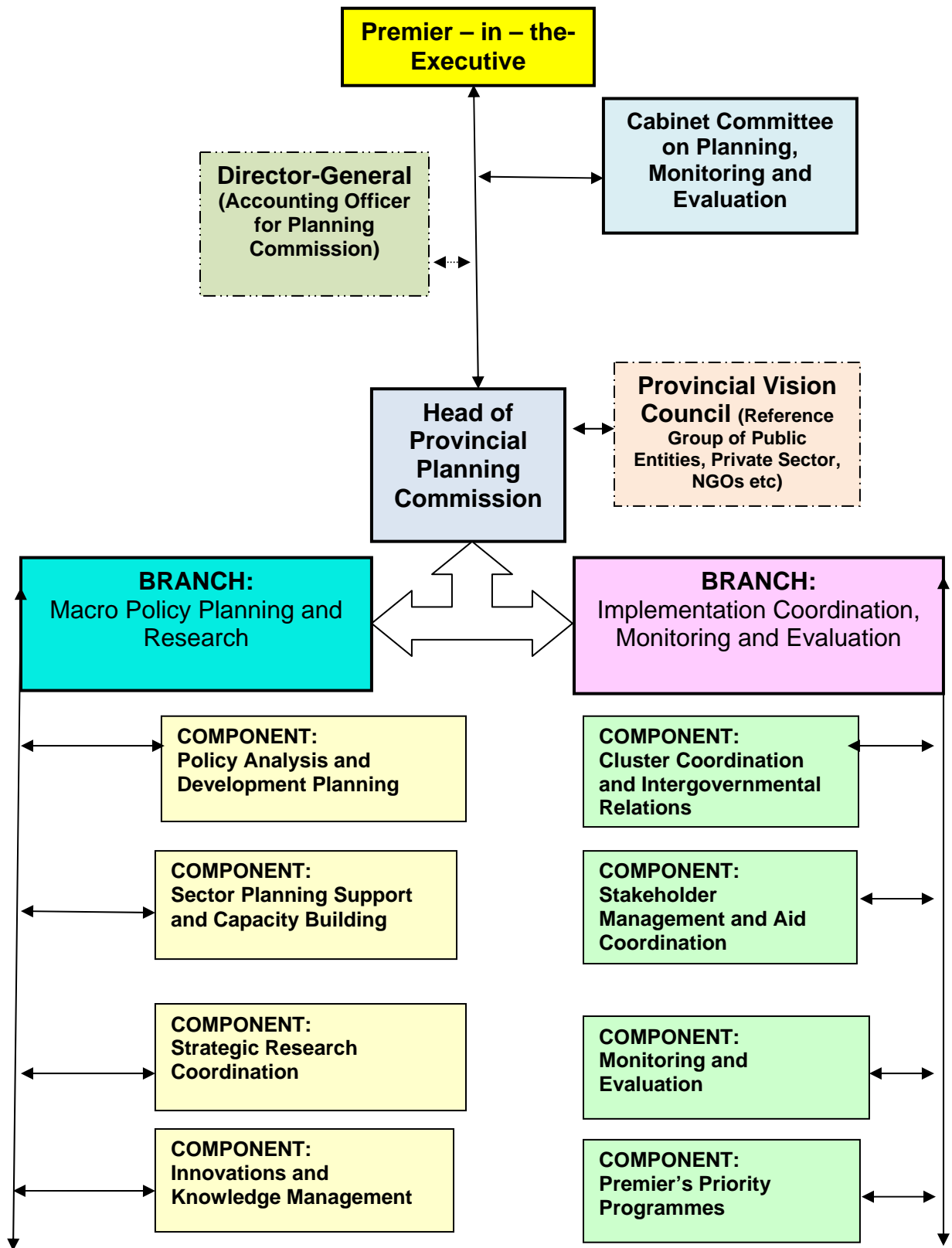
A proposed Option

The proposal being made hereunder takes into account the analyses and reflections presented above. The option also seeks to re-enforce the policy pronouncement stating that the Provincial Planning Commission shall be based in the Office of the Premier.

- The PPC should garner political clout and as such it should be
 - Located in the Office of the Premier, wherein the Premier is the Executing Authority;
 - Accountable to a Cabinet Committee on Planning, Monitoring and Evaluation that will be chaired by either MEC for Economic Development / Finance / Agriculture and Rural Development. All these MECs will sit in this Committee, including MECs for Local Government and Traditional Affairs and Human Settlements;
 - Headed by an official no less than a Superintendent-General, and more preferably a Director-General;
 - The Head of the Provincial Planning Commission should be directly accountable to the Premier on all the affairs of the Commission;
 - The Head of the Provincial Planning Commission shall serve as an ex-officio member of the Cabinet Committee on Planning, Monitoring and Evaluation.
- The PPC shall in the short term be a Programme within the Office of the Premier, but functionally accountable to the Premier and financially accountable to the Director-General.
- In the medium to long-term the PPC shall emerge as either a stand-alone Department within the Office of the Premier or a public entity, as circumstances at the time shall dictate.
- As a Programme, the PPC shall be constituted of the following functions, inter alia:

- ✓ **Macro Policy Coordination and Planning:** This will be the hub for policy and strategy development informed by research and ongoing monitoring and evaluation. Provincial Development Vision 2025 will be led by this unit. Coordination of key outcomes and high-level indicators of the Rural Development Strategy, Industrial Development Strategy, Infrastructure Development Strategy, Human Settlements Development Strategy, Poverty Eradication Strategy, Food Security and Job Creation Strategy. The parameters of the Provincial Spatial Development Perspective which should synchronise with the Spatial Development Frameworks of municipalities will be managed here.
- ✓ **Policy Alignment, Monitoring and Evaluation:** This unit will lead the generation of provincial outcome indicators per sector supporting the development vision, design tools for ensuring inter-sectoral and intergovernmental integration of the performance indicators. The unit will generate tools that will practically facilitate alignment across sectors and spheres in support of Clusters and other coordinating mechanisms, monitor and evaluate the impact of alignment at service delivery level. Critically, the unit will determine and manage collation of data to track performance of sectors on pre-determined outcomes, to inform forward planning and policy making.
- ✓ **Implementation Coordination and Inter-governmental Relations:** Focus herein will be on appropriate institutional arrangements that facilitate integration across sectors and spheres. Support to Clusters and IGR forums will be seated here. Rationalisation of coordinating mechanisms across sectors will be managed here. Stakeholder management (public and private), marshalling of private and NGO support, and international aid coordination will be driven from this unit. The unit will work closely with the Provincial Communications Unit.

- ✓ **Research Coordination, Innovations and Knowledge Management:** Working closely with ECSECC this unit will lead the development and roll-out of a Provincial Long Term Research Agenda that supports the Development Vision. The latter will be done in conjunction with Institutions of Higher Learning, Research Councils and the NGO sector. Search of local and international best-practices on sector specific interventions will be managed here. Management of socio-economic and population data will be one of the key functions of this unit. By implication, this unit will assume leadership for the existing Provincial Researchers Forum, and may require to enhance the existing innovations. Working with Statistics South Africa, this unit will be the custodian and 'clearing house' of provincial statistics to inform long-term planning at provincial and sector level. In the conduct of its work, this unit may be required to provide strategic leadership in key pilot projects, seated in sector departments, that are aimed at generating models of integration and community involvement on selected provincial policy priorities. With the latter point in mind, for instance the Unit will be working closely with the Department of Agriculture and Rural Development on the Mhlontlo Local Municipality pilot project.



Appendix 12:

The letter of the Language Editor

Department of English
University of Fort hare
P/Bag X1314
Alice, 5700
09 April 2012

CONFIRMATION OF EDITING

This is to confirm that I, Cynthia Formson, have edited for language usage only, the thesis entitled, An evaluation of the nature and extent of alignment between the strategic performance plan of selected Eastern Cape provincial departments and the provincial growth and development plan 2004 – 2014, presented by S L Mbanga.

I hold a masters degree in Linguistics as well as one in Teaching English as a second Language. I work as a lecturer in English Linguistics and Academic Literacy. I have vast experience in editing and have edited about 50 Honours, Masters and PhD theses and dissertations. I have also done rapporteuring and written workshop reports on several Water Research Commission Workshops.

C.K. Formson (Mrs)

CHAPTER 1

INTRODUCTION

“The Provincial Growth and Development Plan packaged a wide range of interventions to achieve a Peoples’ Contract to Fight Poverty and Create Jobs. The question I am raising is whether there was a deliberate effort by Provincial Government to make sure that all departments and institutions of the state develop plans that are aligned to this strategic task. I do get a sense that it was largely left to departments and entities to determine for themselves, for reasons best known to them, at their own pace how, from a planning point of view, they wanted to relate to the PGDP.” (Sogoni, 2008:3)

1. BACKGROUND TO THE STUDY

The Provincial Government of the Eastern Cape and its social partners, during 2003, formulated a Provincial Growth and Development Plan (PGDP) in line with the national policy framework for socio-economic planning at the provincial sphere of government. The PGDP sets out a provincial vision, targets and programmes aimed at economic growth, employment creation, poverty eradication and income redistribution for the ten year period 2004-2014. This plan seeks to achieve rapid improvement in the quality of life of the poorest people of the Province.

In order to begin meeting the set targets, the *Framework for Growth and Development: 2004-2014* outlines objectives and key outcomes that should be achieved over the ten year period, in six identified strategic focus areas, namely: poverty eradication; agrarian transformation; diversification of manufacturing and

tourism; infrastructure development; human resource development; and public sector transformation. Key to the realisation of agreed-upon objectives and outcomes in each of these strategic focus areas is the design of programmes that contain clear and sequenced targets and indicators, timeframes, budgets, institutional mechanisms and linkages for delivery and monitoring. These programmes will become the basis for re-orienting and aligning the plans and budgets of municipalities, provincial and national departments, and state-owned enterprises operating in the Province to the strategic thrusts of the PGDP. In addition, these programmes will become the point of alignment with the municipal Integrated Development Plans (Sizanang, 2004:1).

Further to the above, a number of 'lead' or 'flagship' programmes have been identified to kick-start and give concrete expression to the PGDP. These programmes have been integrated into the short- to medium-term programmes as detailed in the *PGDP: Summary of Programmes for MTEF 2004-2007*. The medium-term programmes have been endorsed by the Executive Council and senior management of all provincial government departments, and form the basis of strategic plans and budgets of the departments for the MTEF period 2004-2007. District municipalities have also endorsed the PGDP as the framework for growth and development of their own areas, and have committed themselves to the alignment of their Integrated Development Plans (IDPs) to the PGDP priorities and programmes.

A Planning, Coordinating and Monitoring Unit (PCMU) headed by a Deputy Director-General (DDG) has been established in the Office of the Premier to coordinate planning and implementation across departments, municipalities and parastatals; and to monitor and evaluate the progress and impact of the PGDP on an ongoing basis. The PCMU is also tasked with the responsibility of developing and enhancing the strategic planning capacity of provincial government departments to ensure implementation of PGDP programmes and the achievement of PGDP targets. Within the PCMU, there are Sector Specialists

who are employed on a full-time basis to focus on planning and coordination issues for the three identified provincial PGDP sectoral clusters, national departments and parastatals. The provincial sectoral clusters, currently, stand as follows:-

- **Economic Growth and Infrastructure Sector Cluster:** Departments of Transport, Public Works, Human Settlements, Agriculture, Economic Affairs, Environment and Tourism.
- **Governance and Administration Sector Cluster:** Department of Local Government and Traditional Affairs, Office of the Premier and Treasury.
- **Social Needs Sector Cluster:** Departments of Education, Health, Social Development, Safety and Liaison, and Sports, Arts and Culture.

2. STATEMENT OF THE PROBLEM

The PCMU in the Office of the Premier (OTP) has realised that the successful implementation of the PGDP will require focused planning at a number of levels, namely: within departments; between departments, between departments and parastatals; between departments and non-governmental organisations; between provincial and local government spheres; and between the national and provincial spheres of government. Preliminary studies (Office of the Premier, 2004) have been conducted, firstly, to assess the state of readiness of each of the above in respect of planning, implementation and coordination of PGDP flagship projects; and secondly, to briefly establish the extent of the alignment between the PGDP and municipal IDPs and programmes of national departments and parastatals.

However, neither study analysed the PGDP planning and implementation issues in-depth within studied institutions. Since the PGDP implementation was in its initial stages these studies constituted a snapshot survey of the current situation to inform decision-making. These studies have, however, yielded interesting

findings that require further enquiry to aid the successful implementation of the PGDP in the Eastern Cape.

It is important to highlight that an immediate challenge confronting the PCMU is that this unit has to comprehend clearly the minimum capacities to be developed within the Provincial Government and local municipalities so that the sequencing of programme implementation corresponds with incremental capacity development and institutional gearing. The PGDP is, above all, a state-led plan. The state should be ready not only to execute the plan, but to lead the process of multi-sectoral execution, which includes the role of the private sector.

The perceived inadequate capacity to implement the PGDP within the state is a considerable challenge for the Provincial Government. However, it is not a new challenge for the provincial sphere of government since it has continued to account for failure by provincial government departments to sufficiently fulfill their constitutionally-defined mandates, through prescribed strategic performance planning and reporting. This has resulted, from time to time, in the national government sphere intervening in matters of provincial competence to ensure a unified and responsive government. The Interim Management Team (IMT) deployed by the Department of Public Service and Administration (DPSA) during 2003 attests to this. Integrated development planning and implementation within the local government sphere is, on the other hand, reportedly fraught with similar challenges.

The brief study that was conducted by the Office of the Premier on the alignment of the PGDP with municipal IDPs and the Strategic Plans of National Departments points to high levels of strategic alignment but low levels of operational alignment between these plans. The OTP study further reveals the existence of project divergences which is attributed to obvious differing powers and functions between the provincial and local government spheres. It is, further, reported in this formative study that IDPs do not include all investments within

their areas, and a suggestion has been made that provincial government departments plan spatially and communicate their plans to the relevant municipalities.

From the preceding exposition it is clear that, even prior to the introduction of the PGDP, the integratedness of municipal IDPs was questionable; and the extent to which projects and programmes of provincial government departments were traceable to municipal IDPs remained unclear. While this is the case, Strategic Plans of provincial government departments have continued to commit these departments to the realisation of IDP priorities, which have not always been translated into operational plans with clear targets, indicators, budgets and timeframes as envisaged by the PGDP. The latter point reflects a continuing strategic alignment that is not accompanied by operational alignment. The extent of the strategic alignment itself requires closer examination, as is done in this study.

Experience with the implementation of government programmes, worldwide, has shown that one of the main reasons for policy implementation failure is inadequate strategic planning and implementation capacity. This is the type of capacity that accounts for the successful translation of broad policy statements and priorities into implementable plans and programmes. One of the policy implementers' "quick wins" is to adopt broad policy objectives as a framework that guides institutional planning and programming. The policy approval process itself is symbolic and ceremonial in that it is orated, but not operationalised or directly traceable to the institutional vision, goals, measurable objectives, indicators and targets. At times the adoption of the policy objective does not go beyond the vision statement, and when it reflects on the vision it does not go beyond institutional strategic goals or development objectives. Often the smooth logical flow from vision to strategic goals, measurable objectives or strategies and projects is quite tenuous in provincial government departments' strategic and operational plans, and municipal IDPs.

The mere mention of the PGDP as a cornerstone for development and strategic performance planning in a public institution is not a sufficient condition for its successful implementation. It is a statement that reflects the much-desired political commitment that should, however, be accompanied by administrative actions. Political commitment alone will not bring about a rapid improvement in the quality of the life of the poor people of the Eastern Cape. In this regard, political will needs to be supported by commensurate administrative actions where Strategic Performance Plans and Budgets of provincial government departments, municipalities and parastatals reflect governmental actions aimed at giving effect to the PGDP. Furthermore, policy objectives and governmental actions should be reflected in the strategic goals, strategic objectives or strategies, measurable objectives or projects, targets and timeframes of development programmes. These development programmes should, in addition, be aligned with the financial plans of provincial government departments, municipalities and parastatals to depict the reorientation of public expenditure to the agreed-upon policy priorities that are enunciated in the PGDP. Currently, the latter does not seem to be the case. The reasons for this, and how best the situation could be improved, constitute the main focus of this study.

The route to be undertaken and the focus to be explored in this study are expressed in concrete terms in the next section that deals with research questions.

3. RESEARCH QUESTIONS

Research questions guide the process of the research project and serve to unpack the problem statement. These are strategic questions that map the process of solving the research problem (Minaar, 2003:12).

It is against the above background that the following questions will provide the focus for this study:

- To what extent have the selected provincial government departments in the Eastern Cape integrated the PGDP objectives, targets and indicators into their Strategic Plans?
- In what ways and to what extent have the selected provincial government departments supported their PGDP-aligned Strategic Goals and Objectives with costed measurable objectives, strategies and projects?
- What new service delivery mechanisms, policies, procedures and change management strategies, if any, have been adopted to ensure the successful implementation of PGDP-aligned Strategic Goals and Objectives?
- What risks and gaps exist within the selected provincial government departments that carry the potential to hinder the successful implementation of the PGDP programmes, and what possible strategies could be employed to address the identified gaps and risks?
- What mechanisms for alignment in public sector strategic planning does the existing literature provide, what are gaps in this literature and what is the suggested conceptual framework to address the gap in the existing body of knowledge?

The following section outlines the objectives to be attained through this study to ensure that the above research questions are addressed.

4. OBJECTIVES OF THE STUDY

. This study aims to achieve the following objectives:

- Gain insight into the nature and extent of the alignment between the Strategic Performance Plans of selected provincial government departments and their PGDP objectives, indicators and targets.

- Assess the logical flow and ascending linkages between Strategic Performance Plans of selected government departments and PGDP Strategic Goals and Objectives with their accompanying targets.
- Identify the service delivery mechanisms, policies, procedures and change management plans that have been introduced, if any, to ensure the successful implementation of PGDP programmes.
- Identify risks and gaps that pose a threat to the successful implementation of PGDP programmes and attainment of overall outcomes within government departments; and indicate preliminary risk response strategies.

It is important to note that a comprehensive audit of the alignment between the PGDP and Strategic Performance Plans of provincial government departments was not limited to assessing the extent of harmony or strategic fit between the two planning levels. On the contrary, this assessment sought to describe and examine the bases of alignment between these plans, where it is found to exist. In this regard, this study does not only suggest strategies for addressing the identified points and sources of misalignment between plans, but also proceeds to generate a conceptual framework for the alignment of high- and lower-order strategic plans in the public sector.

While it makes sound scientific sense to understand what it is that a study seeks to achieve, it is equally important to clarify that which the study was not intended to achieve. The following section, therefore, sets out concrete parameters and boundaries for this study.

5. DELIMITATION OF THE STUDY

Of importance are the delimitations that establish the boundaries, parameters, exceptions and qualifications that exist in every study (Castetter & Heisler, 1977:67). Birdsall (2004:9) holds a view that in order to ensure a viable focus and

narrowing of the topic to a workable premise, it is important to bind the scope of the research through reasonable delimitations, as are outlined below:

- **Public or private:** This study strictly examined the public sector, in general, and the public service in particular. The public sector, in the South African context, includes all non-profit making organisations that serves as agencies for the delivery of government programmes. However, the Public Services is limited to government structures that are created under the Public Service Act, 56 of 1994, and are directly accountable to Parliament and Provincial Legislatures. A great deal of research has been conducted concerning strategy in the private sector and although the results of such studies can be useful in providing context and enhancing general understanding, the focus of this study will remain within the public service.
- **Content and process:** Several authors claim that the dividing line between strategy content and process is artificial, and the existing interdependencies between the strategy content and process should be recognised in research (Birdsall, 2004:10). While in this study both the content and process of strategy were considered, the study was delimited to the processes and content as they pertain to the strategy design or formulation rather than implementation. Much attention in the study was devoted to the design phase of the PGDP programmes at provincial government departmental level, moving from strategic planning to operational planning and budgeting.
- **Timeframe:** The focus of this study was on the approved Strategic Performance Plans of selected provincial government departments for the period 2005-2009. This period coincides with the first term of government after the 2004 national elections. National and provincial government departments are expected to develop Strategic Performance Plans, for each term of government, that demonstrate how each department will implement government priorities that are derived from the Election Manifesto of the ruling party. The Strategic Performance Plan priorities would then be distilled into Annual Performance Plans that are linked to the budget. With regard to the translation of organisational goals into short- and medium-term

programmes, this investigation focused on the Annual Performance Plans and respective Budget Allocations for 2006-2007 in each selected provincial government department.

The study, therefore, focused on the evaluation of the implementation design of the PGDP programme objectives and priorities within selected provincial government departments in the South African Public Service with a particular focus on the Eastern Cape Province. Rossi and Freeman (1993:5) define evaluation as a systematic application of social science research procedures and methods for assessing the conceptualisation, design, implementation and utility of intervention programmes. The primary purpose of programme evaluation is to determine the reasons for the apparent success or failure of programmes. In this way, it is possible to pinpoint features that deserve replication in future programmes and those that should be avoided. The latter point supports what Millesen (2004:6) refers to as the accumulation of a body of information for management decision-making purposes. Programme evaluation, however, can be divided into two main categories or types, namely:

- **Ex-ante evaluation** constitutes a continuous analysis of what is happening or taking place throughout the initiation, planning and execution phases of a programme. This type of evaluation devotes attention to the activities and processes of a programme, as opposed to outcomes, and is improvement-oriented, hence it is known as a *formative evaluation*.
- **Ex-post evaluation** comprises the retrospective analysis of what has already happened with the evaluation taking place after the programme has been implemented. The emphasis in this type of evaluation is on the worth of a programme, hence it is known as a *summative evaluation* (Millesen, 2004:8).

Babbie and Mouton (2003:341) take the above categorisation further by highlighting that *process or implementation evaluation* studies address themselves to questions of whether:

- Programmes are implemented as designed.
- Programmes serve the targeted population.
- The necessary programme management and administration infrastructure is in place.
- Services are delivered as intended.

This study falls within the ex-ante evaluation category. This evaluation was premised on the understanding that the PGDP expresses government policy objectives at a provincial government level that should be translated into implementable programmes and projects by provincial government departments. The study also considered strategic planning, performance planning and integrated development planning as critical platforms for the translation of PGDP objectives into implementable actions.

The ultimate aim of this study was to ensure that findings are fed back into the mandatory review processes of these plans. In this manner, this study would make a meaningful contribution to the practice of strategic performance planning in the Eastern Cape Provincial Administration. The following section explains the significance of the study in greater detail.

6. SIGNIFICANCE OF THE STUDY

It is acknowledged that the Office of the Premier's PCMU conducted a similar study during February 2005. However, the study was not extensive and excluded a number of the provincial government departments. Furthermore, the study findings pointed to an apparent high strategic alignment between IDPs, national government departments' Strategic Plans and the PGDP, but also low operational alignment. It is mentioned in the PCMU study that the PGDP does not seem to be considered as an important element of the planning framework for national departments in so far as the spatial location of development projects is concerned. National departments base their plans and programmes on

nationally-determined development frameworks such as the *Integrated Sustainable Rural Development Strategy* (2000) and the *Urban Renewal Programme* (2001). Where convergences exist between plans of national government departments and the PGDP, they exist as a consequence of an administrative action default rather than by design.

On the other hand, the integration of sectoral plans within municipal IDPs was found to range from very weak to non-existent. The PCMU study attributed this anomaly to poor intergovernmental communication and coordination and poor to non-existent spatial planning within the provincial government sphere. The responsibility of municipalities to lead and coordinate multi-sectoral planning and implementation did not seem to match their limited capacity, according to the PCMU study.

The PCMU study departed from a primary assumption that the successful integration of PGDP programmes and targets into provincial government departments' plans will not be automatically realised or come about by virtue of political commitment and pledges. The observed low operational alignment between municipal and provincial government departments' plans with the PGDP attests to this reality. The value-addition of the reported high strategic alignment itself requires close scrutiny, especially if it does not automatically translate into operational alignment.

The results of the present study complement the work done by the PCMU division within the Office of the Premier and will be of benefit to provincial government departments that are involved in development work in the Eastern Cape in their efforts to meaningfully align their plans and programmes to the PGDP priorities that must be realised by 2014. The Provincial Executive Council, as a policy-making and monitoring body, will also derive benefit from the findings of this study as it pertains to sources of alignment and misalignment between the PGDP and Plans of provincial government departments. The conceptual

framework that this study suggests carries the potential to inform the PGDP monitoring and evaluation framework that the Provincial Executive Council and other oversight institutions might adopt for all provincial government departments. Other provinces that have established similar long-range development plans could also take their cue from the findings of this study in the improvement of their implementation plans.

It is important to note that this study also makes a contribution to the body of knowledge of public sector strategic planning. The next section provides an overview of how the study has approached the problem under investigation within the context of existing strategic planning and alignment theories.

7. STUDY PLAN

The study is organised into nine chapters, as follows:

Chapter One: Introduction

The focus of this chapter is on the presentation of the research problem as well as giving insight into the background of the study. This chapter, furthermore, serves to identify and articulate the research problem through probing questions followed by a presentation of the aims, scope and the significance of the study.

Chapter Two: History, philosophy and foundations of strategic management

This chapter presents the results of a comprehensive review of the scholarly literature pertaining to the evolution of the concept of strategic management. Key concepts underpinning the study are conceptualised through an analysis of the relevant literature.

Chapter Three: Theory and practice of strategic performance planning in the public sector

The theoretical framework pertaining to generic strategic and performance planning, its origins, and how it has unfolded in the public sector internationally, is analysed in this chapter. This chapter concludes with an exposition of the relationship between the public policy process and strategic planning in the public sector.

Chapter Four: Policy framework pertaining to strategic performance planning in the South African Public Service

This chapter commences with a brief outline of the governance system in South Africa, within which the existing policy framework should be located. Proceeding from this, the results of a detailed review of relevant government policies and legislation pertaining to strategic performance planning in the public service in South Africa will be presented in this chapter. This chapter also devotes attention to the national government strategic guidelines for strategic performance planning within the selected provincial government departments.

Chapter Five: A critical review of the concept of alignment as it applies to the South African public sector

This chapter unpacks, in detail, the concept of alignment which underpins this investigation, proceeding from its origin to arguments for and against the value it adds to strategic management within organisations generally, and the Public Service, in particular. This discussion is concluded with an emerging Planning Alignment Model, to serve as a frame of reference for the purposes of analysing the extent to which selected provincial government strategic performance plans are aligned with the Eastern Cape PGDP.

Chapter Six: Eastern Cape Provincial Growth and Development Plan: 2004-2014 and its implications for the selected provincial government departments

The strategic thrust, key imperatives and implications of the *Eastern Cape Provincial Growth and Development Plan: 2004-2014* for the selected provincial government departments are outlined in this chapter. This exposition is preceded by an overview of the geographic and socio-economic conditions of the Eastern Cape Province.

Chapter Seven: Research design and methodology

In this chapter, the attention of the reader is drawn to the scientific methods and procedures that have been applied in the study. This entails the methodological approach, sampling techniques, and data collection and analysis methods adopted. The manner in which the study results will be disseminated to the beneficiaries and the scientific research community is also outlined.

Chapter Eight: Presentation and analysis of results

The findings of the study are presented in this chapter, following a framework that is comprised of adopted analytical categories or thematic areas. A discussion of the research findings is undertaken serving to integrate the research questions and objectives, literature review, and the conceptual framework that was adopted for the purposes of this study.

Chapter Nine: Conclusions and recommendations

Logical conclusions are drawn from the discussion of the research results. Recommendations on how best to improve the situation are made, including the presentation of a suggested conceptual framework that should underpin alignment-focused strategic performance planning in the Eastern Cape. This chapter concludes with a presentation of possible directions requiring further study.

It is clear from the above exposition that the mere mention of the concept of alignment in a government department's strategic performance plan is not a sufficient indicator of the extent to which policy priorities have been taken into account during planning and allocation of resources to programmes and projects at sub-national levels. Stated differently, the repeated utilisation of the alignment concept throughout a government department's planning document does not necessarily guarantee improved strategic alignment. Alignment as a strategic management concept should be demonstrated through more concrete and explicit means, such that whether this concept is stated or not in a government department's planning document becomes immaterial. The nature and extent of the strategic alignment of the Eastern Cape provincial government departments' plans to the PGDP is a matter that has been investigated in this study.

However, the ability to determine the nature and extent of the strategic alignment of plans and programmes is informed by a thorough comprehension of the applicable concepts, theories and models. The next chapter analyses the relevant concepts by presenting and examining the broad strategic management theory from which the strategic alignment concept originates.

CHAPTER 2

HISTORY, PHILOSOPHY AND FOUNDATIONS OF STRATEGIC MANAGEMENT

“In putting the development of strategic management in its proper context it is appropriate to review military strategy because strategy originated in the military and many of the dominant figures in the public and private strategic thought have drawn heavily on the military concepts.” (Whipp, 1999: 46)

INTRODUCTION

This chapter provides a foundational overview of strategic management in order to place the study within the broad context of the relevant literature. An exposition of concepts, theories, history and interpretative views of strategic management is presented.

Many scholars and practitioners have provided insights into the concept of strategic management and its evolution and application in the private sector. There have been limited public sector contributions to the development of strategic management theories. As such, new insights based on the public sector experiences of strategic management are still awaited to ensure the development of the sub-discipline. This study intended to make a contribution in this regard.

The definitions of concepts that are presented in this chapter are neither exhaustive of the strategic management sub-discipline nor representative of consensus amongst scholars and authors. In fact, various scholars hold different

perspectives on strategic management concepts and, in this chapter, an attempt is made to present such contending views, where these emerge. It is equally important to highlight that this chapter deals with key strategic management concepts that are pertinent to this study.

1. DEFINITION OF KEY CONCEPTS

1.1 Strategic management

Various scholars have provided some definitions of strategic management. For instance Steiss (1985:149) defines strategic management as the act of deciding what an organisation will do in the future, determining who will do it, how it will be done, and how activities and operations will be monitored. Koteen (1989:11), on the other hand, defines strategic management as a process that embraces all managerial decisions and actions that determine the long term performance of an organisation.

David (1986:4) defines strategic management as the formulation, implementation and evaluation of actions that will enable an organisation to achieve its objectives. The following definitions of strategic management have also been presented:

“It is a process of specifying an organisation’s objectives, developing policies and plans to achieve these objectives and allocating resources to implement the plans.” (<http://www.en.wikipedia.org/wiki/strategicmanagement>)

“A comprehensive and ongoing management process aimed at formulating and implementing effective strategies and approaching business opportunities and challenges.” (<http://www.college.hmco.com/business/griffin/management>)

“A results-based management approach, introduced at all levels of the public administration, employing a wide-use of performance indicators meaningful to the society and individuals.” (<http://www.fa.gateway.bg>)

“The managerial process of forming a strategic vision, setting objectives, crafting a strategy, implementing and executing the strategy and over time initiating whatever corrective adjustments as are deemed appropriate.” (<http://www.highered.mcgona-hill.com>)

“Is an organisation-wide task involving both the development and implementation of a strategy. It demands the ability to steer the organisation as a whole through strategic change under conditions of complexity and uncertainty.” (<http://www.wps.prenhall.com/wps/media/objects>)

“The process of managing in a way that is consistent with corporate strategy or in such a way as to capitalize on the opportunities that present themselves.” (<http://www.strategis.ic.gc.ca>)

“The function of applying a broad systematic management planning for the organisation, involving the development, monitoring and reviewing of business plans, strategic plans, corporate plans, Employment Equity Plans and other long-term organisational strategies.” (<http://www.metadata.curtin.edu.au>)

“A management approach that focuses on positioning the organisation for success, both now and in the future, integrating planning, implementation and assessment and incorporating concepts from strategic planning, operational planning, quality or continuous improvement and institutional effectiveness.” (<http://www.fu.edu>)

While the above selected definitions regard strategic management as either ‘a process,’ ‘an approach,’ ‘a function,’ or ‘an organisation-wide task,’ it is apparent

that strategic management, as a process, focuses on the organisation as a whole, including its external environment, with its actions and non-actions impacting on the current and future operations and performance of an organisation. An all-embracing recent definition has been provided by Ehlers and Lazenby (2004:2) who define strategic management as a process by which all the organisational functions and resources are integrated and coordinated to implement formulated strategies which are aligned with the environment in order to achieve the long-term objectives of the organisation. The importance of resources is emphasised in the definition provided by Poister and Streib (1999:26) who contend that strategic management involves resource management, implementation, control and evaluation.

From the selected definitions outlined above various other foundational concepts have emerged that require explanation before one can conclude with a working definition and process model of strategic management. A few of these pertinent concepts are dealt with below.

1.2 Strategic planning

The following definitions of strategic planning or a strategic plan are found in the existing strategy literature:

“Long-term plans based on the organisation’s overall business objectives.”
(<http://www.mc2consulting.com/riskdef/htm>)

“A systematic method used by an organisation to anticipate and adapt to expected changes.” (<http://www.gao.gov/policy/itguide/glossary.htm>)

“Involves creating an action plan based on clear end-results an accurate assessment of current reality.” (<http://www.unchatteredterritories.org>)

“The planning activity through which one confronts the major strategic decisions facing the organisation.” (<http://www.unisa.edu.au>)

“A disciplined effort to produce fundamental decisions and actions that shape and guide what an organisation is, what it does and why it does it. Strategic planning requires broad-scale information gathering, an exploration of alternatives and an emphasis on the future implications of present decisions. It facilitates communication and participation, accommodates divergent interests and values and foster orderly decision-making and successful implementation.”
(<http://www.mapp.nacho.org>)

“Planning which focuses on long-range objectives and goals, essentially direction-setting and focusing on new products and markets.”
(<http://www.gcsaa.org>)

“The process of determining the company’s long-term goals and then identifying the best approach for achieving those goals.” (<http://www.consultation.com>)

“The organisation’s strategy development process, involving how plans will be deployed and how performance will be tracked.” (<http://www.un.edu/infotech/php>)

Drawing from the above definitions, strategic planning is, for analytical purposes, a phase within the strategic management process of an organisation wherein choices of what must be done or not done to achieve organisational goals are made based on an assessment of future scenarios. According to Sutherland and Canwell (2004:261), strategic planning should be a continual process with the monitoring and control procedures providing information for the development of future plans. The strategic planning gap either represents the difference between an organisation’s current position and where it hopes to be at some point in the future or the difference between the organisation’s vision and the forecast of where the organisation is heading (Sutherland & Canwell, 2004:261).

Evans and Dean (2003:350) state that strategic planning helps leadership to model an organisation's future and to manage change by focusing on an ideal vision of what an organisation should and could be ten to twenty years in the future. In contrast, the term 'long-range planning' may mean only one year in the future or the next budget submission cycle, in many organisations. Determining the strategic planning horizon remains the responsibility and prerogative of top management within an organisation, except for the South African Public Service where it is aligned with the electoral cycle of Parliament, the Provincial Legislature or the Municipal Council.

Strategic planning, clearly, embraces strategy and the development of a set of plans, all of which require the completion of a number of prior processes, of which the most important are:

- Reviewing the expectations of the major external and internal interest groups.
- Establishing satisfactory data banks on past and current performance and their organisation into appropriate information systems.
- Conducting preliminary forecasts.
- Evaluating organisational strengths and weaknesses, threats and opportunities.

1.3 Goal

A goal can be defined as:

"The state of affairs that a plan is intended to achieve and that terminates behaviour to achieve it." (<http://www.wordnet.princeton.edu>)

"A broad statement generally describing a desired outcome for an agency and or its programmes." (<http://www.ioc.state.il.us>)

“The clearly-stated, specific, measurable outcome(s) or change(s) that can be reasonably expected at the conclusion of a methodologically-selected intervention.” (<http://www.uwyo.edu/sig/definition.asp>)

In the light of the above definitions, a goal, for planning purposes, is a statement which indicates a new situation that the implementation of programmes seeks to create. The goal describes that new situation before it is achieved.

1.4 Objective

An objective is defined as a specific, measurable condition that must be attained in order to accomplish a particular programme goal (<http://www.mmsu.edu/dept>).

“Something that one’s efforts or actions are intended to attain or accomplish.” (<http://www.dictionary.reference.com>)

In a nutshell, an objective is a middle condition before one reaches his or her goal. A set of objectives, when brought together, should help one achieve one’s goal.

1.5 Performance target

A performance target is a level of performance that a service or programme is projected to accomplish in a particular year or time period consistent with set objectives for the same period (<http://www.ioc.state.il.us>).

“An object or area towards which something is directed.” (<http://www.medical-dictionary.thefreedictionary.com>).

In light of the above definitions a performance target is a concrete measure of that which one intends to achieve. When that measure has been realised, a performance target has been achieved, and vice versa.

1.6 Performance indicator

The following definitions of a performance indicator have emerged as more insight has been gained during the implementation, monitoring and review of strategic plans in organisations.

“A measure that shows the degree to which a strategy has been achieved.”
(<http://www.moh.govt.nz>)

“A measure of the success of a government programme.”
(<http://www.audiencedialogue.org>)

“An indication that provides information, either quantitative or qualitative, on the extent to which a policy, programme or initiative is achieving its outcomes.”
(<http://www.hrsdc.gc.ca/en/is.fas>)

“A representation, numeric or otherwise, of the state of affairs or outcomes from an organisation or any of its parts or processes.”
(<http://www.unisa.edu.au/pas.gup>)

“An indication as to how progress towards attainment of a target is to be measured.” (<http://www.conwill.polie>)

Oakland, Jammer and Gadd (2002:121) contend that performance indicators serve to indicate how well an organisation is performing against its aims and objectives. Performance indicators fulfil the following purposes:

- Measure progress towards achieving organisational objectives and targets.
- Promote accountability of the service providers to the public and other stakeholders.
- Allow comparisons of performance to identify opportunities for improvement.
- Promote service improvement by publicising performance levels.

Mosse and Sontheimer (1996:88) assert that performance indicators are measures of project impacts, outcomes, outputs and inputs that are monitored during project implementation to assess progress towards the achievement of project objectives. They are also used once a project has been completed to evaluate the success thereof. Mosse and Sontheimer (1996:88) distinguish between the following three types of performance indicators:

- **Input indicators:** measure the quantity and quality of resources provided for project activities to take place, e.g. the amount of funding allocated.
- **Output indicators:** measure the quantity and quality of goods and services provided through the use of inputs, e.g. the miles of roads constructed.
- **Outcome and impact indicators:** measure the quantity and quality of the results achieved through the provision of goods and services, e.g. the reduced incidence of diseases due to increased access of infants to vaccinations.

1.7 Operational / Tactical planning

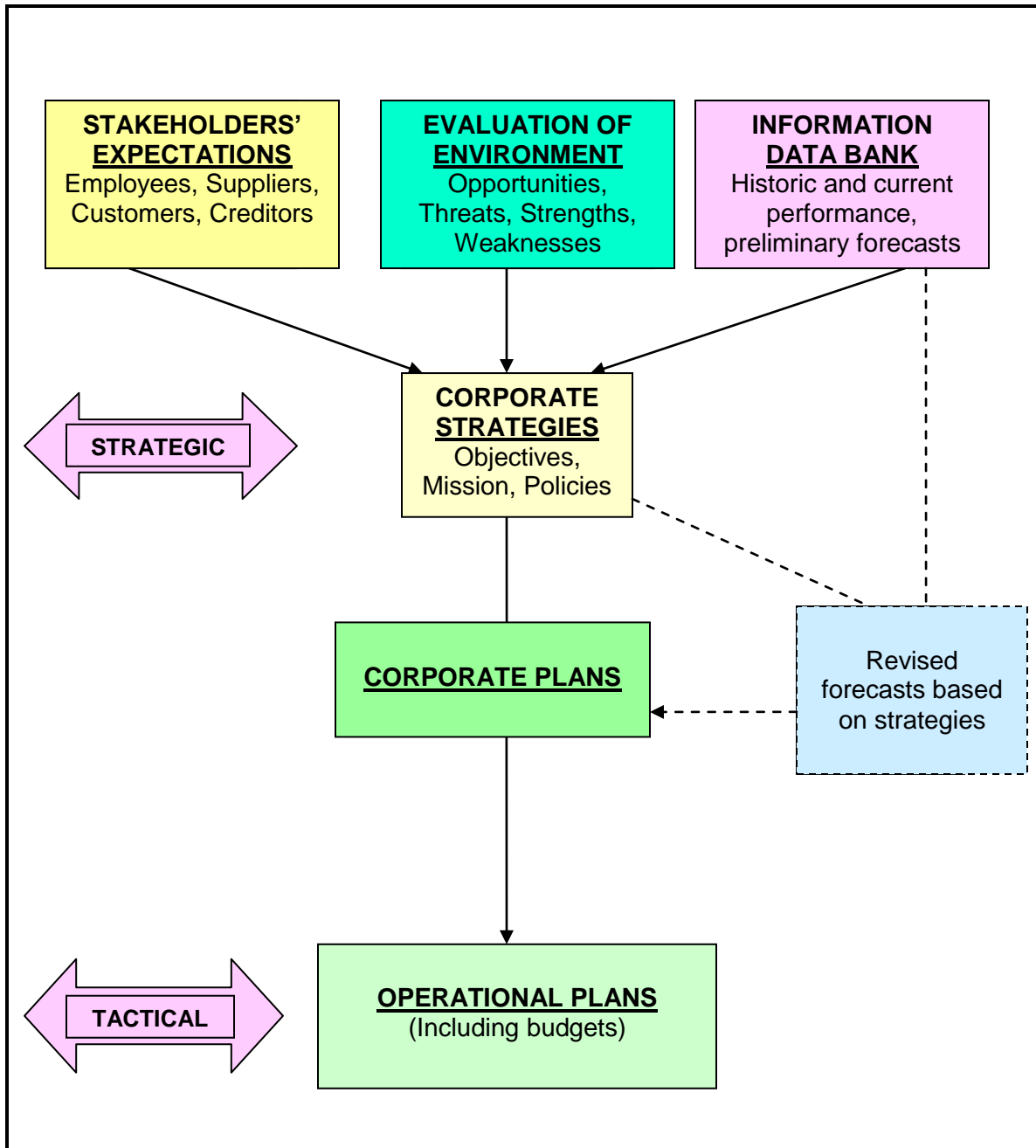
Tactical planning is concerned with deciding how the resources of the organisation will be allocated in the short and medium-term to meet the strategic objectives of the organisation. Like strategy, the word 'tactics' has a military genesis (*taktisos*) in the deployment and maneuvering of forces (Higgins, 1980:5).

The distinction between strategy and tactics is often made on the grounds of scope, timescale and the differing stresses on objectives and resources or 'ends and means.' There is also the relationship with organisational level, strategic down to tactical, although what is tactical at one level may be strategic in the level below.

The term 'operational planning' means, essentially, the same as 'tactical planning.' It is concerned not only with budgets but, as the name implies, plans for each operating area over the short- and medium-term. In some organisations operational planning is known as business planning.

Logically, tactical or operational planning should be based on strategic planning, and this relationship is outlined in Figure 1 below.

Figure 1: Strategic and Operational Planning



(Source: Higgins, 1980:40)

In addition to developing operational plans, the organisation must consider its concomitant need for finance, appropriately skilled and adequately motivated employees, hence the requirement for human resource planning (Higgins, 1980:40).

2. ORIGINS OF STRATEGY

Birdsall (2004:13) states that etymological enquiry reveals that the word 'strategy' derives from the ancient Greek '*stratos*' meaning army and '*ago*' meaning to lead. A '*strategos*' was a government official in ancient Athens elected to carry out the business of the government. This official was a civilian leader as well as a military commander and a member of a ten-man Council of War (Van Creveld, 1985:11). According to Luvaas (1999:55), a military French writer by the name of Count de Guibert is the first person to use the term '*strategy*' around 1779. De Guibert maintained that a commander could maneuver small units, personally, but could merely direct larger units to the desired point, leaving the execution to subordinates. Those subordinate commanders had to understand the entire art of movement of large-scale army maneuvers which de Guibert referred to as *La Strategique*.

In the early part of the 19th century, the usage of the word was restricted to the description of military action taken out of sight of the enemy (Whipp, 1999:201; Luvaas, 1966:78). In 1825 and 1838 the words '*stratagem*' and '*strategist*' are said to have appeared, being associated with the Chinese notion of stratagem as an artifice or trick (St George, 1994:104; von Senger, 1991:343). The two most prolific military writers of the Napoleonic era, Clausewitz and Jomini, went beyond the word to the nature of strategy itself (von Ghyczy *et al*, 2001:89).

In putting the development of strategic management in its proper context it is appropriate to review military strategy since this is where the concept originated and many of the dominant figures in strategic thought have drawn heavily on military concepts (Whipp, 1999:46).

2.1 Historical philosophers of military strategy

The first generally accepted strategic thinker was Sun Tzu (Phillips, 1985:11) who authored '*The Art of War*' around 500BC. Other strategic writers soon followed. Lord Shang and Han Fei-tzu, for example, were influential philosophers who wrote about military strategy in what the Chinese refer to as the Warring States period (403-221BC). All three were heavily influenced by Hindu and Confucius thinking (Sawyer, 1994:73; Phillips, 1985:88).

The next identifiable strategic thinker was from the western world, Alexander the Great (356-323BC). His campaigns are prime examples of the principles of war, which he applied not just in warfare but also politically and socially (Gray & White, 1983:111).

Back in the East, strategic thought was gaining a foothold with '*The Book of Stratagems*' a compilation of traditional strategic rules and survival schemes used by the Chinese to triumph over their enemies. According to von Senger (1991:227), the stratagems date from 479-502AD and include examples such as:

- Besiege Wei to rescue Zhao (the indirect approach).
- Loot a burning house (exploit your enemies troubles).
- Let the plum tree wither in place of the peach (the use of a scapegoat or sacrifice).
- Toss out a brick to attract jade (be willing to give something of lesser value for the true prize).

It is perhaps not a coincidence that strategic thinking appears to have disappeared for about the millennium known as the Dark Ages, and resurfaced at the dawn of the Renaissance. Ironically, strategic thought re-emerged in both the East and West at about the same time. In the West, it emerged as another work titled '*The Art of War*' this one by Machiavelli (Sloan, 2001:14). In the East, it manifested itself in the work of a warrior or monk, in '*The Book of Five Rings*' by

Miyamoto Musashi. Machiavelli's '*The Art of War*' was the first full-scale attempt to revive classical military thought by defining its aims and regarding it as a means to an end, a classic strategic way of thinking. The army depicted by Machiavelli was a supremely rational mechanism (Sloan, 2001:18). The military model was to develop a strategy and force events to conform to that strategy. It was, hence, a concept of 'brute-force' strategy. Machiavelli's rational theories pervaded military strategic thought in the West for a long period of time (Philips, 1985:122; Greeley & Cotton, 1987:43; Gatzke, 1987:231; Hittle, 1987:221; Sawyer, 1994:93; Liddell-Hart, 1954:101; Luvaas, 1966:90; von Ghyczy, 2001:213). In fact, Machiavelli, probably best known for his political treatise, '*The Prince*' was called the founder of military science as recently as the middle of the 20th century (Possony & Vilfoy, 1943:78).

Miyamoto Musashi (1584-1645) was a samurai warrior, Kendo master, painter, sculptor and teacher, and his philosophy of strategy was heavily influenced by Shinto, Zen and Confucianism. '*The Book of Five Rings*' has been called one of the most perceptive psychological guides to strategy ever written (Harris, 1974:116).

In the West, following the 'brute force' model for the most part, it was believed that the active management of war was inappropriate for the study of theory and best left to natural abilities. As technology improved and brought about the advent of better weapons, warfare was transformed from the hand-to-hand combat of the middle ages to a more structured affair requiring that some intellectual capital be expended (Liddell-Hart, 1954:100; von Ghyczy et al, 2001:311). As a result, there was a virtual explosion in western military strategic thought in the 18th and 19th centuries. The vanguard of the new wave of military strategists was Frederick the Great, the Prussian warrior or King. Frederick's influence was felt by later strategists, most notably Baron Antoine Jomini (1779-1869) and arguably the most influential military strategist, Karl Von Clausewitz (1780-1831).

Jomini served in Napoleon's *Grand Armee* and arguably had the greatest influence on Napoleon's concept of war (Hittle, 1987:333). Jomini wrote from a practitioner's perspective and epitomised the Napoleonic concept of large unit (corps and division) maneuver which became accepted military doctrine during the American Civil War. It was said that many Civil War generals went into battle with a sword in one hand and a copy of Jomini's '*Summary of the Art of War*' in the other (Hittle, 1987:396).

Clausewitz was the son of a Prussian military officer and joined the Army when he was 12 years old. His brilliance was undeniable and he rose quickly through the ranks. He was made aide to several generals, became an instructor at the German War School, and was eventually named personal instructor to the Prussian crown prince. He eventually became Head of the Prussian War School (Birdsall, 2004:41).

Clausewitz defined strategy as the combination of individual engagements required to achieve the goal of a campaign or war. Clearly, Clausewitz saw strategy as consisting of the aggregation of separate combat actions, while Jomini placed it squarely in the planning arena (Birdsall, 2004:41). Clausewitz provided four rules that comprised the key to achieving a successful strategy. The first rule is to use all forces with the utmost power or energy. Clausewitz displays incredible insight by stating that the greater the effort, the shorter the war and the sooner the suffering will cease. The second rule is to concentrate forces at the most advantageous position to strike. The third rule is to never waste time. The fourth rule is to pursue the enemy when he is on the run, because complete victory can only be attained by hot pursuit when the enemy is in retreat. Clausewitz's classic work, '*On War*' has been called, in content and form, the greatest work on war ever written (Gatzke, 1985:309).

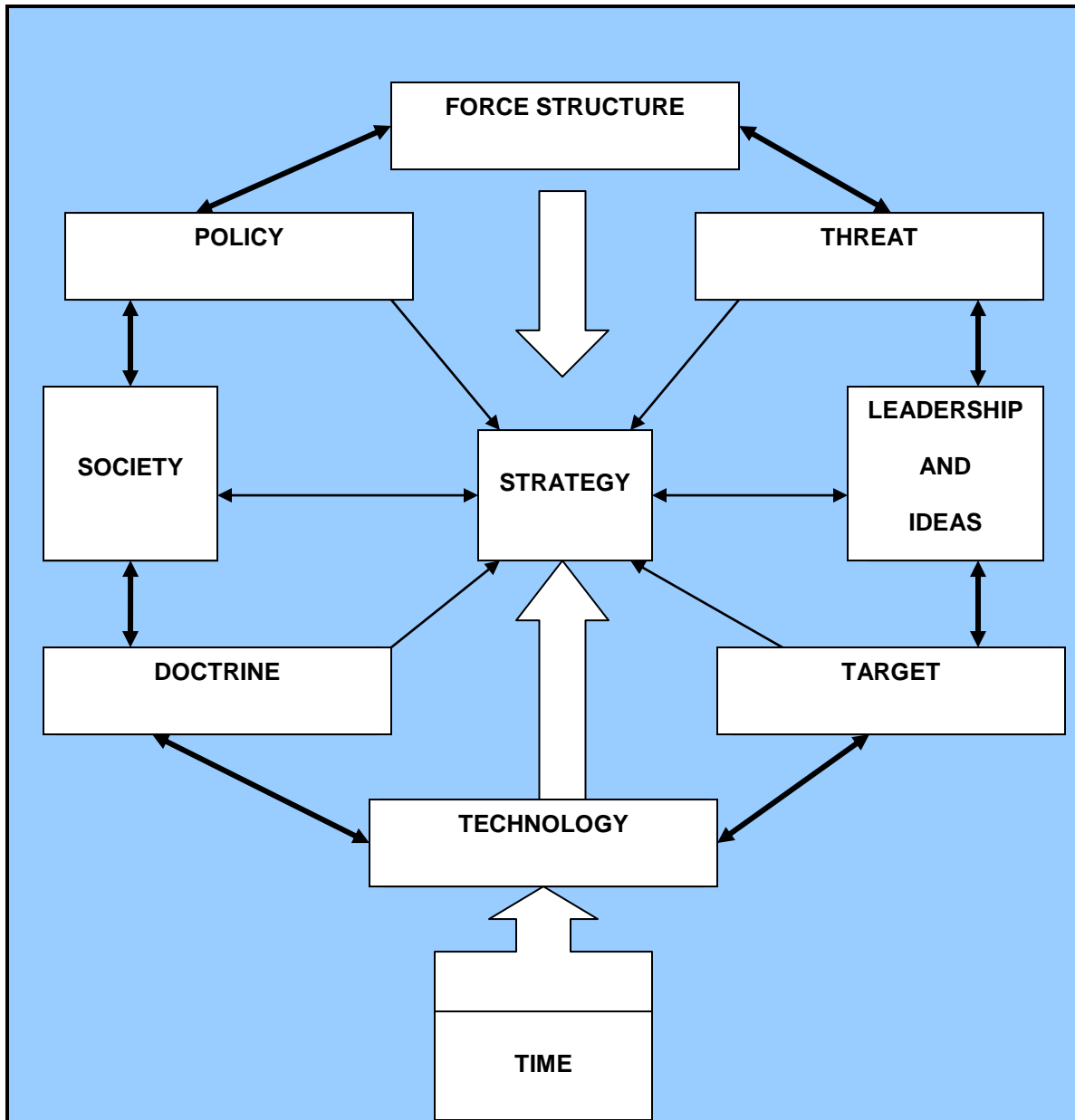
Clausewitz, by introducing two new concepts called '*friction*' and '*the fog of war*' provided the first glimpses of a competing theory that would combine the reasoning of rationalism with the imagination and instinct of romanticism (von Ghyczy *et al*, 2001:223). This competing theory has grown into a radical new theory of military strategy that has at least one foot in postmodernism.

2.2 Advances in strategic military thought

Collins (1973:89) states that national interests comprise the underpinnings of sound national strategy at the highest levels. Interests are usually difficult to identify, are rarely clean-cut and sometimes have a difficult time finding consensus. This concept is one area where the public sector characteristics affect both military and public sector strategy.

Mowbray (1989:228) presents the Fabyanic framework for strategy analysis which has long been used in the U.S Air Force War College. The framework, depicted in Figure 2 below, is designed to show that each of the factors influences the other. The factors are: policy, doctrine, force structure, technology, targets, the threat, leadership and ideas, and society and time. Contemporary public sector strategic management practice has some semblance of the Fabyanic framework. Organisational strategies are subjected to a multiplicity of factors which are located in the organizational and service delivery environment. For a strategy in the public sector to succeed, it is expected to seek to achieve government policy, be located in a particular philosophy, be considerate of environmental threats, be sensitive to societal demands, and the timing in which the strategy will be implemented. Organisational consideration of strategy development in the public sector includes the managerial competence, the organogram and that which must be achieved.

Figure 2: Fabyanic Framework of Strategy Analysis



(Source: Mowbray, 1989:229)

2.3 A brief genesis of contemporary strategic management theory

Although many scholars (Mintzberg, 1987:45; Nutt & Buckoff, 1992:172; Rumelt *et al*, 1994:79; Hoskisson *et al*, 1999:185) trace the beginning of strategic management to the early sixties, the foundation was laid decades earlier. The footprints are found in the works of Bernard, Simon, Selznick, and Burns and

Stalker. Bernard (1938:67) who elevated the analysis of organisational work to the executive ranks and stressed the differences between making work more efficient and managerial capability, a critical distinction in the concept of strategy. Simon (1947:71) extended Bernard's ideas by building a framework to analyse administration and introducing the concept of '*bounded rationality*.' Selznick (1957:108) explored the roles of institutional commitment and introduced the idea of an organisation's '*distinctive competence*', a critical concept in the early studies of internal strengths and weaknesses. Burns and Stalker (1961:30) contrasted the mechanistic view of organisations with that of an organic perspective that interacted with the environment, and was critical to the studies of threats and opportunities that followed.

According to Birdsall (2004:45), despite these early contributions, the birth of strategic management is generally traced to three works in the sixties:

- Chandler's '*Strategy and Structure*' (1962:55).
- Ansoff's '*Corporate Strategy*' (1965:88).
- Harvard textbook '*Business Policy: Text and Cases*' (1965:97), which is attributed to Kenneth Andrews.

Chandler's work is probably best known for his contribution in the '*strategy versus structure*' debate. However, his study was actually about the growth of large organisations and how their administrative structures adapted to that growth. He also discussed the role of the executive leadership in making long-term decisions and, then, allocating resources and developing plans to make those decisions work. Additionally, he showed how a change in strategic direction can fundamentally change an organisation.

Ansoff was a general manager of the Lockheed Electronics Company and developed his strategy ideas out of frustration with his organisation's planning process. His main contribution was the introduction of the concepts of competitive advantage and internal company synergy.

Andrews built on Chandler's thoughts, but also included Selznick's notions of a corporation's distinctive competency and the idea of an uncertain environment. The uncertain environment gave rise to opportunities and threats while an internal analysis offered the competencies as well as weaknesses. This idea became the strengths, weaknesses, opportunities and threats (SWOT) analysis, the basis of strategy formulation as it is understood today.

2.4 Recent perspectives on private sector strategy

Two perspectives on private sector strategy have dominated strategic management thinking in the eighties and nineties. They are Porter's Framework for Competitive Strategy and the Resource-Based View (RBV) of the Firm (Spanos & Lioukas, 2001:193). Although Porter's Competitive Strategy and the RBV perspectives have for some time dominated private sector strategy, three more notable perspectives that emerged later include: Organisational Economics; Hambrick and Fredrickson Framework; and the Balanced Scorecard. These selected perspectives are briefly reviewed below.

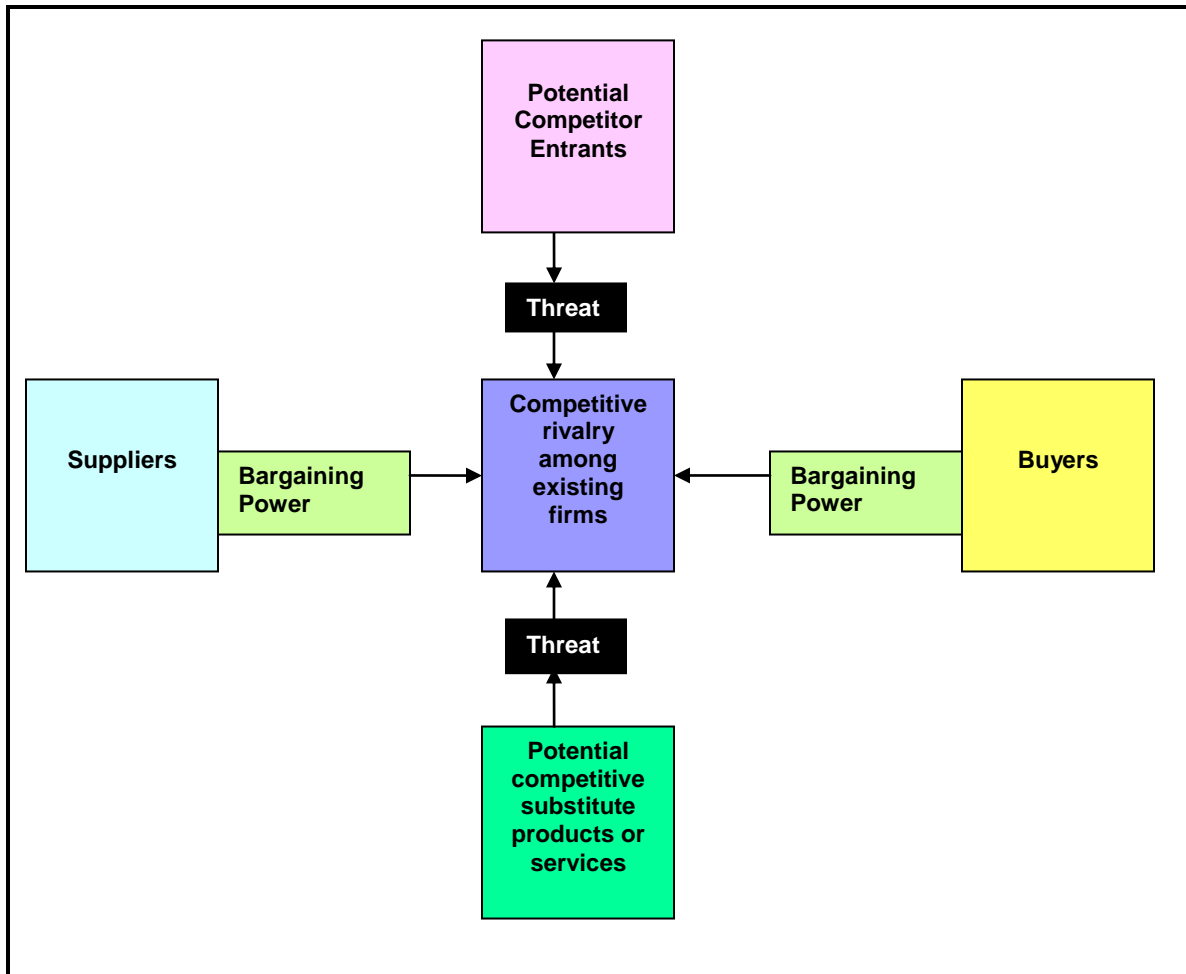
2.4.1 Porter's Competitive Strategy

Michael Porter (1980:18) was the first author to write explicitly of forces in the strategic environment. Porter took the basic approach of the process school of strategy formulation and applied it to the external environment. Porter argued that there are five forces that drive competition, namely:

- The competitive rivalry among firms.
- The threat of substitute products or service.
- The threat of new entrants.
- The bargaining power of suppliers.
- The bargaining power of buyers.

These five forces are depicted in Figure 3 below.

Figure 3: Porter's Five Forces



(Source: Porter, 1980:19)

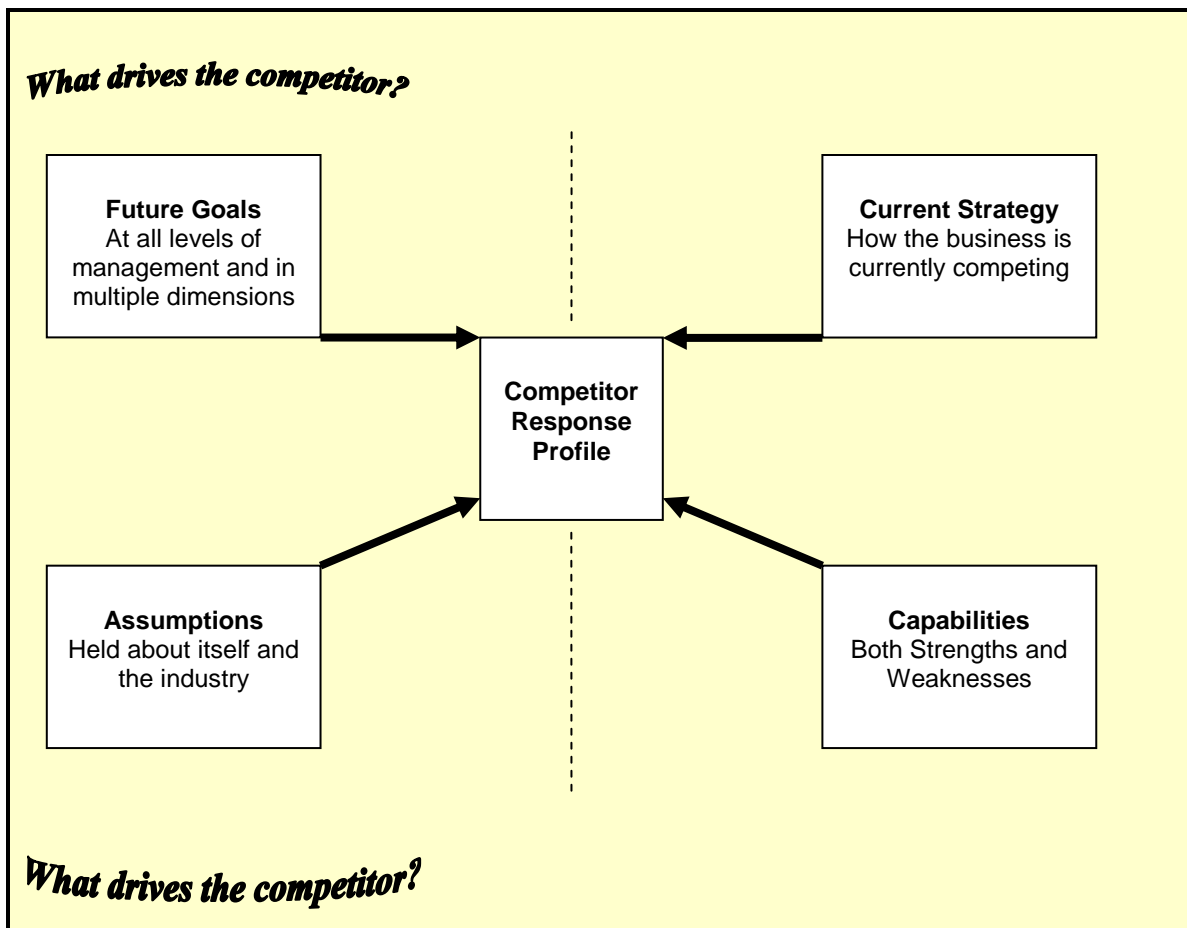
Porter also introduced three tools applicable to strategic thought in the private sector known as the three generic strategies. Although Porter recognised that the best strategy is situational, and is unique and constructed to meet the circumstances prevailing at the time, he identified three strategies for creating a defensible long-term position. Those three generic strategies are:

- **Overall cost leadership** (low cost to the customer across the entire strategy).
- **Differentiation** (a product or service that is perceived as different or unique).

- **Focus** (on a particular buyer group, segment of the product line, or geographic area).

In addition, Porter developed another innovative concept, known as the competitor analysis. Historically, the external environment was seen as a ‘scan’ of the opportunities and threats. Porter provided a framework for analysing what the competition might do. This competitor analysis consists of four components, namely: future goals; current strategy; assumptions; and capabilities. These are illustrated in Figure 4 below.

Figure 4: Components of Porter’s Competitive Analysis



(Source: Porter, 1980:31)

Porter (1980:28) asserts that most companies develop an intuitive sense of the competition's strategy, strengths and weaknesses. Generally, much less attention is paid to what is driving the behaviour, the goals the company wants to achieve, and the assumptions it holds about itself and its environment. It seems as though companies find it easier to analyse the behaviour of the competitors, yet it is the above-mentioned drivers of competition that determine behaviour.

2.4.2 Resource-Based View (RBV)

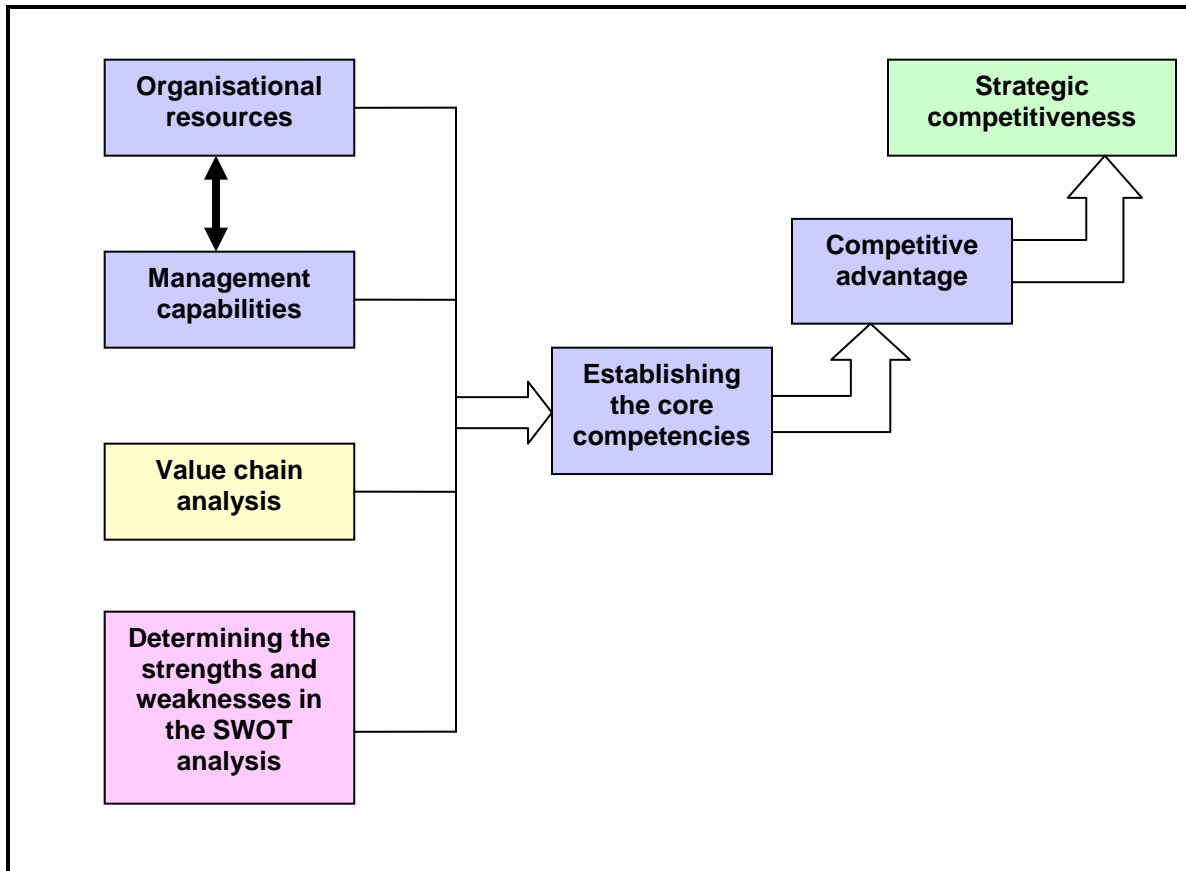
The Resource-Based View directs scholars inward to analyse resources, organisational capabilities and competencies as the antecedents of organisational performance. In the early strategic management literature, equal attention was generally given to internal and external analyses (Andrews, 1971:84; Ansoff, 1965:73; Learned *et al*, 1965:112). However, Porter's '*Competitive Strategy*' shifted the emphasis towards external competitive issues. The RBV reminds scholars and managers that the organisation's assets are the heart of their competitive position (Diericks & Cool, 1989:267; Ehlers & Lazenby, 2004:66).

Barney (1991:77) wrote a seminal article arguing that organisational resources that are rare, valuable, difficult to imitate and non-substitutable can yield a competitive advantage (Priem & Butler, 2001:164). Michalisin, Smith and Kline (1997:17) called the resources that fit under the RBV competitive advantage umbrella '*strategic assets*' and argued that those resources determined which organisations can earn superior profits. Thus, the fundamental theoretical underpinning of the RBV is that valuable and rare organisational resources can be a source of competitive advantage (Rindova & Fombrun, 1999:210).

The RBV sees organisations as different in terms of their collection of assets and capabilities. The argument is that it is the resources and capabilities that will determine how efficiently and effectively the organisation is performing. If top or

executive management within an organisation intends to manage strategically, as a useful starting point for internal analysis, it is important to understand the resources the organisation possesses and what characteristics will make them unique. As illustrated in Figure 5 below, organisational resources have an impact on management capabilities which, in turn, lead to the sources of core competencies that may ultimately result in competitive advantage and or service delivery excellence.

Figure 5: The relationship between the components of internal analysis and strategic competitiveness



(Source: Ehlers and Lazenby, 2004:63)

According to Ehlers and Lazenby (2004:66), there are three types of resources that will lead to distinctive competencies and ultimately to competitive advantage. These three broad categories of resources are:

- **Tangible assets:** They are easy to identify and, in terms of supply chain management terminology, include both movable and immovable assets such as buildings, equipment, organisational location.
- **Intangible assets:** These are assets that cannot be touched such as the reputation of a company and customer perceptions of organisational products and or services.
- **Organisational capabilities:** They are the complex network of processes and skills that determine how efficiently and effectively the inputs in an organisation will be transformed into outputs.

2.4.3 Organisational Economics

According to Rumelt *et al* (1994:378), within strategic management, organisational economics is the field where economics, strategy and organisations converge. This field was introduced by Barney and Ouchi (1986:88), but goes back to Coase (1937:38), where he argued that marketplace exchange may be more efficiently accomplished by a managerial hierarchy.

Organisational economics consists of two primary components: Transaction Cost Economics (TCE) and Agency Theory (AT). TCE emerged directly from Coase's work and was revived by Williamson (1975:12, 1991:103). TCE rests on the conjunction of three conceptual ideas, namely, bounded rationality, asset specificity and opportunism. Asset specificity implies that the assets involved in the exchange are specific to that transaction. Opportunism has been defined as '*the seeking of self interest with guile*' (Williamson, 1991c). As a result, TCE is a market transaction where neither side has all the facts, the asset is specific to the market, and at least one of the exchange partners, if not both, is trying to take advantage of the other.

Agency Theory is related but a little different. AT states that firms are owned by principals and managed by agents. The agents become very familiar with the firm

and have the opportunity to prosper at the expense of the firm and the principals. Thus, the principals must ensure that the agent is rewarded sufficiently to not be tempted to prosper at the firm's expense. AT rests on opportunism, the agent's desires, and information asymmetry, the agent's knowledge base that exceeds that of the principals. The implications are clear, TCE and AT must be viewed within the context of the environmental analysis and be factored into the strategic planning process (Donaldson, 1990:67).

2.4.4 Hambrick and Fredrickson Framework

Hambrick and Fredrickson (2001:67) developed yet another alternative framework for strategy making. Their framework consists of the following five elements:

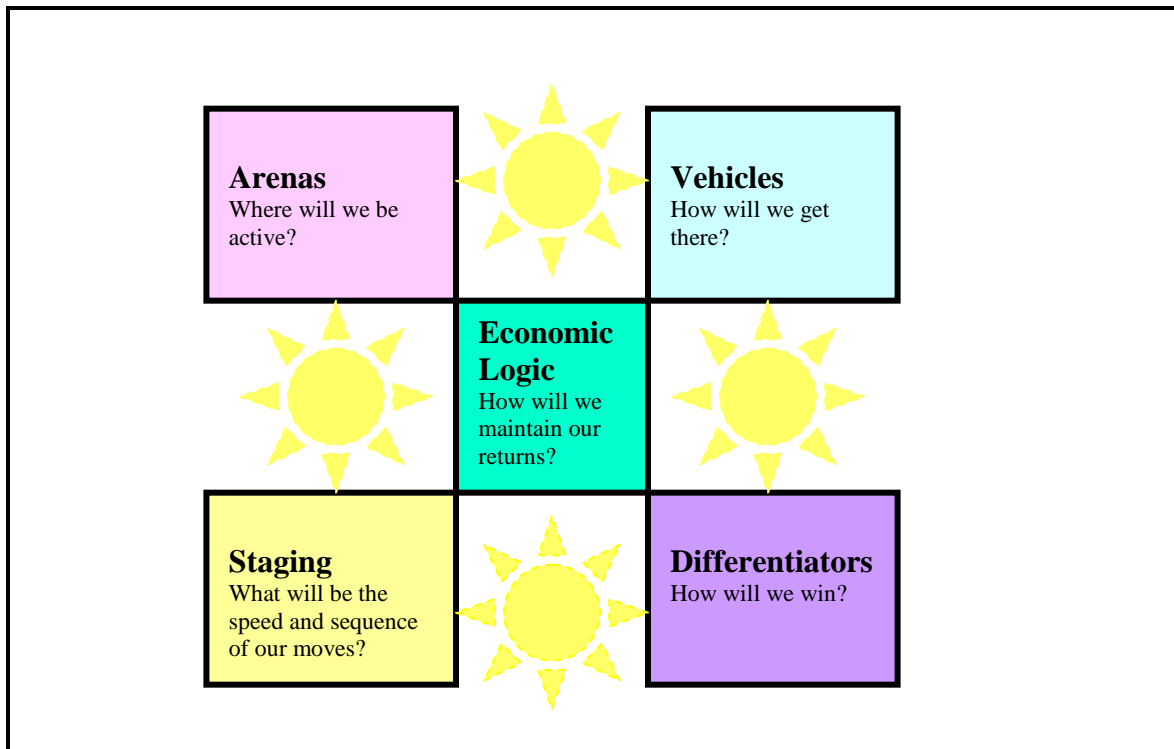
- **Arenas:** Where will the organisation be active (market, products/services location)?
- **Vehicles:** How will the organisation get there (internal development, joint ventures or acquisitions)?
- **Differentiators:** How will the organisation win in the market? Why will customers prefer this organisation (quality, customer service, marketing strategy)?
- **Staging:** How fast will the organisation move and what will be the sequence of events?
- **Economic logic:** How will profits be generated above the cost of capital?

This framework regards the need for an organisation to assert itself in the environment it operates within. In the context of this study, public service organisations are challenged to begin working in a business-unusual approach, and appreciate that government policies require expediency at the implementation level. While government policies are supported by public funds that are allocated to government institutions their implementation requires

organisational strategies that include a proper selection of organisations that will assist one achieve his or her organisational goals.

These elements are depicted in Figure 6 below.

Figure 6: Hambrick and Fredrickson Framework



(Source: Hambrick and Fredrickson, 2001:70)

2.4.5 Balanced Scorecard

A study of portfolio managers reported that from 70 to 90 percent of all strategies fail due to poor execution (Kaplan & Norton, 2001:12). The prime reason is that the tools used to measure strategies have not kept pace with the changing environment. For example, in today's environment, intangible rather than tangible assets have become the major source of competitive advantage. Companies have also been found to be struggling to implement knowledge-based strategies designed for the industrial age (Davis & Meyer, 1998:48; Evans & Wurster,

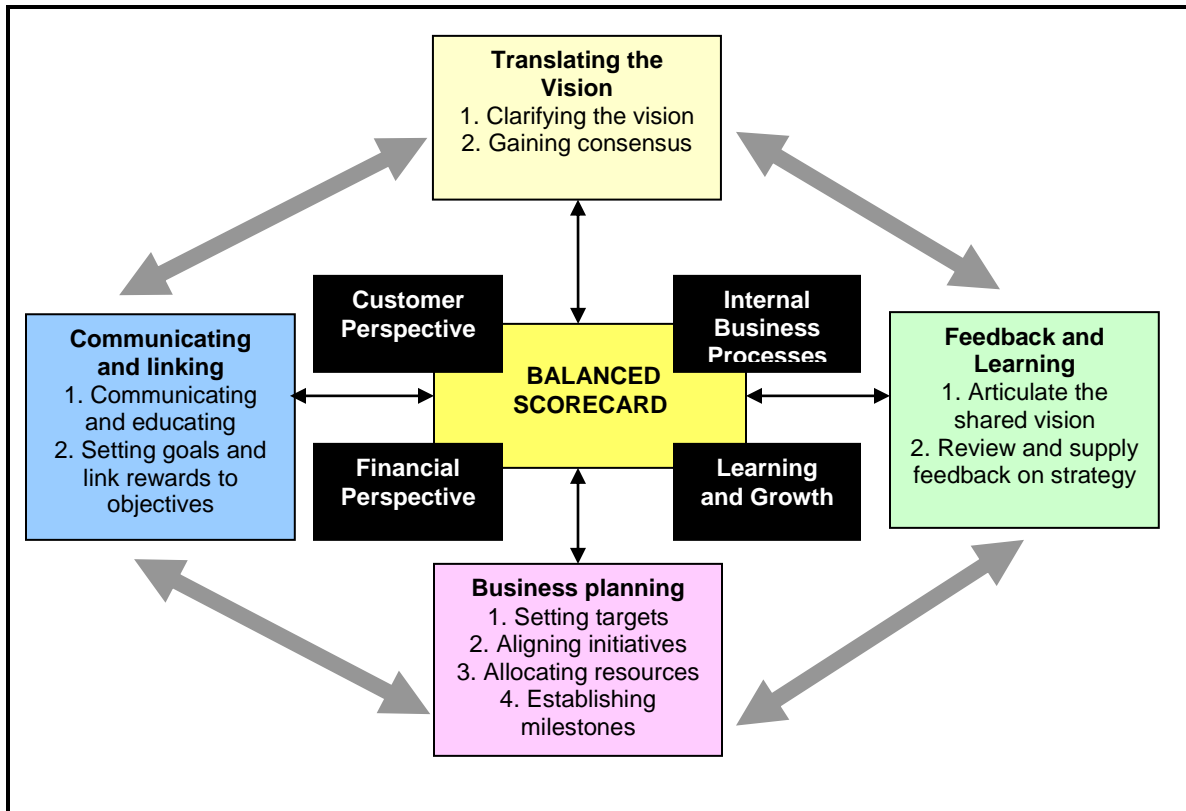
2000:217). The Balanced Scorecard has emerged as a management system that meets this need.

Cronje (in Ehlers & Lazenby, 2004:235) states that the Balanced Scorecard was introduced as a guideline for translating an organisation's vision into strategic or long-term goals in terms of four perspectives, namely: financial; customer; internal business process; and learning and growth. Each of these long-term goals has measures that indicate how the achievement of the objective will be measured and tracked. Within the Balanced Scorecard, these measures become drivers of performance. As a result, objectives, targets and action programmes or initiatives are developed for each of the four perspectives.

Kaplan and Norton (1996: 66) note that the Balanced Scorecard is, however, more than just a collection of key success factors, objectives and measures that are organised into perspectival packages for the organisation. For the Balanced Scorecard to be of value, the various objectives and measures in each perspective should be consistent and reinforcing in terms of the objectives and measures in other perspectives.

Organisations that utilise the Balanced Scorecard are capable of monitoring and evaluating short-term results in the four different perspectives. However, the value of the Balanced Scorecard runs deeper than initially thought. When creating and implementing balanced scorecards for the purposes of performance measurement systems, the developers of the Balanced Scorecard found that four distinct management processes emerged. These four processes form a framework for strategy implementation, control and evaluation. These four management processes are depicted in Figure 7 below.

Figure 7: The Balanced Scorecard as a Framework for Strategic Control



(Source: Adapted from Kaplan & Norton, 1996:77)

The Balanced Scorecard serves as a valuable strategic management tool that is gradually assuming its position within the public sector as part of public sector reforms and the New Public Management approach. Cronje (in Ehlers & Lazenby, 2004:239) contends that this tool enables organisations to clarify their strategies, translate them into action, and obtain meaningful feedback.

However, remaining to be clarified, within the private and public sector contexts, is one conceptual paradox of strategy and policy versus policy and strategy, the 'chicken and egg' or 'egg and chicken' – what comes first - analogy. The next section addresses this matter, to ensure that the application of strategic management tools such as the Balanced Scorecard take into account both private and public sector contextual dynamics.

3. THE STRATEGY HIERARCHY

According to Ehlers and Lazenby (2004:78), there are several levels of strategy within organisations. It is crucial that one comprehend the level at which the strategy is formulated. These levels of organisational strategies are outlined below.

3.1 Organisational strategy

Organisational strategy is concerned with the overall purpose and scope of the organisation to meet stakeholder expectations. This is a crucial level since it is heavily influenced by investors and acts to guide strategic decision-making throughout the organisation. Organisational strategy gives direction to organisational values, culture, goals and objectives (Ehlers & Lazenby, 2004:90).

3.2 Functional strategy

Each functional department or business unit attempts to do its part in meeting overall organisational objectives. Functional department's strategies such as human resource, financial, legal, and information technology are thus derived from the broader strategies of an organisation. A business unit is a semi-autonomous unit within an organisation, and is responsible for its own budgeting, new product decisions, hiring, and price setting decisions. However, business unit strategies must be aligned to broader organisational strategies (Ehlers & Lazenby, 2004:90).

3.3 Operational strategy

Operational strategy is low-level, narrow in focus, and deals with the day-to-day activities of business units. These strategies focus on issues such as resources, processes, and people. Operational level strategies are informed by business

unit strategies which, in turn, are informed by organisational strategies (Ehlers & Lazenby, 2004:92).

4. THINKING, PLANNING AND MANAGING STRATEGICALLY

According to Vaghefi and Huellmantell (1999:169), organisational leadership begins with planning, and planning, in turn, begins with strategic thinking. It is reported that 75 percent of all strategic change efforts fail to achieve their intended results (Haines, 2005:1). In today's dynamic and, at times, seemingly confusing global environment, there is a necessity for strategic leadership in organisations to realise change management goals and achieve growth. It has been found inadequate to develop a strategic plan, or have none in place and just muddle through the complexities of organizational leadership and hope for success without a strategic plan. A disciplined way of thinking, planning and acting, rethinking and re-planning all over again on a daily basis is needed for organisational success. Planning and change are found to be the primary responsibilities of leaders today, and strategic thinking has been discovered as the best way to begin. However, more clarity is needed on what the catch-phrase 'strategic thinking' means.

4.1 Strategic thinking defined

Strategic thinking is a broader and more innovative way of thinking on a daily basis about the overall goals of one's job, team and organisation. It is longer-term oriented with a more systemic and holistic view of the environment. Strategic thinking is considered the prelude to strategic planning. It provides the leader with a mental blueprint of the vision of what the organisation wants to become. The vision is expressed as a verbal model containing the questions that the plan must answer if it is to become successful (Haines, 2005:37; Vaghefi & Huellmantell, 1999:99).

Strategic thinking departs from the premise that organisations must be led; they cannot be permitted to drift into the future. The Chief Executive Officer, President, Board Chairperson, Head of Department or Agency should provide this leadership by asking some of the basic questions that could provide the core of a strategic plan and management. According to Vaghefi and Huellmantell (1999:169) some of the core strategic questions that constitute the business model for strategic planning within a non-profit making organisation are:

- What are the organisation's vision, mission and long-term objectives?
- What is the geographic scope of the organisation's responsibilities?
- What is the size of the organisation's market in this geographic area?
- What is the organisation's general statement or strategy?
- What external changes prevail on the horizon that could affect future operations in the industry?
- What could be the effect of the above changes on tomorrow's industry?
- What new opportunities or threats, if any, could these changes bring to the industry?

Strategic thinking can, therefore, be described as disciplined thinking with a focus, firstly, on the desired outcomes of the entire organisation. From thereon, strategic thinking focuses on the relationships between organisational components, along with constant feedback about results to find the leverage points that best achieve the desired outcomes. Haines (2005, 2) holds the view that organisational components do not usually fit or work well together. Quite often, organisational progress is stifled by silos and political conflicts. Strategic thinking emerges, under these circumstances, to generate a strategy that is:

- About clarifying the direction and vision of the whole organisation linked to its key success measures.
- About identifying relationships and core strategies driving the whole organisation towards its vision.
- About identifying, on a daily basis, leverage points for organisational change.

- A simple, yet structured, way of organising one's thoughts about all the complexity in the world having a bearing on organisational performance in the long term (Haines, 2005:3).

Strategic thinking originates from the science of systems thinking and, as such, is also called critical thinking, solutions thinking, high-level thinking, future thinking, longer-term thinking and forward thinking. It is not tactical, analytical, parts-oriented, mechanistic, reductionist, either/or, or one-best-way thinking.

4.2 Strategic managing

According to Haines (2005:3), planning strategically is concerned with identifying and moving towards a desired future state. It is a process of developing and implementing plans to reach goals and objectives. Strategic planning can be used in a wide variety of activities from election campaigns, censuses, to athletic competitions.

A distinction should, however, be made between the responsibility for the coordination of the planning process, and the management of the content and execution of the generated strategic plan. There is, quite often, confusion within organisations regarding the core responsibility of employees who are employed to coordinate the technical organisation-wide planning activities, and the top or executive management responsibility for strategic planning. The coordination of the strategic planning events, within an organisation, that culminates in a documented organisational plan remains the lower-level employees' responsibility which, at times, is sourced out to an external person or company. However, the responsibility for determining the future desired state, and how to get there, for an organisation, is the top or executive management's responsibility, executed in consultation with key organisational stakeholders. While the critical role of the dedicated support staff, and how this role differs from other back-office support functions within an organisation, is acknowledged, a

proper delineation of the complementary roles and responsibilities for strategic planning within an organisation should be properly managed (Haines, 2005;3).

Table 1 below illustrates, in concrete terms, the distinction of responsibilities between a strategic planning function as a project versus managing strategically at the systemic level.

Table 1: The management of the strategic planning process as a project versus managing strategically at a systemic level

Strategic Planning as a Project		Strategic Management as a System
1.	A project, with beginning and an end.	Ongoing process with yearly reviews to track implementation progress.
2.	Staff written.	CEO/HoD/DG, manager-driven, supported by staff.
3.	Focus on today and extrapolate to the future.	Start with an ideal future and work backwards.
4.	A voluminous Strategic Plan as an end product.	Execution, change management, customer focus is the goal.
5.	Senior leadership or planning department is answerable.	Key stakeholder feedback and organisational commitment.
6.	Weekend retreat in an excluded venue, with team-building facilities.	Strategic change in roles or behaviour on a daily basis.
7.	Strategic level only.	Integrated and business units, annual and daily decision-making levels.
8.	Individual change projects	Customer-focused positioning and value-added delivery as the focus for all projects.
9.	Single event, once in every five years.	Annual strategic review, updating plans based on environmental analyses.
10.	Scanning environment of today.	Future environmental scanning.
11.	Analytical tools.	Focus on strategy and commitment.
12.	Unit/department goals – silo mentality.	Shared strategies as the glue and organising forces.

Strategic Planning as a Project		Strategic Management as a System
13.	Hierarchy/controls	Customer focus and value-driven empowerment.
14.	Organisational structure the same.	Strategic business redesign.

(Source: Haines, 2005:3)

'Strategic managing' means viewing planning as part of a larger system that involves leadership and change. In this form of managing, planning takes into account the implementation lessons and results, and becomes integrated into change management. Implementation lessons might have been generated by the managers' monitoring and evaluation function or taken into account programme evaluation study results that come from outside an organisation. Integrated planning respects other change initiatives that have been or are being introduced elsewhere, carried forward and lived by those involved in them, which have a bearing on the success of an organisation's strategy (Haines, 2005:3) .

It is also important to note that integrated planning links strategy to budgets, performance results and the employee reward systems, as part of a daily, weekly, monthly, half-yearly, annual, mid-term or end-term cycle. Performance results are elaborated in the organisation's reporting systems, whether these reports are generated for donors, shareholders, the legislature, or the general public. These reports are based on predetermined quantitative and or qualitative performance measures or indicators.

5. STRATEGIC MANAGEMENT PROCESS

Several authors and scholars have offered working definitions of strategic management. Clearly, these definitions are influenced by time, industry or sector (public or private), and geographic contexts. While the definitions have either referred to strategic management as a task, function, management approach, or process they converge in the view that strategic management:

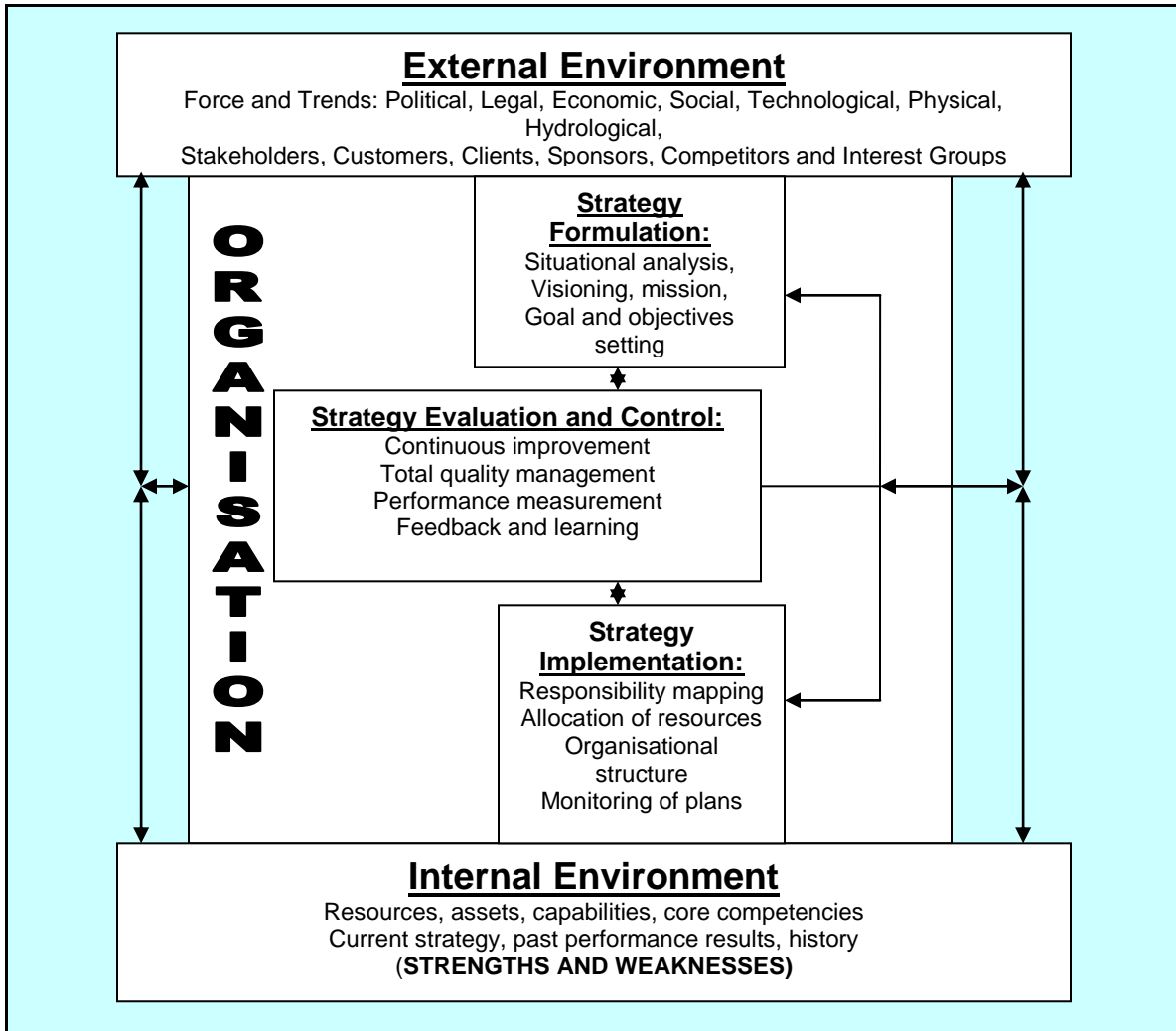
- Has an organisation-wide orientation.
- Has a future inclination.
- Is driven by top or executive management.
- Is concerned with the future performance or survival of an organisation.
- Is influenced by the environment within which an organisation operates.
- Involves key activities, functions or processes.

A process approach to the study of strategic management generates three broad phases of strategic management, namely: strategy formulation; strategy implementation; and strategy evaluation and control. Strategy formulation includes the identification of the organisation's strengths and weaknesses, determination of external opportunities and threats, establishing an organisational mission, setting objectives, developing alternative strategies, analysing alternatives, and deciding on the alternatives to execute. Strategy implementation requires that an organisation establish goals, develops policies, motivate employees and allocates resources in a manner that will allow formulated strategies to be pursued carefully. Strategy evaluation assesses the results of the formulation and implementation of activities. Strategy control is concerned with continuous improvement and total quality management of the development, execution and evaluation of organisational goals (Baile, 1998:5).

However, in practice, strategic management is not a linear process. All phases and activities within the strategic management process are interactive. Strategies, plans and tactics are under constant review, reassessment and reformulation, as part of the ongoing strategic decision-making within an organisation. This is precisely so because strategy itself is, inherently, partially planned and unplanned, and constituted by complex, interactive and dynamic chains of action-reactions. It is for the latter reason that strategic management studies should vacillate between what has been planned, what has been implemented, and what has been achieved, to properly comprehend what works or not, in either the process or content of strategy.

Figure 8 below attempts to demonstrate this interactive nature of the strategic management process.

Figure 8: The strategic management process



(Source: Adapted from Baile, 1998:6)

Baile's description of the strategic management process is thought provoking in the sense that the traditional definition of the process is such that the strategic evaluation and control phase would follow after the strategy has been implemented. This sequencing of the key phases of strategic management is accepted for ease of comprehension at an elementary level. However, strategic

management, in practice, does not flow in a simple order. The process is iterative, and requires a constant adjustment to strategy, as a means to achieve a goal, which is an end. The implementation of government policies through a strategic management process should be mindful of this reality in the implementation of strategies.

For the public sector, the challenge does not only reside in the complexity of the strategic management process. There are definitional challenges with regards to the strategy and policy. The next section seeks to elaborate, briefly, on this.

6. STRATEGIC PLANNING AND THE PUBLIC POLICY PROCESS

A standard dictionary definition serves as a good beginning. The American Heritage Dictionary (1995) defines strategy as the science or art of military command as applied to the overall planning and conduct of large-scale military operations. The Oxford English Dictionary (2001), on the other hand, defines strategy as either a plan designed to achieve a particular long-term aim, or the art of planning and directing military activity in a war or battle.

Interestingly, in the public sector, Bryson (1995:2) defined strategy as a pattern of purposes, policies, programmes, actions, decisions or resource allocations that define what an organisation is, what it does, and why it does it. In the private sector, Andrews (1971:66) referred to strategy as a rivalry among peers, while Ohmae (1982:110) maintains that the object of strategy is to bring about conditions favourable to one's own side, judging the right moment to attack or withdraw. Porter (1980:25) views strategy as a broad formula for how a business is going to compete, what its goals should be, and what policies will be needed to carry out those goals.

While so many definitions have been provided by various scholars, converging and or diverging, it is apparent that before an organisation sets out to establish

planning systems it should be clear about the purposes that these systems will be designed to serve. In other words, the organisation must possess some overall strategy or policy. Often the words 'strategy' and 'policy' are used interchangeably by managers, management educators and scholars. Birdsall (2004:13) expresses explicitly this confusion over the casual synonymous use of strategy and policy when he says that "... we have strategies that implement policies and, *at the same time* (italic: own emphasis), policies that implement strategies." Birdsall is supported by Rumelt (1994:1) who states that some scholars even go to the extent of referring to strategic management as policy. For instance, Stone (1997:259) claims that policy actions are ongoing strategies. Porter (1980:25) maintains that a strategy includes policies needed to carry out organisational goals. Liddell-Hart (1954:321) defined strategy as the art of distributing and applying military means to fulfill the ends of policy. Bryson (1995:32) regards strategy as policies that define what an organisation is, what it does and why it does it.

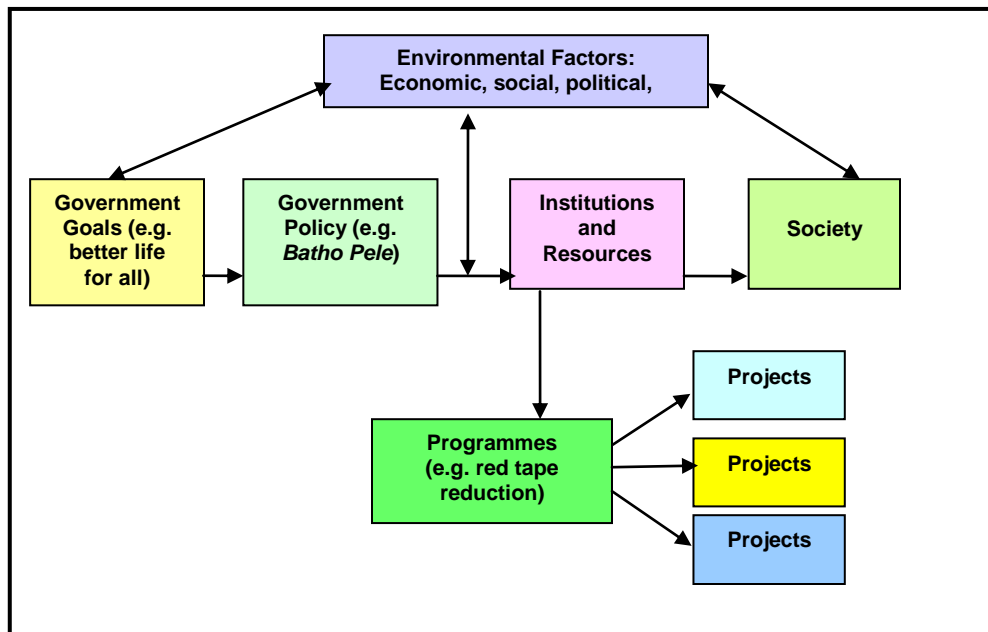
It appears that a primary difference between strategy and policy is how they are viewed in the private and public sectors. In the private sector policy is often considered a company regulation or procedure. Policies are used to implement actions (strategies) or as rules to set guidelines for procedures. In the public sector policy is more often referred to in terms of complex fundamental issues that require resources and time to resolve such as health care, national defense or tax policy. In that context, strategies are used to implement the policy objectives.

De Coning (in Cloete & Wissink, 2000:11) reveals that there is no universally accepted definition of public policy. However, an adequate framework of definitions enables one to explore the multi-dimensional nature of policy, to establish the key elements of definitions in the field, and generate a working definition. For instance, the following are a few definitions of public policy that have emerged over time:

Ranney (1968:7) defines policy as a declaration and implementation of intent while Easton (1953:129) defines policy as the authoritative allocation through the political process, of values to groups and individuals in the society. Hannekom (1987:7) states that policy making is the activity preceding the publication of a goal, while a policy statement is the making known, the formal articulation, the declaration of intent or the publication of the goal to be pursued. Policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. In this regard, policy, in the public sector context, makes known the specific societal development goals to which resources will be allocated for attainment of the policy. Resources are allocated to programmes that implement the policy. In the public sector context, another concept of programmes is often utilised to refer to strategies that are employed to realise policy goals, bringing in a further confusion. However, as this is the study of the public sector the relationship between strategy and policy will be defined as is commonly done in the public sector, and, in particular, in terms of the public policy impact chain.

A distinction should, therefore, be made between a policy and a programme to ensure that this study is grounded on an acceptable methodological approach. While Ranney (in Cloete & Wissink, 2000:11) defines a policy as a declaration and implementation of intent, Van Baalen (in Cloete & Wissink, 2000:191) contends that policies are implemented through programmes. Programmes consist of a series of activities undertaken by government departments in a coordinated manner. Programme activities are called projects, and projects are, thus, building blocks of programmes. This linkage between policies, programmes and projects can be illustrated as in Figure 9 below.

Figure 9: Public policy impact chain, including programme and projects



(Source: Adapted from Austin, 1990:77)

The above analysis has yielded a better understanding of the difference between a policy and a strategy in the context of the public sector. Austin (1990:62) contends that a government has a goal to achieve based on the mandate that the electorate has given the government that is in power. A goal of government finds expression in a myriad of policies that public institutions are expected to implement. The public institutions will, as part of policy implementation mobilise other stakeholders outside the state machinery towards the implementation of public policies and, hence, achievement of the government goals.

It, therefore, stands to reason that in the context of the public sector, strategy follows policy. A strategy is a tool of policy implementation. Public policy, for purposes of comprehension, is understood to follow five broad phases of development: policy formulation, policy adoption, policy implementation, policy monitoring and evaluation, and policy review. If the strategic planning process is aimed at generating a set of strategies for implementing government policies, the

strategic planning process (as an event) happens at the commencement of the policy implementation phase.

7. CONCLUSION

While strategic management, either as an organisation-wide task, a management approach, a function, or a process is said to originate from the private sector, it is interesting to note that strategy as a concept has always been traced back to military function in the Eastern and Western worlds, which under no circumstances can be regarded as a private sector activity. This chapter has undertaken a review of the historical development of strategic management, considering applicable concepts, strategic philosophers, strategy perspectives, hierarchy of strategy, the relationship between strategy and policy, and the key elements of the generic strategic management process.

In considering the definition of strategy concepts, the review has examined those that pertain to this study such as strategic management, strategic planning, operational planning, goals, objectives, performance targets and indicators. It has also been revealed that strategy exists at three levels within an organisation, namely: organisational; functional; and operational.

It appears that while the concept of strategy originated from the military in terms of strategic thought and analysis, as expressed in the writings of philosophers such as Sun Tzu, Chandler, Ansoff, De Guibert, and Clausewitz, with the passage of time it has assumed organisational form, and developed into a sub-discipline with theoretical perspectives such as the Porter's Competitive Analysis, the Resourced-Based View, Organisational Economics, the Hambrick and Fredrickson Framework, and the Balanced Scorecard.

This chapter has, furthermore, engaged the ongoing debate about the relationship between strategy and policy or policy and strategy. Acknowledging

that no direct answer can be provided for this, the analysis has concluded that the relationship between policy and strategy is determined by the context in which the strategy is formulated and executed. In the private sector strategic planning precedes policy while in the public sector the opposite applies. The public policy process that distinguishes between a public policy, strategy, programme, and project has been explained to clarify this relationship in the context of the public sector.

CHAPTER 3

THEORY AND PRACTICE OF STRATEGIC PERFORMANCE PLANNING IN THE PUBLIC SECTOR

‘Strategic planning....is based on the premise that leaders and managers of public and non-profit organisations must be effective strategists if their organisations are to fulfill their missions, meet their mandates, and satisfy constituency in the years ahead.’ (Bryson, 1995:9)

INTRODUCTION

In the preceding chapter an in-depth analysis of strategic management theory was undertaken. Planning is part of a larger system of strategic management and leadership and, in the public sector, it is informed by and gives effect to a plethora of public policies that are an embodiment of peoples’ needs.

In this chapter, attention will be devoted to how strategic planning as a management function has (and is) evolving in public sector organisations, the generic process of strategic planning as it applies to the public sector, the public-private sector distinction, and some of the difficulties associated with strategic planning in the public sector. This chapter concludes by conducting a brief comparative review of international precedents in respect of public sector strategic planning as a management reform.

It is important to note, at this stage, that the main purpose of this chapter is, in proceeding from the unveiling of strategic management history and foundations in the previous chapter, to begin providing a broad public sector theoretical context within which the study problem should be located. This will, in turn, highlight that the findings emanating from the study are influenced by sector-specific practices and nuances with respect to strategic planning.

1. STRATEGIC PLANNING IN PUBLIC SECTOR ORGANISATIONS

According to Baile (1998:11), public sector organisations adopted the ideas of corporate-style strategic planning in the 1980s and started applying these to government agencies. Most approaches were based on previous corporate strategic planning models and included variations that accounted for public sector aspects. Many writers hold the view that to be successful the strategic planning and implementation process should have specific elements that reflect the unique nature of the organisation and its environment (Edie, 1989:45; Korsten, 1991 in Baile, 1998:33)). However, Bryson (1995:88) contends that, for the public sector, a strategic planning process can provide qualitative improvements to the design process over conventional long-range planning. Bryson's reasoning is that strategic planning is more issue-oriented in public organisations and, therefore, more suitable for politicised environments. The issues approach to public sector strategic planning is particularly appropriate because political decision-making starts with issues, and strategic planning is more useful for addressing and informing these issues.

The time lag in adopting strategic planning in government agencies was largely due to the perception that strategic planning was more suitable for business. This reluctance to embrace strategic planning was based on concerns such as:

- Planning is usually driven by yearly budget or appropriation cycles.
- There is less control over administrative systems in bureaucracies as compared to businesses.

- A 'bottom line' does not exist for most public organisations.
- Quantitatively measuring progress in respect of many social problems is difficult.
- Laws and policies established by the political authority determine what public organisation does (Baile, 1998:15).

Managers in public organisations operate in a more complex environment compared to those in the private sector. They must deal more directly with questions of values, and democratic principles must underpin the process (Ring & Perry, 1985:108). These principles have implications for both the planning content and its process. For example, the process should be inclusive and open to embrace the organisation's stakeholders and constituencies. The goals and objectives defined in the formulation of plans should conform to legal mandates and direction and should be based on values such as equity and fairness. Political influences have a profound effect on the process and feasibility of achieving specific objectives (Downs, 1966:8). Even though these concerns represent formidable obstacles to strategic planning in public sector organisations, authors have proposed models and techniques to deal with them.

Bryson (1995:67), for example, proposes a model that centres on issue management. Issues are generated from a number of factors, but explicit attention is given to political influences of the agency as a major driver of strategy. Koteen (1991:57) also advocates a focus on the management of strategic issues as a core concern for public and not-for-profit organisations. Nutt and Backoff (1992:16) offer a choice of high-action type strategies for public sector organisations that are matched to the public environment.

Importing private-sector strategic planning practices into public sector organisations requires that attention be paid to the differences in the context in which planning takes place. These differences not only affect the completion of the planning process, but also the difficulty of implementation and the ultimate

success of the planning enterprise. Although there are many differences to consider, Campbell and Garnett (1989:33) suggest two that stand out as most important. Firstly, in private organisations, business strategies tend to be more clearly defined and relate to products, market share, return on investment, and profitability. Policies and strategies in public sector organisations are more ambiguous, more difficult to measure, and frequently address broad social issues. Secondly, in private organisations, strategy development and implementation are primarily confined to participants within the organisation and the strategy is for internal use. Strategies in public sector organisations have significant external input, and implementation depends on the cooperation of administrative and political oversight bodies and constituent groups.

For some, the pluralist nature of democratic governance casts doubt on the prospects of successfully undertaking strategic planning in public sector organisations. William and Morrow (1987:163) describe the effect of pluralism as follows:

'Pluralism forces public administration to forfeit its ability to do rational, comprehensive planning because planning and pluralism are rooted in different assumptions about government. Planning is substantive in nature and focuses on the ends of governmental activity. Pluralism is procedural in character and focuses on providing interest groups access to centres of decision.'

Eldridge (1989:25) examines the underlying concepts that affect the success of strategic management in government and argues that cultural distinctions dictate different approaches to strategic planning in business and government and create different expectations for the successful implementation of strategic plans. He suggests that these distinctions can be organised into seven main propositions as follows:

- **Governments have less competition than business.** Governments do compete with each other for resources and, in some cases, with the private

sector (such as in privatisation studies). However, in many cases, governments have the monopoly in respect of service delivery, and there are therefore no powerful incentives to maintain a competitive edge. As a result, one of the main reasons for strategic planning in business, to be competitive, is not felt as strongly in government agencies.

- **Customer influence is likely to be weaker in government.** Governments do not depend on customers for resources. Their revenue is derived from appropriations, and they are not dependent on how the customer feels about their products or services. Even if there is customer demand imposed on an agency, governments are reactive, responding to this demand rather than seeking out customer needs, as private sector companies do. Strategic planning is highly dependent on determining future market requirements, and substantial effort is devoted to scanning the environment for this purpose. It is not impossible for government agencies to have a customer base, but identifying this base and tapping into it for strategic planning purposes is difficult in government.
- **Measuring governmental work performance is more difficult.** There are greater restraints on rewards and punishment in government systems. Businesses normally use financial means to measure performance, and the data for these measurements are readily available. Few government agencies are in a similar position. Governments find it difficult to establish yardsticks to measure performance in many programmes, especially in the area of social programmes. Measurement is a fundamental part of strategic control. Without measurement there is no means of feedback and evaluation.
- **The rapid turnover of governmental leaders causes instabilities that inhibit the process of developing and sustaining a long-term strategic direction for the organisation.** For example, politically elected officials and appointees change at a more frequent interval than leaders in the private sector. The time perspective of political leaders is short; they want to

introduce their ideas quickly and see results. This short-term perspective is not particularly suitable for strategic planning.

- **Governments have more stakeholders and are subject to greater outside influence than private companies.** There are often political forces imposed on a government organisation from constituencies, legislative oversight bodies, and other stakeholders that can overwhelm any attempt to set goals using classical strategic planning processes. Most often, strategic planning in business is based on a high degree of rationality, and plans are developed using analytical models and techniques. Politics influences the allocation of scarce resources and decisions are more subjective and based on non-rational logic.
- **Governments normally have far more purposes than do private companies.** Reducing the scope of programmes in government is a difficult proposition mainly because these programmes have societal purposes, such as improving the education system or helping the disenfranchised to secure meaningful employment. Strategic managers in business must adjust the mix of products and services in rapid response to the market, independent of considerations about societal value.
- **Government supervisors are more likely to view themselves as specialists rather than managers.** Managers are concerned with directing the organisational unit to produce a profit, and specialists have allegiance to their occupational discipline. The idea of a specialist is enhanced by the protective nature of civil service rules and procedures that protect government workers from being fired without reduction-in-force due process. All this contributes to a sense of stability and aversion to risk, which are not conducive to the innovative spirit of strategic planning.

The lack of a well-tested model for public sector strategic planning causes some managers and planners to be skeptical that the promise of this management reform can be realised. As mentioned previously, despite concerns about the differences between public and private sector organisations, these have not

inhibited the introduction of strategic planning in government, and many writers in the field advance strategic planning as a sound approach to effectively managing public sector organisations. However, the the extent to which strategic planning, as a management approach, assists in making public organisations effective is dependent upon whether the “publicness” of the organisation is considered when strategic planning systems are designed and implemented.

2. PUBLIC-PRIVATE SECTOR DISTINCTION

Much of the writing that addresses the public-private dimensions of organisations is found in the literature on public management. Some of the literature draws a clear distinction between public and private organisations, focusing on differences between the public and the private sector (Allison, 1983:18; Moe, 1987:77; Perry & Kraemer, 1983:11). Most of these differences between public and private organisations are attributed to economic and political conditions, and the effect these conditions have on the organisation’s external relations and internal processes (Rainey, 1983:39). Wamsly and Zald (1973:6) draw the distinction based on who owns the organisation and how it is funded. These authors contend that public organisations are owned and funded by government, while private organisations obtain funding from private sources, such as market transactions. Others have argued that private and public organisations are very similar and that management roles and processes can be transported between the organisations (Allison, 1983:4; Lau, Newman & Broedling, 1980:96; McCurdy, 1978:152; Meyer, 1979:200).

In a nutshell, private organisations are subject to the “authority of the market” and provide goods based on consumer demand. Public organisations are significantly less market-driven and acquire their resources from political processes. In the public sector, clients of an agency are often provided a service that is legislated, both the service itself and the amount delivered. Decision-making about what goods and how many to produce, in the public sector, is a complicated process

that includes a quasi-market element through constituent and special-interest feedback and the election process. The result of research in this area is a dichotomous classification of public and private organisations, implying that public organisations are clearly different and warrant their own treatment in organisational theory.

Others argue that a simple public-private dichotomy is not realistic as a classification scheme, and there is instead a blurring between the two sectors that allows for mixed public-private organisations (Bozeman, 1984:17; Bozeman, 1988:43; Emmert & Crow, 1988:73; Muslof & Seidman, 1980:86). Bozeman (1987:99) has advanced a conceptual framework that addresses an organisation's degree of publicness, as a general measure of governmental influence. Different levels of publicness can be associated with different kinds of organisational behavior. Publicness depends on the relative mixture of political authority and economic authority. Less public organisations are subject to constraints of economic authority embedded in the market and are subject to less political authority whereas the opposite is true for public organisations. For Bozeman (1984:102), the most significant factor driving the degree of publicness is the external political influence on the organisation. His theory of public organisations adopts a fundamental assumption that publicness is multi-dimensional.

The dominant assumption of Bozeman's multi-dimensional approach is based on political economy and resource dependency theories of organisations. According to Bozeman (1984:49):

- The publicness of an organisation is not an absolute quality but a matter of degree.
- Much of the organisation's behavior is poorly explained by the rational choice models and is better accounted for in terms of constraints imposed by external actors.

- While a variety of external influences constrain the organisation, those influences flowing from government entities account for the public character of organisations.
- The publicness of organisations requires a redefinition of organisational effectiveness; a definition that views an organisation less as an agent for the achievement of internally devised rational goals, and more as an entity serving multiple constituencies (both internal and external).

Bozeman (1984:104) characterises public and private organisations along four dimensions that he contends define processes in organisations. These dimensions are:

- Establishing and maintaining the organisation.
- Structuring the organisation.
- Resourcing the organisation;
- Setting and seeking goals.

Table 2 below is offered by Bozeman as a way of showing how these processes can help identify where a particular organisation falls on the public-private continuum.

Table 2: Bozeman’s Public-Private Continuum

PUBLIC ROLE	PROCESS	PRIVATE ROLE
Discretionary legislative appropriations	Resources	Profits from sales in private markets
Creation (abolition) by government mandate	Life-cycle	Creation (abolition) subject only to private market
Structures set by government mandate	Structure	Structure independent of government constraints
Goals set by government mandate	Goals	Goals independent of government constraints

(Source: Bozeman, 1984:106)

Rainey and Perry (1992:55) address the nature of management and organisations in the public sector with regards to the distinctive characteristics of public organisations and management. . These authors reviewed the research on the public-private distinction topic and concluded that:

- The most general management and organisation theory does not recognise the theoretical significance of the distinction issue.
- There are two divergent views of the distinction: economic and political.
- Until recently, both economists and political scientists have paid little attention to the managerial characteristics of public bureaucracies.

In calling for additional empirical research on the significance of publicness as a determinant of organisational behavior, Bozeman (1984:105) argues that publicness should be viewed as an external organisational constraint on the organisation's activities, and comparative research should investigate the relationship between publicness and organisational effectiveness, especially goal-related effectiveness. He also suggests that the dimensional approach would be suitable to investigate the transferability of management innovations between the sectors.

Rainey (1989:42; 1991:107) furthermore classifies public-private differences into three categories:

- Environmental factors.
- Organisation-environment transactions.
- Organisational roles, structures and processes.

Each of these categories will be briefly outlined below.

2.1 Environmental factors

The environment of public organisations has frequently been used to explain the public-private distinction. Typically, these explanations involve comparisons of differences between public and private ownership and the legal basis of the organisations. Some of the specific differences relating to the organisation's environment are as follows:

- Elaborate and intensive formal legal constraints due to an oversight by the legislative branch, executive branch hierarchy, oversight agencies and courts.
 - Constraints on domains of operations and procedures.
 - Less autonomy assigned to managers to make choices.
 - Proliferation of formal administrative controls.
 - Large numbers of external sources of formal authority and influence, with greater fragmentation among them.
- Intensive external political influences.
 - Diversity and intensity of external informal political influences on decisions (political bargaining and lobbying, public opinion, interest groups, and client constituent pressures).
 - Need for political support from client groups, constituencies and formal authorities, in order to attain appropriation and authorisation for actions (Birdsall, 2004:205).

2.2 Organisation-environment transactions

Public organisations do not rely on market mechanisms to interact with their environment. Their decisions are subject to public debate and they are often concerned with broad societal issues. The following are some of the features distinguishing public from private organisations with respect to organisation-environment transactions:

- Mandatory financing of some activities and programmes.

- Level of scrutiny of public managers.
- Scope of concern (such as, general public interest) (Birdsall, 2004: 206).

2.3 Organisational roles, structures and processes

Differences in the environments of public and private organisations produce differences in managerial roles and organisational characteristics. These include the organisation's goals, administrative authority, leadership practices, structures, incentives, and individual and organisational performance. These manifest themselves in:

- Goal ambiguity, multiplicity and conflict:
 - Vagueness, intangibility and difficulty in measuring goals and performance criteria. Goals are more debatable and value-laden, e.g. defense readiness, public safety, clean environment, better living standards for the poor, quality of household life, sustainable human settlements.
 - Multiplicity of goals and criteria, e.g. efficiency, public accountability and openness, fairness and due process, social equity and distribution criteria.
 - Conflicting goals of diverse constituencies and political authorities involving trade-offs, e.g. efficiency versus openness and public scrutiny, efficiency versus due process and social equity.
- Administrative authority and leadership practices:
 - Lack of decision-making autonomy and flexibility due to elaborate institutional constraints and external political influences. More external interventions, interruptions and constraints.
 - Weaker authority over subordinates and lower levels due to institutional constraints (e.g. civil service personnel systems, purchasing and procurement systems) and external political alliances of sub-units and subordinates (e.g. with interest groups, legislators).

- Reluctance by higher level managers to delegate authority, and the use of formal regulations to control lower levels.
- Frequent turnover of top leaders due to elections and political appointments, creating more difficulty in implementing plans and innovations.
- Organisational structure:
 - Red tape and elaborate bureaucratic structure.
 - Extensive and complex organisational dependencies.
 - Lack of clear responsibility and authority.
- Incentives and incentive structures:
 - Greater administrative constraints on the administration of extrinsic incentives such as pay, promotion, and disciplinary action.
 - Weak link between extrinsic rewards and performance.
- Organisational and individual performance:
 - Individual and institutional aversion to change and risk.
 - Lack of meaningful performance measures for the organisation and its programmes and employees. rate of turnover of personnel (Birdsall, 2004:211).

3. DIFFICULTIES ASSOCIATED WITH STRATEGIC PLANNING IN PUBLIC SECTOR ORGANISATIONS

In reviewing the literature on public organisations, Melamid and Luck (1994:237) identified three areas that they believe must be addressed if these organisations are to adopt private sector management processes. These areas are:

- Multiple and conflicting goals.
- Constraining financial, legal, contractual, and organisational practices.
- Difficulties in aligning actions of individual members of the organisation with its goals.

These areas represent constraining forces that inhibit the adoption of managerial innovations such as strategic planning in public organisations. These areas are reviewed in more detail below.

3.2 Goal conflict and ambiguity

According to Miller (1989:321), in view of the fact that setting goals for governmental organisations or agencies is a highly political process, the tendency is to make the goals all things for the people. Substance gets flushed out in the process of political negotiation and agreement is achieved at the expense of goals that are ambiguous and sometimes conflicting, and hence quite difficult to implement. Many authors have emphasised the diverse and ambiguous nature of goals in public organisations (Banfield, 1975:40; Rainey, Backoff *et al*, 1976:87; Dahl & Lindholm, 1953:33; Buchanan, 1974:22). Interestingly, although the literature emphasises the problem with goals in the public sector, Lan and Rainey (1992:41) report empirical evidence to the contrary. They found that public managers perceive their goals as clear and achievable, but this may depend on the relative publicness of the organisation.

3.2 Constraining financial, legal, contractual and organisational practices

Various constraining factors manifest themselves in several ways in the course of strategic planning in public organisations. For example, resources in public organisations are subject to political forces which make obtaining funds more complicated in comparison with market-based approaches. There may not be political support to fund strategic initiatives even though there is a customer demand. In addition, implementation may face bureaucratic hurdles, with personnel rules and regulations and scrutiny from oversight bodies. The pervasiveness of this difficulty is demonstrated by the number of writers who have argued that these types of constraints are sources of problems for managers in public organisations (Banfield, 1975:67; Blumenthal, 1983:104;

Buchanan, 1974:42; Meyer, 1979:77; Mintzberg, 1987:89; Rainey, 1983:108; Warwick, 1975:361).

Rainey *et al* (1973:238) argue that the formal, legal environment of government organisations is the source of limitation on the autonomy and flexibility of the public organisation and its managers. Governmental organisations are legally authorised institutions and consequently have their '*purposes, methods and spheres of operations defined and constrained by law*' (Rainey, 1973:239)

Managers of government agencies do not have unlimited discretion to set the strategic direction of the organisation and decide how strategies will be implemented. They must adhere to the legal requirements that circumscribe the agency's mission and operations. These managers are also agents of the people and stewards of the democratic process and are morally obligated to embody the public interest and the constitutional governance process during strategic planning (Wamsley, 1987:48).

Making strategic changes may also be hampered by a bureaucratic culture derived from the rule-based environment of public organisations, which tends to support behaviours that maintain the status quo by relying on long-established, elaborate legal and procedural guidelines to guide decisions and actions (Downs, 1966:111).

3.3 Organisational alignment

According to Allison (1983:18), organisational alignment has internal and external dimensions. Internal alignment refers to matching the individual's goals with the organisation's goals. This alignment is significant for strategic planning because it refers to the tension between agency leaders aligned to the political process and professional bureaucrats who are normally sympathetic to the needs of the agency's clients. External alignment involves the degree of match between the

agency's strategy and the preferences of the political authorities and other stakeholders. Stakeholder diversity and dispersion can be a source of conflict for the agency as it attempts to accommodate views of interest groups and the public.

Political actors weigh into the process of formulating and implementing strategic goals to make sure their objectives are met, especially if the goals are ambiguous and conflicting. The tension between political appointees and professional bureaucrats is complicated by the relatively short tenure of political appointees and their perceived need to implement the administration's agenda quickly (Allison, 1983: 284).

Table 3 below presents a summary of the sources of difficulties regarding strategic planning in public organisations.

Table 3: Sources of difficulties of strategic planning in the public sector

Goals	Goal conflict
	Goal ambiguity
Organisational constraints	Constraining financial practices
	Constraining legal practices
	Constraining contractual practices
	Constraining personnel practices
Organisational alignment	Conflict between individual and organisational goals
	Conflict between political leadership and agency strategic goals
	Lack of alignment among executive branch objectives and agency strategic goals
	Lack of alignment between legislative branch objectives and agency strategic goals
	Lack of alignment between judicial branch objectives and agency strategic goals
	Lack of alignment between constituent group objectives and

	agency strategic goals
Performance measures	Inability to set meaningful measures of performance for the strategic plan
	Difficulty with assigning responsibility and accountability for the plans and goals
Organisational culture	Unwillingness of key organisational leaders to embrace strategic change
	Risk avoidance behavior by organisational leaders

Source: Allison, 1983: 286)

4. COMPARATIVE REVIEW OF SELECTED INTERNATIONAL CASES OF PUBLIC SECTOR STRATEGIC PLANNING

Baile (1998:6) holds the view that strategic planning for public sector organisations is a relatively new phenomenon compared with the extensive experience in the private sector. Some public sector organisations have considerable experience in related fields such as urban planning, with little history of strategic planning. The earliest instance of strategic planning in federal government agencies can be traced back to the 1980s, compared to the 1960s in the private sector.

Strategic planning in private organisations is often considered a crucial managerial activity aimed at ensuring competitive advantage for the firm. In this instance a firm seeks to align itself with anticipated changes in its environment, and the overall goal is economic and all about increasing market share. As such, strategic planning concepts and methods were, for some time, not readily adopted by public organisations because they were viewed as failing to account for political factors and organisational constraints. Accruing benefits from strategic planning in public sector organisations has involved changing expectations from improving company bottom-line to assisting government agencies to be more relevant, efficient, and responsive to societal needs.

Halachmi (1993:78) points out that although strategic planning for public organisations has received much attention and has been widely advocated, it does not have an impressive record of success and there are few accounts of what went wrong and why in cases where it has been implemented. Nutt and Backoff (1993:112) contend that public sector organisations continue to import private sector strategic management approaches which make assumptions that are not valid for their particular context. These assumptions include the following:

- That public sector organisations have clear goals.
- That public sector organisations have a profit-making or economic purpose.
- That public sector organisations have unlimited authority to act.
- That public sector organisations implement a plan within a multi-dimensional system of actors.

Despite these challenges, within a global context, governments have continued to embrace strategic planning and performance measurement to guide the process of translating policy imperatives or goals into programmes and projects that meet societal needs. Some of the international experiences of note are discussed below.

4.1 United States of America

The *Government Performance and Results Act (GPRA)*, 1993 was enacted by the Senate and House of Representatives of the United States of America in 1993. This Act came out of a realisation of the following:

- Waste and inefficiency in federal programmes which undermined the confidence of the American people in the Government and reduced the ability of the federal government to adequately address vital public needs.
- Federal managers that were seriously disadvantaged in their efforts to improve programme efficiency and effectiveness because of insufficient articulation of programme goals and inadequate information on programme performance.

- Congressional policy making, spending decisions and programme oversight that were seriously handicapped by insufficient attention to programme performance and results.

In view of the above, the key purposes of the *Government Performance Results Act, 1993* was to:

- Improve the capability of the federal government by systematically holding federal agencies accountable for achieving programme results.
- Initiate programme performance reform with a series of pilot projects that were driven by setting programme goals, measuring programme performance against targets, and reporting publicly on their progress.
- Help federal managers improve service delivery by requiring that they plan for meeting programme objectives and by providing them with information about programme results and service quality.
- Improve Congressional decision making by providing more objective information on achieving statutory objectives, and on the relative effectiveness and efficiency of federal programmes and spending.
- Improve internal management of the federal government.

The GPRA, 1993, furthermore, provided guidelines to federal agencies and mandated them to develop and submit strategic plans, annual performance plans, and programme performance reports, within specified timelines, in each year, to the Director of Office Management and Budget, the President and Congress.

Of note, in terms of the introduction of the GPRA in the USA, is that this Act was enacted in 1993 for full application in 1997. However, the years 1998 and 1999 were set aside for piloting the implementation of the Act in selected federal agencies prior to expanding its application to other agencies, thereby establishing a window period for piloting the Act. Further to this, the Act provided for mandatory training of managers and employees on the development and use

of strategic planning and programme performance measurement tools and systems.

4.2 Caribbean Islands

The Caribbean Forum (CARIFORUM) is a group of fifteen Caribbean states, including the Dominican Republic, that was established in 1992 with the purpose of serving as a base for engaging on an ongoing economic dialogue with the European Union. CARIFORUM member states established a Working Group on Public Sector Reform to review and recommend programmes aimed at achieving a harmonised and sustained approach to public sector reform and modernisation in the Region, with particular reference to defining the legislative, human resource and overarching institutional arrangements supporting the reform process. The inaugural meeting of the Working Group was held on 8 December 2000 (CARICAD, 2000:16).

The idea for establishing a Working Group on Public Sector Reform was conceptualised in November 1998 by a Ministerial Consultation of the Caribbean Centre for Development Administration (CARICAD). The CARICAD member countries under the auspices of the three-year CARIFORUM European Development Fund (EDF) Project on Strategic Planning in Public Services. The inaugural meeting of the Working Group comprised Ministers of Government of Antigua and Barbuda, the Bahamas, Belize, Saint Lucia and included executive level officials from the same countries including Barbados, British Virgin Islands, the Commonwealth of Dominica, the Dominican Republic, Grenada, Jamaica, Saint Kitts and Nevis, Saint Vincent and Grenadines, Suriname and Trinidad and Tobago. The deliberations of the first meeting of the Working Group were assisted by a draft *Preliminary Report on the Diagnostic Review of Strategic Planning* in CARIFORUM Member States (CARICAD, 2000:18). Deliberations by Member States of CARIFORUM culminated in a few common areas that required

focus by all to entrench the strategic planning process within their public administrations.

These cross-cutting issues are presented in Table 4 below.

Table 4: Strategic planning gaps and outcomes in CARIFORUM Member States

Gaps	Desired outcomes
Restructure and realign government ministries.	Enhanced cross-sectoral efficiency and effectiveness.
Reforms in national Civil Service legislation and related institutions.	Create the enabling environment for strategic planning, performance-based management, decentralised management, a system of discipline, and incentivise public officers on the basis of productivity.
No strategic planning culture and no coordination and effective dissemination of programmes and policies	<p>Strengthen and empower units responsible for coordinating public sector reform so that they communicate on reform policy and programmes within countries.</p> <p>Organise and provide training of trainers on strategic planning and performance measurement to build and sustain planning capacity in countries.</p> <p>Develop a training plan addressing all components of public sector reform.</p>
Human resources management and information systems are inadequate.	Integrate information technology for human resources management in public administrations.
Low tolerance, understanding and commitment to public sector reform.	Drive reform from the highest political level, and develop programmes aimed at fostering a climate of continuous and cultural change at societal level.
Hesitance or confusion over the direction which public administrations are to follow.	Define a regional paradigm in which reform and strategic planning will be pursued.

(Source: CARICAD, 2000:18)

With the above gap analysis and determination of expected outcomes, the first meeting of the Working Group on Public Sector Reform concluded with a set of agreed-upon immediate priorities that were to be followed up by the Select Sub-Groups or Task Teams of the Working Group. These areas for immediate auctioning were:

- To review the legislative and constitutional requirements for the institutionalisation of strategic planning and performance-based assessment for the Regional Public Sector. The main output of this exercise being the production of model legislation or guidelines for states to achieve this institutionalisation.
- Creating a programme of continuous learning and training for all managers in the region's public sector, giving particular focus to training in respect of strategic planning and its related tools for implementation. The main output of this exercise being access to a comprehensive regional learning mechanism geared to implementing and maintaining a harmonised system of performance-based public management, emphasising the tenets of merit, mobility and motivation.
- Shaping a regional paradigm for strategic planning and reform, including the definition of necessary institutional structures, systems and processes. The main output of this exercise being the development of a reform prototype which could be used in a selected country.
- Developing a system to achieve the fullest commitment and integration of reform policies with trade unions, the private sector, and the other relevant social partners, giving attention to the inclusion of public participation or awareness initiatives, and relations with the media to achieve this goal.

4.3 Tanzania

Soviet-style central planning was introduced in Tanzania in the 1970s following the promulgation of the *Arusha Declaration* in 1967 (Mjema, 2000:10). According to Rweyemamu (1964:45), the very first comprehensive statement of the country's economic policy after its independence is found in the first Five Year Plan for Economic and Social Development. The main objective of this Plan was to raise the per capita Gross Domestic Product. This plan and other subsequent plans failed to achieve the stated goals for various reasons. Once it became evident that centrally planned economies often result in crises, and that the command economy type of planning did not have a built-in mechanism to deal with these crises, the government of Tanzania began to re-introduce planning that relied on market forces.

The need to formulate a new economic and social development vision for Tanzania emanated from the outcome of economic reforms, especially those that had been pursued since the early 1980s. Subsequent social and economic reform measures were thus a response to the persistent economic crises in the country and globally.

By the mid-1980s the government of Tanzania realised that past development policies and strategies were not responding adequately to changing market and technological conditions in the regional and global economy, and were not adapting to the changes in the domestic socio-economic conditions. As a response to this, the Tanzanian government adopted socio-economic reforms in 1986. The reform measures were, however, found not to be adequately informed by a national long-term development philosophy and direction, for them to be owned and sustained by people.

A national vision, *Development Vision 2025* (Planning Commission of Tanzania, 1998:19) soon emerged. There are six basic components in this national vision, namely:

- Scope of a national development vision: This section gives, in general terms, the development attributes which will characterise Tanzania by 2025.
- Analysis of the previous national development vision: This section reviews achievements, constraints and setbacks in previous national development strategies.
- Objectives of Development Vision 2025: This section outlines the objectives of the national vision including achieving good quality of life for all, good governance, the rule of the law, and building a strong and resistant economy that can effectively withstand global competition.
- Issues to be noted during the implementation of the Development Vision: This section highlights the need for the Tanzanian society to unleash a competitive development mindset and nurture a self-reliance culture.
- Guidelines in the implementation of the Development Vision.
- Preparation of an enabling atmosphere for implementation of the Development Vision.

Experience in Tanzania has shown that, for the successful implementation of a long-term strategic plan, it is necessary to have short and medium-term plans. These plans provide an opportunity for policy makers to review their strategic plans. In Tanzania, the Rolling Plan and Forward Budget, the Medium Term Expenditure Reviews, and the Public Expenditure Reviews are examples of those short and medium-term plans that are viewed as important in realising strategic long-term goals.

4.4 Botswana

The government of Botswana has, since independence, been concerned about the quality of its service delivery and its ability to compete effectively in the global market. Some of the issues that created a need for change included:

- Lack of proper planning and management of projects resulting in non-completion of projects and cost overruns for others.
- Inefficiency in the management of resources resulting in serious resource wastage.
- Insensitivity of the Public Service to the needs of the people.
- Absence of strategic plans at ministry level to facilitate effective implementation and review of policy goals contained in the national development plan.
- The need to be competitive in the global market (Mkhwa, 1997:11).

In response to the challenges that faced the government, a Presidential Task Group was established in January 1997 to:

- Formulate a national vision that would guide national development planning.
- Take stock of the achievements in respect of the national aspirations set at the time of independence.
- Formulate a set of aspirations that would be achieved by 2016.

In the case of Botswana, various ministries were expected to develop their strategic and operational plans based on the sectoral policy priority areas defined in the national development plan. A number of structures were created at different levels in the hierarchy of the Public Service to facilitate the effective management of reforms and ensure the coordination of the implementation of the *Vision 2016*. These structures included:

- A Ministerial Performance Improvement Committee: This is a committee of heads of departments within a ministry and is chaired by the Permanent Secretary.

- A Performance Improvement Committee-Force: This is a committee of all Permanent Secretaries of ministries.
- An Economic Committee of Cabinet: This is a cabinet committee chaired by the President. All Permanent Secretaries sit in this committee.
- The Vision Council: This was set up to manage the implementation of Vision 2016 in the Public Service, private sector and civil society organisations. The Council is made up of all sectors of the economy which periodically report on the status of the sectoral performance in the implementation of delivery targets (achievement areas) set out in the Vision 2016 National Development Plan. The Council has developed a monitoring and evaluation system to track sectoral performance.

4.5 New Zealand

In New Zealand, the public sector reforms began in earnest around 1986. This country set about establishing a management system that would provide greater assurance of the quality of decision-making and the overall level of performance (Matheson, Scanlan & Tanner; 1996:55). The most defining event in the New Zealand public sector reform was the shift from centralised to decentralised management. This pushed the need for intelligent decisions on resource allocation down through the administrative chain to the point at which services are delivered, forcing managers at every level to focus on the objectives of national government. The process of clarifying objectives and demanding good quality information on their achievement illuminated what public servants actually do and assisted with decisions around resource allocation.

The strong need for developing a strategic approach to government in New Zealand was matched by the readiness of Ministers and senior public servants to take the reform model into a new phase. The national government made a public commitment to a range of policy objectives over a longer period to 2010, known as *Path 2010 (Government of New Zealand, 2005)*. National government also

decided to publish annual updates of progress towards realising those objectives. Similarly, Ministers adopted this approach within their ministries.

Being strategic means being selective, sorting the critical few from the important many, and giving that selection a 'bite' by shifting resource and demanding performance sufficient to make the desired difference. New Zealand opted for a working model of strategic management whose key design idea was simplicity. The key elements of the design are:

- A selection of generalised, cross-portfolio policy objectives set by the Cabinet (SRAs: Strategic Result Areas).
- A process for coordinating departmental contributions to those objectives and making related resourcing decisions (SD: Strategic Dialogue).
- A set of critical medium-term commitments (KRAs: Key Result Areas) which anchor departments' contributions to the policy objectives through their incorporation in the Chief Executive Officer Performance Agreement.
- A requirement that Chief Executives regularly report progress on those commitments to their Ministers and the State Services Commission.
- An expectation that Chief Executives will ensure that their commitments flow down through their departments' management chain.

New Zealand's strategic planning reform commenced in 1993 when the government published *Vision 2010*. According to Bjarnadotter (2007:5), the key components of strategic management include:

- Long-term focus.
- Coordination of departmental contributions to long-term priorities.
- A common space between politicians and administrators.
- The focus on effectiveness and commitment to managing outcomes.

The initial reform efforts in New Zealand overlooked the above elements. However, later on, these principles were incorporated in the future reform process. A long-term focus was developed through the use of strategic result

areas (SRAs) and key result areas (KRAs). The KRAs are set by departments and tie in with the Performance Agreements of Chief Executives. SRAs are developed through a strategic dialogue with the understanding that most SRAs are cross-departmental.

The New Zealand model talks about a 'purple zone' describing the common space between politicians and administrators. It is in the 'purple zone' where the strategic result areas are broken down into key result areas.

4.6 Malaysia

Malaysia's economy functions well in an extremely competitive East Asian region, driven by a solid partnership between efficient public sector management and a private sector entrepreneurial spirit (Thomas, 2001:73). In Malaysia the Results-Based Management (RBM) tool for strategic performance planning was introduced in 1990. RBM focuses on the appropriate and timely achievement of relevant goals and objectives through strategic planning, systematic implementation and resource application, performance monitoring, measurement and reporting as well as a systematic use of performance information to improve policy decision making and programme performance at all levels.

The early years of RBM stemmed from the Management by Objectives (MBO) and the Programme Performance Budgeting System (PPBS) developed in the 1960s, which were early attempts to focus on results for the achievement of objectives. However, these systems lacked detailed processes for implementation. In the 1970s, the Logical Framework Analysis (LFA) approach was introduced in an effort to better track implementation processes, flowing from more sound planning. LFA then evolved into RBM.

Early versions of RBM were, however, focused either on the budgeting system or on the personnel performance system, and there was minimal or no integration

between the two. There was also minimal integration between the development and operating budgets. Based on lessons learnt since the 1990s and the identified shortcomings of the previous RBM system, a revised Integrated Results Based Management System (IRBMS) was developed in 1999.

The IRBMS requires top management within the Ministry and Departments to be actively involved in strategic performance planning, consultation efforts and consensus building with lower management levels. The cornerstone of the IRBM is its strategic use of the Programme and Activities approach within a long-term macro-planning framework. Treasury drives the IRBM public sector reform and the performance agenda. This allows the planning framework to be integrated with the budgeting process so that managers can be held accountable for the resources provided to them.

Malaysia maintains a national strategic plan that lays the foundation for focused sector and programme level plans. According to Yoon-Moi (2009:3), Malaysia has established a National Development Policy in the form of a *Ninth Five Year Plan 2006-2010 (Government of Malaysia, 2006:9)*. The Economic Planning Unit (EPU) is the central agency that facilitates macro-planning. The draft plan passes through Cabinet to Parliament for final approval and then returns to ministries for implementation.

The Implementation and Coordination Unit (ICU) is an agency that is entrusted with the role of coordinating and reporting to the Cabinet the status and progress of government programmes. The ICU is placed under the Department of the Prime Minister. The ICU has fourteen branch offices across the country. Progress reports of all state Branch ICUs are submitted online to the headquarters on a weekly basis. The headquarters ICU prepares a status report of every project for the weekly Cabinet meetings.

Other structures that are in place to assist with implementation coordination are the National Action Council, the National Action Working Committee and the Ministerial Action Committee. These structures are replicated at federal and district level.

4.7 Uganda

According to Williamson (2003:3), Uganda is widely regarded as a country at the forefront of reforming the budget systems to address the challenge of poverty reduction. In the early 1990s, Uganda's priority was to establish macro-economic stability following a lapse in fiscal discipline which resulted in high inflation. A combination of strong leadership from a merged Ministry of Finance and Planning, and the introduction of budgeting instruments such as the Medium Term Budget Framework (MTBF) as a means to control aggregate public expenditure, resulted in a re-assertion of macro-economic discipline.

In 1995, the Medium Term Expenditure Framework (MTEF) started to be used as a tool for addressing the inter- and intra-sector composition of budgeted expenditures. Agencies were also encouraged to start planning and budgeting on a sector-by-sector basis. From the mid-1990s, Sector Wide Approaches (SWAPs) were promoted as a means of improving strategic planning and implementation in the roads, education, and health sectors. This process was strengthened through the introduction of District Oriented Budgeting (DOB). Another key policy reform to highlight has been the introduction of decentralisation through which the mandate for delivery of basic government services was devolved to local governments.

Uganda's long-term planning and budgeting will be clearly understood if viewed from its Poverty Eradication Action Plan (PEAP). The PEAP was initiated in 1995 through a Task Force that was established and helped to facilitate broad stakeholder engagement and dialogue. The PEAP was endorsed in 1997 and

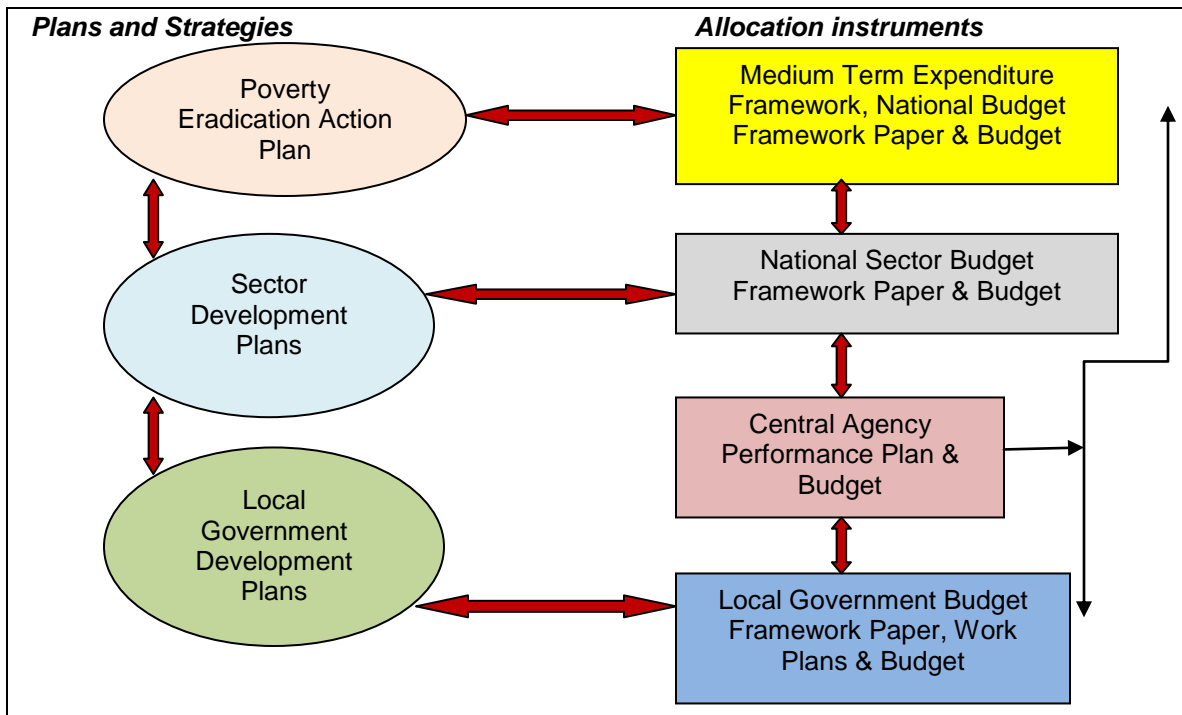
then revised in 2000. The PEAP sets out a comprehensive framework for reducing poverty in the country and clearly articulates priorities for poverty reduction, such as:

- Universal primary education.
- Primary healthcare.
- Water and sanitation.
- Agriculture extension.
- Rural roads.

Through various Sector Wide Approaches the various sectors have been encouraged to develop long-term strategic plans with costed performance targets. Local governments are encouraged to conduct participatory planning and budgeting processes, involving all levels of local government. The main planning tool is the three-year Rolling Development Plan.

Figure 10 below depicts the National Framework for Planning and Budgeting in Uganda.

Figure 10: National Framework for Planning and Budgeting in Uganda



(Source: Overseas Development Institute, 2003:35)

4.8 Key lessons of international comparative review of strategic planning in public sector organisations

International experience has shown that:

- Planning is not a panacea for all the development challenges facing a country. nor does it guarantee good outcomes. Good outcomes in terms of development require solid institutions, a highly capable state, strong relationships between the major social forces, and focus across-the-board on the strategic objectives.
- Strategic planning and better management of development processes require quality institutions.
- The systems, institutions and processes of strategic planning vary from country to country, and are informed by the history, socio-economic conditions, and culture of each country.

- Success in ensuring sustained growth and development depends largely on the mobilisation of the public service and ensuring broad societal support for the long-term vision.
- Strategic planning interventions and reforms in public organisations succeed when they have been introduced through some kind of authority, legislative or otherwise.
- Legislative guidelines that are introduced should provide space or a window period for piloting, for the purposes of preparing for policy implementation, awareness raising and capacity building.
- At the centre of the public sector strategic planning reforms is a need to institutionalise performance measurement across all government agencies to improve efficiency and effectiveness and enhance responsiveness to societal needs.
- Political and administrative inter-sectoral working groups appear to be the most viable option for steering integration and alignment across sectors and spheres of government in decentralised systems. However, these cross-functional committees should be properly conceptualised and managed systematically from a strong coordinating centre that is empowered to direct policy implementation and resource allocation across sectors.
- It does appear that, as part of public sector reform, countries and various sectors tend to define home-grown strategic planning paradigms and reform prototypes which define the outcomes to be achieved and the structures, systems and processes to be utilised to achieve these outcomes. However, the generation of these prototypes should be achieved through the active involvement of various stakeholder groups such as the private sector, trade unions, civil society organisations, and the media to enhance the success of their implementation.
- Primarily, all countries have some strategic outcomes that should be achieved, and these are inclined towards economic growth, social development, and in many instances both. Strategic planning paradigms

that are undertaken are intended to assist the country achieve these broad development outcomes.

- Experience elsewhere shows that, to attain a long-term national development vision in a decentralised system of government, there should be sub-national, regional and local development plans with key result areas that support the vision. Critically, these plans should be aligned with national systems of budgeting and resource allocation and should be continuously reviewed to take cognisance of the changes in the environment.
- Being strategic means being selective, sorting the critical few from the important many, and giving that selection a 'bite' by shifting resources and demanding performance sufficient to make the desired difference. In following this approach, many countries are adopting simplicity in strategic planning so that it is clear to all role-players which priorities have been agreed upon, how and by whom will they be implemented, how monitoring and evaluation will be conducted, when and by whom reporting is expected, and in which form.
- The selection of high-level strategic priorities and outcomes should be as a consequence of strategic dialogue across and within sectors, involving both politicians and administrators. Equally important, the coordination of departmental contributions towards the attainment of long-term priorities and outcomes of government should be a product of ongoing strategic dialogue across and amongst sectors, with the understanding that most outcomes (e.g. reduction of crime rates, poverty eradication) are cross-departmental.
- It appears that the Ministry of Planning which is usually seated in the highest office of the State (e.g. Premier, Prime Minister, President) and the Ministry of Finance (the Treasury) should always work together for the success of public sector reform programmes and the performance agenda. This allows the strategic planning framework to be synchronised with the budgeting process so that implementing agents are held accountable for the resources

allocated to them. No wonder, New Zealand has merged the Ministry of Planning and Treasury into a single and strong coordinating centre.

- A key characteristic of developmentally successful countries is that they were able to ensure that national development planning enabled resource allocation and investment to be coordinated and undertaken in a spatially targeted way. There is always value in making geo-spatial referencing one of the core criteria for a credible development planning in the public sector.

5. CONCLUSION

Strategic planning, as a management reform programme, has been introduced and internalised in the public sector almost twenty years after the private sector embraced it. The institutionalisation of strategic planning in the public sector has been marked by ongoing attempts by public and not-for-profit institutions to embrace business management principles. While this has been happening, there has been recognition on the one hand that the public and private sectors are not necessarily the same, and yet on the other hand a viewpoint is emerging that for the public sector to do things differently and better, it must embrace the private sector philosophies and practices.

This chapter has also revealed that there is no theoretical framework for strategic planning specific to the public sector. Both the public and private sectors share the same principles of strategic management, and hence strategic planning, but the difference lies with the philosophies underpinning their strategic planning. While the private sector strategic management process is primarily in pursuit of market value, and hence profit maximisation, in response to customer needs, the public sector is more concerned with the attainment of broad social and economic development outcomes of the state, and hence the improvement of the quality of life of the citizenry. The business of government is meeting societal needs through developmental programmes and appropriate resource allocation.

It was noted that the public sector is still grappling with the challenge of measuring performance. One reason being that the outcomes set, often tend to be broad and ambiguous. Various measures are being explored on how the developmental outcomes should be determined and realised through a systematic process of planning, implementation, monitoring and evaluation. Countries are therefore at varying degrees of progress in this regard, with the emphasis of their strategic planning efforts more inclined towards an outcomes based approach, citizen centredness, and performance management.

As will be discussed in the next Chapter, the public sector is, by its nature, rule-driven. For any management reform to succeed it must be driven by appropriate policies and legislation. These prescripts will seek to define the outcomes that must be achieved by the reform process, the systems that need to be created, the structures that need to be established, and the processes that need to be followed order to achieve the set outcomes.

Apparently, global developments in strategic planning suggest that the outcomes to be achieved at national level will usually be found in a national development plan which outlines the national development vision and key cross-portfolio result areas. The different spheres of government, sectors and state agencies, thereafter, are required to align their policies, strategies and plans with the pre-determined national outcomes. The private sector and other civil society organisations should be mobilised to support the national development vision.

The next chapter will focus on the legislative and policy framework pertinent to strategic planning in the South African public sector.

CHAPTER 4

LEGISLATIVE AND POLICY FRAMEWORK PERTAINING TO STRATEGIC PERFORMANCE PLANNING IN THE SOUTH AFRICAN PUBLIC SERVICE

“Operational planning and detailed infrastructure planning belong in appropriate organisations, at appropriate levels. Operational plans must take account of the broader national plan. The development of a national plan would not remove the need for the Police Service to continue to plan for the reduction of crime, for Water Authorities to continue to plan for the supply of water to economic centres and households. Each department, sphere of government and state agency should therefore have planning capacity. The outcomes of their planning should feed into the development of the national strategic plan. The national strategic plan would, in turn, define high-level outcomes and impacts. Sector plans would take account of the national plan and define what roles sectors would play in achieving the outcomes defined in the national plan.” (The Presidency, Republic of South Africa, 2009:55)

INTRODUCTION

To formulate good policies is one thing, and to have these implemented on the ground is yet another. More often than not, governments all over the world are faced with the challenge of the slow pace of development, and this is happening

not as a result of policy bankruptcy but due to inadequate or inappropriate policy implementation. As they say, the devil lies in the detail.

One of the key tasks facing the new administration in South Africa today is to ensure that the myriad of good policies that have been put into place by previous administrations are translated into concrete programmes aimed at improving the lives of the people, in particular the poor. Strategic and operational performance planning is a tool that government departments utilise to translate public policies into development programmes that facilitate community development, improvement of the quality of household life and national economic development.

It is an open secret that planning processes in government departments, as opposed to the private sector, are bedevilled by a desire to comply with prescripts and meet the deadlines that are set by Treasuries. It therefore stands to reason that the effectiveness of the strategic planning processes in government departments lies at the centre of effective policy implementation.

This chapter reviews the process of strategic performance planning in government departments. In so doing, this chapter commences with a brief outline of the governance system in South Africa, and reviews the policies and frameworks that guide the strategic planning process in South Africa. In so doing, this chapter seeks to provide some insight into key general practices in strategic planning in the Public Service, and within that, identify key challenges for consideration by government planners to improve the planning processes.

1. GOVERNANCE SYSTEM IN SOUTH AFRICA

South Africa is a unitary state consisting of three spheres of government. The country currently comprises nine provinces and two hundred and eighty three municipalities within these provinces. The last national election was held in 2009,

and occurs every five years. The last Local Government election took place on 1 March 2006, and also occurs every five years.

Although there are several pieces of legislation and policies that affect and influence the planning environment in the country, the following section provides a brief overview of specific statutory requirements and key policies that influence strategic and performance planning within the provincial sphere of government, which are found central to the subject under investigation in this study.

2. CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996

The Constitution of the Republic of South Africa (1996), hereinafter referred to as the Constitution, serves as the reference point guiding the conduct of all public officials in every sphere of government. Section 195(1) of the Constitution provides an overview of the basic values and principles governing public administration. These include:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, effective and economic use of resources must be promoted.
- Services must be provided impartially, fairly, equitably and without bias.
- The needs of the people must be addressed and the public must be encouraged to participate in policy making.
- Transparency and accountability must be fostered by providing the public with timely, accessible and accurate information.
- Public administration must be broadly representative of the South African people.

A critical tenet of the Constitution is a due consideration to the effect that the South African state should be a developmental state. Section 195(1)(c) of the Constitution provides that “*Public administration must be development oriented.*” By implication, government policies, plans and programmes should be developed such that they comply with this principle. In the *Public Service Report, 2007*, the

Public Service Commission expressed its view of a developmental state, as follows:

*“South Africa’s efforts to promote growth and development are pursued within the context of building a developmental state. Without going into detailed discussion of the different conceptions of a developmental state, it suffices to say that such a state seeks **to capably intervene and shepherd societal resources to achieve national development objectives**, rather than rely on the forces of the market. What gives rise to and shapes the nature of a developmental state depends on **the context and history of a country**. Against this background many have quite correctly cautioned against any attempts to suggest that there is a prototype of a developmental state that can be constructed on the basis of what worked in other countries. The Constitution provides the basis on which to understand developmentalism in South Africa, given how the Constitution captures the **collective will and determination** of her people **to create a better life for themselves.**”*

The above constitutional imperative should further be understood in the context of Section 2 of the Constitution, which states that:

‘This Constitution is the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled.’

Further to this, Section 92 of the Constitution states that members of the Cabinet are accountable collectively and individually to Parliament for the exercise of their powers and functions, and that they must provide Parliament with full and regular reports concerning matters under their control. Section 133 provides for the accountability of Members of the Executive Council (MECs) of a province to the Provincial Legislatures.

Further to the above, the signing of the new Constitution in 1996 heralded, for South Africa, the adoption of local government as the epicenter of the government delivery system and at the heart of poverty eradication initiatives (Department of Provincial and Local Government, 2002). The Constitution further signified the adoption of a relatively new and innovative concept of 'spheres' as opposed to 'tiers' of government which seeks to establish new relations between public institutions, government structures and civil society.

Section 40 of the Constitution of the Republic of South Africa states that government is constituted as: national, provincial and local spheres which are '*distinctive, interdependent and interrelated.*' According to Reddy (2001:24), the word 'distinctive' grants local government some autonomy in terms of introducing variations within the defined structural frameworks. Consequently, local authorities should be able to determine individually how they intend to fulfill their constitutional mandate relative to capacity, size, location and the historical and social context. The Constitution accords local government a legal status, as such its role as a legal government structure functioning within the broader framework of cooperative governance which has been constitutionalised. The implications of this is that local authorities cannot be viewed as exercising delegated powers, but as a sphere in their own right.

Dikgetsi (2001:1) puts the concept of a 'sphere' succinctly when he says that local government is not a third level of government subordinate to provincial and national government, nor is local government a function of provincial and national government. This distinctiveness of local government from both the provincial and national sphere carries particular obligations for this sphere of government. Subsequent local government legislation (considered elsewhere in this thesis) attests to the 'distinctiveness obligations.'

In addition, Section 153 of the Constitution provides for the developmental duties of municipalities, in that a municipality must:

- Structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community and to promote social and economic development of the community.
- Participate in national and provincial development programmes.

The above constitutional provisions hold far reaching implications for strategic planning processes and outcomes in the South African Public Service.

3. PUBLIC SERVICE ACT, 1994

In terms of Chapter 3 of the *Public Service Act*, 1994 it is the responsibility of Heads of Departments (HoD), as Accounting Officers (AO), to ensure that employees within their Departments, including the Senior Management Service (SMS) members, effectively achieve the objectives of the Department. The HoDs should develop their Performance Agreements according to the Strategic Plan of the Department, which will then cascade down to the lower level employees within a Department.

4. WHITE PAPER ON RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP WHITE PAPER), 1994

The Reconstruction and Development Programme (RDP) is a policy framework for integrated and coherent socio-economic progress. It seeks to mobilise all people and the country's resources towards the final eradication of the results of Apartheid. Its goal is to build a democratic, non-racial and non-sexist future, and it represents a vision for a fundamental transformation of South Africa by:

- Developing strong and stable democratic institutions.
- Ensuring representativity and participation.
- Ensuring that South Africa becomes a fully-democratic, non-racial and non-sexist society.

- Creating a sustainable and environmentally friendly growth and development path.

The RDP White Paper contends that the birth of a transformed nation can only succeed if the people themselves are voluntary participants in the process of the realisation of its goals. These basic principles of the RDP are listed below:

- **Integration and sustainability:** The legacy of the *Apartheid* system cannot be overcome with piecemeal, uncoordinated policies. Government institutions, business and the civil society must all work together to achieve the RDP goals.
- **People-driven:** The RDP is focused on people's immediate and long-term needs, and relies on their energies. Development, in the context of the RDP policy, is not about the delivery of goods to a passive citizenry. On the contrary, development in terms of the RDP policy is about people's involvement and empowerment through the public service delivery processes.
- **Peace and security:** Promoting peace and security involves people.
- **Nation-building:** Governmental programmes will be considerate of diversity in the country.
- **Meeting basic needs and building the infrastructure:** The RDP integrates growth, development, reconstruction, redistribution and reconciliation into a unified programme.
- **Democratisation:** A thorough-going democratisation of South Africa is central to a coherent programme of reconstruction and development. Above all, the affected people must participate in decision-making.
- **Assessment and accountability:** Development goals that are established should be continuously assessed (RDP White Paper, 1994:18).

5. WHITE PAPER ON THE TRANSFORMATION OF THE PUBLIC SERVICE, 1995

In line with the Constitutional imperatives, the *White Paper on the Transformation of the Public Service (WPTPS)*, 1995 set a new vision and mission for the South African Public Service, as follows:

Vision:

'A transformed public service which is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all the people (own emphasis).'

Mission:

'The creation of a people-centred and people-driven public service, which is characterised by equity, quality, timeliness and a strong code of ethics.'

In moving towards the vision of a new public service the WPTPS, 1995 has identified the following priority areas for the transformation process:-

- Rationalisation and restructuring to ensure a unified, integrated and leaner public service.
- Institution building and management to promote greater accountability and organisational and managerial effectiveness.
- Representativeness and affirmative action.
- Transforming service delivery to meet basic needs and redress past imbalances.
- The democratisation of the state.
- Human resource development.
- Employment conditions and labour relations.
- The promotion of a professional service ethos.

It is important to realise that the WPTPS, 1995 does not only identify transformation priorities for the public service, but it also provides a framework to enable national and provincial departments to develop strategies which will promote continuous improvements in the quality and quantity of services provided. The said framework is constituted by a number of key and related processes, including:

- **Strategic review:** A comprehensive review and audit of the structures, functions, composition and financing of public institutions is crucial to the development of appropriate policies and plans within public institutions.
- **Policy formulation and performance measures:** Realistic objectives and targets, as well as timeframes for achievement should be set for each policy objective. Performance indicators or measures should be designed to track implementation progress against set targets.
- **Strategic planning and implementation:** Specific and appropriate measurable objectives will be set with detailed strategies and action plans for their achievement. Necessary resources will be mobilised for implementation and effective systems for monitoring and evaluation will be established.
- **Monitoring, evaluation and performance measurement:** External monitoring and evaluation of departmental transformation programmes will complement the established internal mechanisms for monitoring and evaluation.
- **Coordination:** Interdepartmental and intergovernmental coordination of programmes will be undertaken to ensure a more integrated approach to public service delivery transformation.
- **Communication, consultation and participation:** Active involvement, support and commitment of public servants, and improving partnerships with the business community, NGOs and other stakeholders in civil society is essential for public service transformation.
- **Research:** Qualitative and quantitative research will be undertaken to assess the impact of transformation policies and programmes; the effectiveness of the instruments and mechanisms established for the purposes of policy

formulation, implementation and evaluation; and comparative studies of the administrative reform process in other countries (WPTPS, 1995).

The WPTPS, 1995 envisages that the above processes will be conducted in a transparent, participative and inclusive manner. While adherence to the national guidelines, norms and standards is vital to the success of the transformation process, the WPTPS encourages innovation and creativity of individual departments.

6. WHITE PAPER ON TRANSFORMING PUBLIC SERVICE DELIVERY (BATHO PELE WHITE PAPER), 1997

The *White Paper on Transforming Public Service Delivery (Batho Pele White Paper)*, 1997 is aimed at advancing one of the eight transformation priorities of the WPTPS, 1995 – ‘Transforming Public Service Delivery.’ Meiring (2000:166) points out that the *Batho Pele White Paper* seeks to create a policy framework for the delivery of public services. In terms of the *Batho Pele White Paper*, citizens should be treated as customers and enabled to hold public servants accountable for the service they receive. This approach to public service delivery is captured in the Sesotho adage ‘*Batho Pele*’ which means ‘People First’. Eight principles for transforming service delivery have been identified as follows:-

- **Consultation**

Citizens should be consulted on the level and quality of the public services they receive, and wherever possible, they should be given a choice about the services that are offered. According to Guann (1997:15), through communication government ensures that it is not pursuing its own agenda, but rather the general welfare of the broader population. This view is supported by Doodoo (1997:161) when he states that one of the most basic reasons for the public service to understand consultation is that consensus building should be present in almost

all public endeavours. Another outcome of participation is that it adds to the legitimacy of policy and prevents resistance to policies (De Vries, 1997:161).

- **Service standards**

Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect. Setting targets is normally part of the corporate planning cycle. The strategic plan and the targets that are set should involve the collective efforts of a wide cross-section of employees so as to ensure broad ownership of and commitment to the plan and the targets. The plan should review past performance against agreed-upon targets, analyse prospects for the future, review available options and propose a broad strategy for the future (Dodoo, 1997:120).

- **Access**

All citizens should have equal access to the services to which they are entitled. Barriers (physical, distance, cultural etc) that could prevent full access to services have to be identified and programmes set to remove these barriers. Timeframes have to be set for the implementation of these programmes and the progress thereof monitored (Dodoo, 1997:124).

- **Courtesy**

Citizens should be treated with courtesy and consideration. Relating to, amongst others, the constitutional principle of human dignity, the most important traits of the public employee should be total commitment or loyalty to the public good, strict avoidance of conflicts of interest, and self-restraint. The public servant should maintain a balance between commitment to the public good and obedience to administrative and political superiors (Dror, 1997:17).

- **Access to information**

Citizens should be given full, accurate and up-to-date information about the public services they are entitled to receive. Kaul (1996:149) emphasises the

necessity of accurate and unbiased reporting, since this strengthens the climate of openness and public accountability. However, information should be provided in a manner that is most suited to the needs of the particular users of a service and at intervals most convenient and useful to these users.

- **Openness and transparency**

Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge. Ngouo (1997:490) is of the opinion that a culture of transparency in the public service guards against antisocial and avaricious activities, while Guan (1997:167-170) is convinced that transparency helps to keep the public service clean, effective and free from nepotism and corruption.

- **Redress**

If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made citizens should receive a sympathetic, positive response. According to Edwards (1997:238), governments make mistakes. Therefore, it is necessary to take corrective action when things go wrong. It is also necessary to learn from past mistakes so that they are not repeated.

- **Value-for-money**

Public services should be provided economically and efficiently in order to give citizens the best value-for-money. Wastage and inefficiency must be eliminated and government should identify areas where savings can be effected. According to Mbanga (2005:26), one of the most important areas to ensure value-for-money is that of putting in place effective financial management systems. This principle moves government departments to the realisation that the services they provide are sponsored by tax-paying citizens, and that citizens should be given good returns on their investment. Improving the efficiency and effectiveness of

government is about ensuring that government resources are used optimally and have a direct positive impact on the improvement of the lives of the people.

Central to better performance of government is the reduction in red tape (Fraser Moleketi, 2004:1). White (2004:2) believes that the focus of South Africa's young democracy in its first decade was on devising an optimal policy and regulatory framework and, hence, limited attention was devoted to the efficiency of business processes or the impact of administrative burdens. Government devotes resources not only to administering rules and regulations, but also to enforcing administrative compliance. The social and economic costs of red tape to communities have proved quite devastating in countries where red tape studies have been conducted. It is, therefore, necessary to streamline the process to be followed and the requirements that must be met by citizens to access government services.

The *Batho Pele* White Paper, 1997 does not only make provision for the transformation priorities in the form of principles, but it also suggests actions, implementation strategies and institutional mechanisms for support, monitoring and evaluation. Some of the actions expected of departments after the introduction of the *Batho Pele* White Paper in 1997 include:

- Embarking on service delivery improvement campaigns. Transformation units were to feed in fresh ideas for improvement and identify areas where existing systems were a stumbling block to improved service delivery. Interdepartmental transformation coordinating committees were to provide a valuable platform for the sharing of experiences and best practices, and to ensure that a momentum was maintained right across the Public Service.
- Political and administrative heads of departments were to ensure that their departments developed and implemented Service Delivery Improvement Programmes (SDIPs), programmes that would be integrated into departmental Strategic Plans along with other priorities. SDIPs would be

approved by the relevant Minister or MEC and a copy submitted to the DPSA.

- Establish and publish Service Delivery Standards, monitor delivery and report on results.
- Publish Service Standards in a Public Service Statement of Commitment signed by the relevant Minister or MEC and accessible in relevant local languages.
- Increase access to public services through progressively redressing the disadvantages imposed by social, cultural, physical, communication and attitudinal barriers.
- Ensure courtesy through specifying standards for the way in which customers should be treated, and integrate these standards in Departmental Codes of Conduct.
- Provide, full, accurate and up-to-date information about departmental services in a variety of media and languages to meet the differing needs of different customers.
- Increase openness and transparency through publishing the Annual Report for the Citizens. Open days should also be held to invite citizens to meet with departmental officials and discuss service delivery issues, standards and problems.
- Remedy mistakes and failures through establishing effective, accessible, fair, responsive and properly managed complaints systems.
- Ensure that citizens get the best possible value-for-money through a constant search for ways that simplify procedures and eliminate waste and inefficiency.
- Encourage innovation and reward excellence through harnessing the commitment, energy and skills of public servants to tackle inefficient, outdated and bureaucratic procedures and practices. Staff members who perform well in providing customer service would be recognised and appropriately rewarded. As such, performance management procedures

were, in the future, to include an assessment of individual staff in contributing to improving services to the public.

- Foster partnerships with the wider community such as NGOs, CBOs, local organised business, academic and research institutions, in the design, implementation and review of departmental SDIPs.

With effect from 1 April 2006, Senior Management Service members were required to incorporate the *Batho Pele* principles in their Work Plans and Performance Agreements (Development Bank of Southern Africa, 2009).

7. PUBLIC SERVICE REGULATIONS, 2001

In terms of Part 11 of the *Public Service Regulations, 2001* as amended, in order to provide services with the best value for money, an Executing Authority (EA) shall set measurable objectives for her or his Department. An Executing Authorities shall also prepare a Strategic Plans for their Departments and specify information systems that will enable them to monitor the progress made towards achieving those goals, targets and core objectives.

The following contents need to be included in the strategic plan of a department:

- The core objectives of the department based on the Constitutional mandate and other legislative mandates, functional mandate and the Service Delivery Improvement Programme.
- An explicit description of the core objective and supporting functions necessary to achieve the core objectives of the department.
- An explanation of the functions that the department will perform internally and those that it will contract out.
- The description of the goals to be attained in the Medium Term Period
- A programme for attaining those goals and targets

- A specification of the information systems that will enable the department to monitor the progress made towards attaining those goals, targets and core objectives.

In addition, Executing Authorities shall determine a system of performance management for employees in her or his Department, other than employees in the Senior Management Service (SMS). The SMS Handbook (2003) which forms part of the Public Service Regulations, 2001 recognises that leadership in an organisation has the crucial role of leading the strategic planning process through initiating and constantly reviewing the thinking process. It appears, though, that such thinking processes are ongoing and informed by environmental changes. Apparently, from a leadership and management point of view, strategic planning is not an event but part of a larger system that involves change. If this point is anything to go by, in order for an organisation to succeed in its mandate or business, two core sets of capabilities are required. These are:

- Technical skills to facilitate the planning process.
- Managerial competence to lead the strategic thinking and change management during planning and implementation.

Competence, as a concept, is widely used in the Public Service to express adequacy and having the necessary ability, capacity, skills and knowledge that endow a person with the ability to execute properly a task and mandate assigned to him or her for the work (Cowie, 1998:24). As stated in the *Public Service Regulations* (2001), competence can, furthermore, be defined as the blend of knowledge, skills, behaviour and aptitude that a person applies in a work environment. Chapter 5 of the *South African Senior Management Service Handbook* (2003) identifies eleven core management competences required of the executive management in the Public Service, for this corps to effectively discharge its leadership responsibility. These core management competences are outlined in Table 5 below.

Table 5: Core Management Competences for the Senior Management Service

Competency Name	Competency Definition
Strategic capability and leadership	Must be able to provide the vision, set the direction for the organisation, and inspire others in order to deliver on the organisational mandate.
Programme and project management	Must be able to plan, manage, monitor and evaluate specific activities in order to deliver the desired outputs.
Financial management	Must be able to compile and manage budgets, control cash flow, institute risk management and administer tender procurement processes in accordance with generally recognised financial practices in order to ensure the achievement of strategic organisational objectives.
Change management	Must be able to initiate and support organisational transformation and change in order to successfully implement new initiatives and deliver on service delivery commitments.
Knowledge management	Must be able to promote the generation and sharing of knowledge and learning in order to enhance the collective knowledge of the organisation.
Service delivery innovation	Must be able to explore and implement new ways of delivering services that contribute to the improvement of organisational processes in order to achieve organisational goals.
Problem solving and analysis	Must be able to systematically identify, analyse and resolve existing and anticipated problems in order to reach optimal solutions in a timely manner.
People management and empowerment	Must be able to manage, encourage people, optimise their outputs and effectively manage relationships in order to achieve organisational goals.
Client orientation and customer focus	Must be willing and able to deliver services efficiently and effectively in order to put the spirit of customer service (Batho Pele) into practice.

Competency Name	Competency Definition
Communication	Must be able to exchange information and ideas in a clear and concise manner appropriate for the audience in order to explain, persuade, convince and influence others to achieve the desired outcomes.
Honesty and integrity	Must be able to display and build the highest standards of ethical and moral conduct in order to promote confidence and trust in the Public Service.

(Source: Republic of South Africa , 2003:11)

It is also vital to note that the above leadership and management task is about successfully managing a linkage between long-term objectives or goals of an organisation and its performance measures or indicators, targets, resource allocation, implementation. The tracking of performance results, the performance reward system and future planning is equally important. Clearly, for organisations to succeed in their business or mandate, this linkage or ‘golden thread’ should be maintained on an ongoing basis, without fail. Put differently, the latter begins to say, for effective policy implementation to be realised, integrated planning, budgeting, performance management, monitoring, evaluation, reporting and reward systems should be maintained. This is, in deed, a huge task for a Public Service in a developing country like South Africa.

8. PUBLIC FINANCE MANAGEMENT ACT, 1999

The *Public Finance Management Act*, 1999 seeks to regulate financial management in national and provincial governments with respect to revenue, expenditure, assets and liabilities, and provides for the responsibilities of persons entrusted with financial management in those governments. With regard to expenditure management, Section 38 of the Act makes reference to ‘unfunded mandates’ indicating that a draft national legislation that assigns additional function, power or imposing an obligation on a provincial government, must in a

memorandum that is tabled in Parliament, give a projection of the financial implications of that function, power or obligation.

Section 39 of the Act provides for the budgetary control responsibilities of an Accounting Officer for a department, which include ensuring that the expenditure of that department is in accordance with the vote of the department, and the main divisions within the vote. Section 40 of the Act provides for the reporting responsibilities of an Accounting Officer. These include, within five months of the end of a financial year, submitting to the relevant treasury and executing authority responsible for the department, an annual report on the activities of that department during the financial year. These reports should be accompanied by audited financial statements for that financial year which incorporate an Auditor-General report on those statements.

9. TREASURY REGULATIONS, 2001

Part 3 of the *Treasury Regulations* that took effect on 9 April 2001, established in terms of the Public Management Act, 1999, provides guidelines on strategic planning and budgeting in the Public Service. The Accounting Officer is enjoined to develop a strategic plan that must be approved by the relevant Executing Authority. The approved strategic plan must be tabled in Parliament or the relevant Provincial Legislature within 14 days after the Minister or relevant MEC for Finance has tabled the annual budget. The strategic plan must:

- Cover a period of three years and be consistent with the institution's published medium-term expenditure estimates.
- Include the measurable objectives and outcomes for the institution's programmes.
- Include details of proposed acquisitions of fixed or movable capital assets, planned capital investments, and rehabilitation and maintenance of physical assets.

- Include details of proposed acquisitions of financial assets or capital transfers, and plans for the management of financial assets and liabilities.
- Include multi-year projections of income and projected receipts from the sale of assets.
- Include details of Service Delivery Improvement Programmes.
- Include details of proposed information technology acquisitions or expansion in reference to an information technology plan that supports the information plan.
- For departments, include the requirements of Chapter 1, Part 111B of the *Public Service Regulations, 2001*.

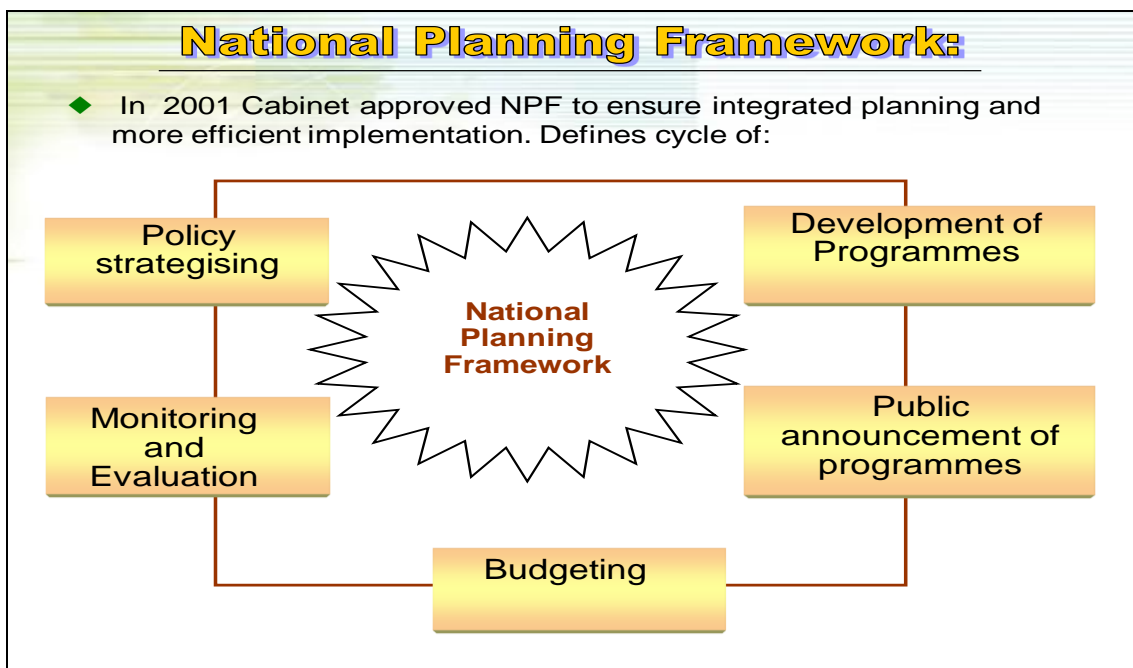
The strategic plan must form the basis for annual reports of Accounting Officers as required by Section 40(1)(d) and (e) of the PFMA. With regards to budgeting, the Accounting Officer of a department is expected to comply with budget circulars released by a relevant Treasury.

Figure 11 below illustrates the linkages between planning, budgeting and reporting within government departments. However, the detailed management of this integration on the ground remains a challenge.

In July 2001, based on the recommendations of The Presidency and informed by input from the Forum of Directors General (FOSAD) and Clusters established in 1998, Cabinet approved a *National Planning Framework* (NPF) for implementation across the three spheres of government. The Framework, which includes a detailed Planning Cycle, is a government tool to bring about and guide integrated planning across departments and the three spheres of government.

As reflected in Figure 12 below, the National Planning framework defines the cycles of policy strategising, programme development, budgeting, monitoring and evaluation, and public communication around these tasks.

Figure 12 : National Planning Framework Cycles



(Source: Republic of South Africa, 2001:5)

10.1 Principles guiding the design of the National Planning Framework

There are certain key principles underpinning the development of a *National Planning Framework*, which should be considered in any attempt to evaluate the success of strategy implementation. These principles are:

- The overall strategy of government derives from the Constitution and the electoral mandate. It is this mandate which informs the Medium Term Strategic Framework (MTSF), a broad programme of government for the five-year mandate period.
- Cabinet, the Executive Council and the Municipal Council at national, provincial and local level set government policy and take responsibility for its implementation. In this task, these structures are supported by officials.
- Optimum impact of government programmes requires coordination and integration in both policy development and implementation. In line with the principle of co-operative governance, this should take place horizontally among departments and vertically across the spheres, incorporating all public entities.
- There should be a deliberate flow between strategizing, policy determination, programme development and detailed project implementation. This should be supported by a monitoring and evaluation system.
- The strategic and policy positions of government should inform the budgeting process. The Medium Term Strategic Framework (MTSF) which operates over the electoral mandate period informs the Medium Term Expenditure Framework, with a shorter three-year cycle.
- In order to utilise optimally the available resources, which are essentially limited than the massive social needs, the overall strategy, programmes and projects deriving from the MTSF should reflect priorities and phases in implementation. This means that government should weigh trade-offs and develop ways of sequencing programmes to realise its strategic goals.
- Medium-term plans are reviewed on a yearly basis in order to cater for new developments. This implies that the multi-year cycles will overlap and so will planning and monitoring processes dealing with immediate as well as medium-term issues.
- Directors-General (DG), Heads of Departments (HoDs), Municipal Managers (MMs) and Chief Executives of public entities are critical to the implementation of government programmes. Together with other senior

managers they need to ensure appropriate understanding and implementation of the National Planning Framework (The Presidency, 2001).

With the above principles for the NPF it should be useful to consider the Planning Cycle that Cabinet approved in 2001 as part of the *National Planning Framework*. This is presented below.

10.2 The Planning Cycle

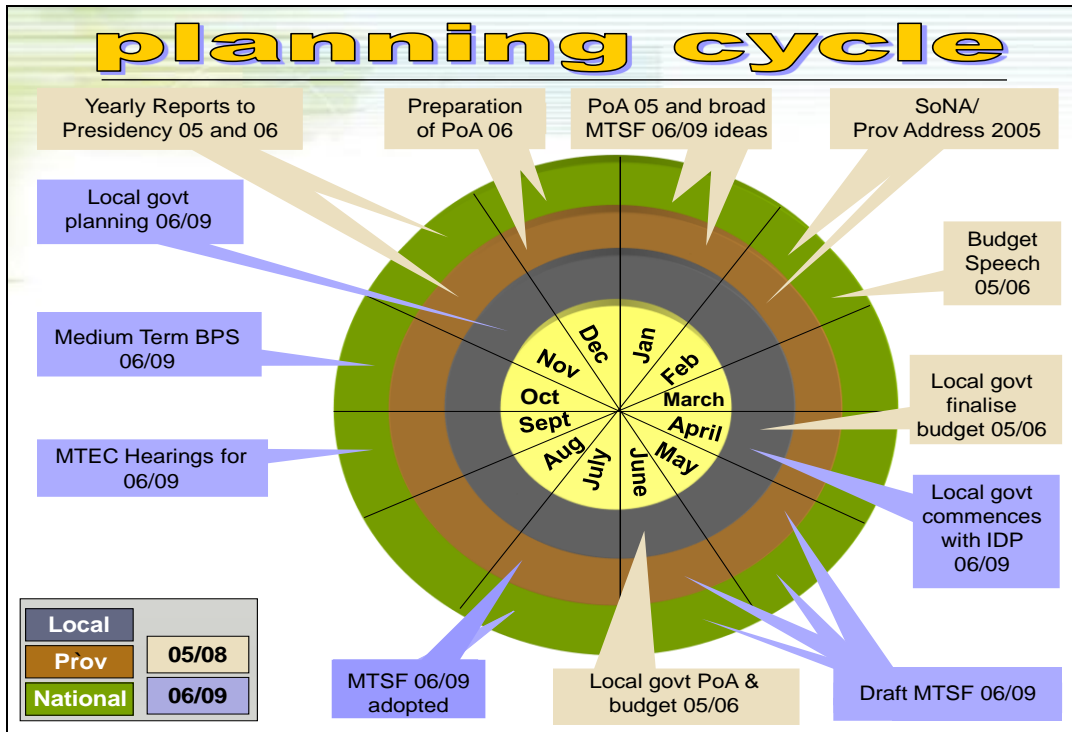
The Planning Cycle represents a continuous process of planning, implementation and review. This relates to medium-term priorities, as well as immediate programmes, one flowing sequentially into the other. Planning and review by local government is meant to feed into that of provinces, while that of provinces is meant to feed into planning and review at national level.

The Presidency (2001) notes that, technically, the Planning Cycle does not have a starting or end point. For instance, if the approach were to be based on:

- **Drafting of the Framework**, the starting point of the Planning Cycle could be May each year, when Directors-General and Heads of Department start reviewing and redrafting or updating the Medium Term Strategic Framework (MTSF).
- **Political conceptualisation of the Framework**, the starting point could be January each year, when Cabinet reflects on broad strategic priorities which inform the draft MTSF to be adopted in July.
- **Resource allocation for implementation of the Framework**, the Planning Cycle could start in September each year when departments submit their budgetary request to Medium Term Expenditure Committee (MTEC) hearings.

Figure 13 below, depicts the broad Planning Cycle, with 2005/06 as a base year, for clarity purposes.

Figure 13 : Planning Cycle



(Source: Republic of South Africa, 2001:7)

The detailed month-to-month activities of the Planning Cycle are summarised in Table 6 below, for ease of comprehension. These activities include responsibility persons. During the adoption of the *National Planning Framework* it was conceived that national and, provincial overnment departments as well as municipalities would adapt their planning processes to align with these broad timeframes and milestones.

Table 6: January to December Planning Activities

Month	Activity	Purpose	Implementing Agent (s)
January	National Cabinet Lekgotla	Programme of Action for the Year Broad medium-term issues	Cabinet, Premiers, Deputy Ministers, Directors-General
	Provincial Cabinet Makgotla	Programme of Action for the Year Broad medium-term issues	Executive Council, Mayors, Heads of Departments
February	State of the Nation Address	Public communication	President
	State of the Provinces Address	Public communication	Premiers
	Budget Speech	Public communication	National Treasury
	Programme of Action posted in Government Website	Public communication	GCIS – Government Communication and Information Services
March	Provincial Budget Speeches	Public communication	Provincial Treasuries
April	Report to Cabinet on PoA	M & E and public communication	Clusters, Cabinet
	Local Government Makgotlas	Programme for the year	Municipal Councils, Managers
May	FOSAD, MANCO discusses draft MTSF	Discuss and process document to July Cabinet Lekgotla	FOSAD
June	State of Local Government Addresses and Budgets	Public communication	Mayors
	FOSAD Workshop	Prepare for July Cabinet Lekgotla	FOSAD, HoDs
	Report to Cabinet on PoA	M & E and public communication	Clusters, Cabinet

Month	Activity	Purpose	Implementing Agent (s)
July	National Cabinet Lekgotla	Review implementation of PoA Adopts MTSF	Cabinet, Premiers, Deputy Ministers, DGs
August	Departments and provinces submit strategic priorities to National Treasury on the basis of the MTSF	Assist Ministerial Committee on Budget and National Treasury to start planning for allocation of resources	Departments, Ministerial Committee on Budget, National Treasury, Provinces
	Report to Cabinet on PoA	M & E and public communication	Clusters, Cabinet,
September	MTEC hearings	Oral discussions on budgetary submissions	Departments, National Treasury, Provinces, Cluster Chairs
October	Report to Cabinet on PoA	M & E and public communication	Cluster, Cabinet
	Medium Term Budget Policy Statement (MTBPS)	Communicate Medium Term Spending Plans	National Treasury
November	Yearly reports to the Presidency from Departments and Provinces	Annual review and or focus on specific issues	Departments, Provinces, The Presidency
	Local Government Makgotla	Medium Term Plans	Municipal Councils, Mayors
December	FOSAD workshop	Prepare for January Cabinet Lekgotla	FOSAD, HoDs
	Update of some PoA issues on government website	Public communication	Clusters, The Presidency, GCIS

(Source: Republic of South Africa, 2001:13)

11. MEDIUM TERM STRATEGIC FRAMEWORK

Every five years the citizens of South Africa vote in national and provincial elections to choose a political party they intend to put in government. In essence, the winning political party is given a mandate by voters, for a five year period, to implement its development policies as spelt out in its election manifesto. For instance, in the period 2009-2014, the African National Congress is the ruling party in South Africa, and following are the key priorities of this ruling party that have informed government policy:

- Creation of decent work and sustainable livelihoods.
- Education.
- Health.
- Rural development, food security and land reform.
- Fight against crime and corruption (ANC, 2009:1).

The ruling party's policy priorities are integrated in the work of government through Cabinet *Makgotlas*, wherein these priorities are analysed, and considered against the experience of government in the previous electoral cycle, prevailing global conditions, domestic socio-economic development trends and projections. They are then translated into medium-term priorities that should inform planning, resource allocation and implementation across the three spheres of government. National and provincial departments, in particular, are required to immediately develop their Five-year Strategic Plans and Budget Requirements taking into account the medium-term imperatives of government.

These priorities will be seated in a planning framework document called the *Medium Term Strategic Framework*. For instance, the Eastern Cape Executive Council has, in the 2009-2014 term of government, isolated eight development priorities, that the province will mainly focus on. These are:

- Speed up economic growth and transform the economy to create decent work and sustainable livelihoods.

- Institute massive programmes to build social and economic infrastructure.
- Establish a comprehensive Rural Development Strategy, linked to land, agrarian reform and food security.
- Strengthen education and build skills and human resources bases.
- Improve the health profile of the society.
- Intensify the fight against crime and corruption.
- Build a developmental state, improve public services and strengthen democratic institutions.
- Build cohesive, caring and sustainable communities.

The medium term priorities have been articulated in the State of the Province Address by the Premier. Members of the Executive Council have drawn their own departmental programmes from these priorities, and confirmed that through the Budget and Policy Statements tabled in the Provincial Legislature, along with a Strategic Plan, Annual Performance Plan, and Service Delivery Improvement Plan. Ideally, these plans should demonstrate a clear alignment to the MTSF priorities and confirm concomitant resource allocation over the MTEF period.

The Annual Performance Plans (linked to the MTEF budget cycle) and the Operational Plans (one-year Budget Appropriation) of various government departments contain critical information of targets set, performance indicators and budget allocation of departmental activities that contribute to each development priority in the Medium Term Strategic Framework, and hence the Election Manifesto of the ruling party.

Three priorities, that are in the national MTSF, which the Eastern Cape Province has not pronounced explicitly on are:

- Pursue regional development, African advancement, and enhanced international cooperation.
- Introduce sustainable resource management and use.
- Build a developmental state, including improving of public services and strengthening democratic institutions.

Needless to say, all priorities, as mandated in the election manifesto, need to be implemented. In the same vein, informed by the MTSF and the mandate of the previous local government elections, municipalities are expected to adapt their integrated development plans and ensure that they are in line with the national medium-term priorities.

The MTSF is reviewed annually during the mid-year Cabinet Makgotla, in the light of new developments and experience in actual implementation. The yearly reviews inform both the corresponding three-year rolling MTEFs and government's Annual Programme of Action.

12. NATIONAL TREASURY GUIDELINES ON STRATEGIC PERFORMANCE PLANNING IN PROVINCIAL DEPARTMENTS (GENERIC FORMATS AND TEMPLATES), 2001, 2004 AND 2009

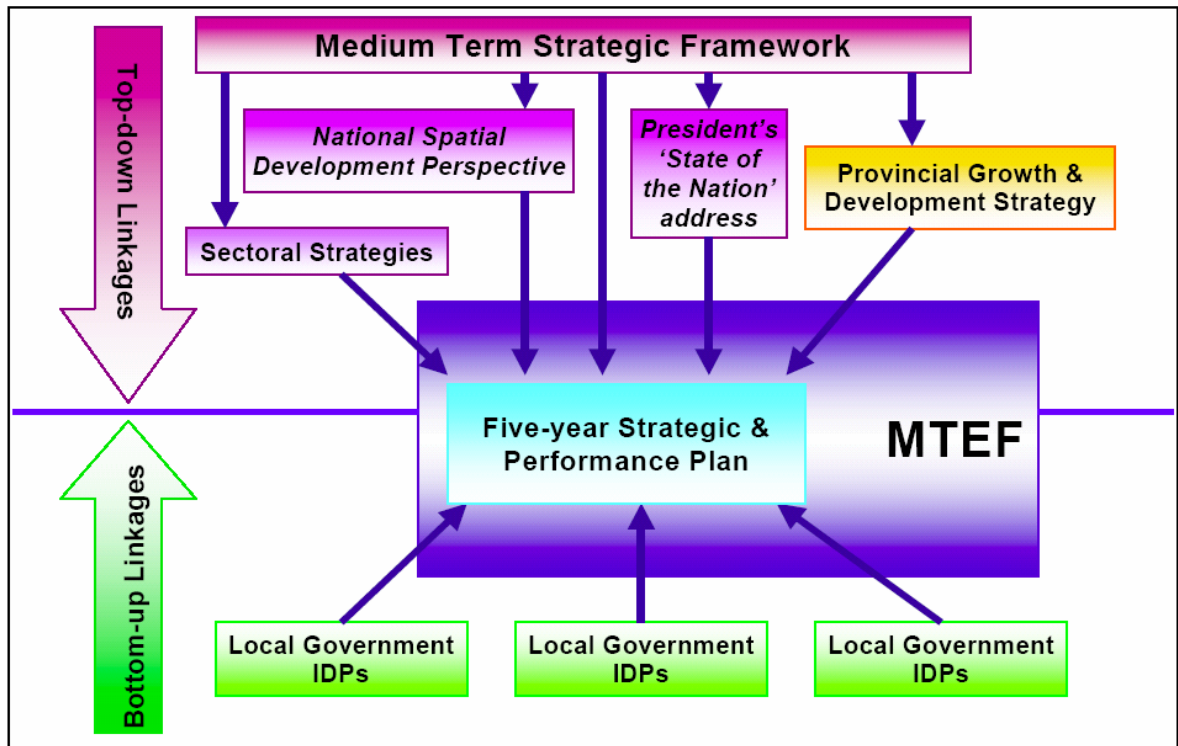
In November 2001, the National Treasury released a discussion document entitled *Proposed Generic Framework and Format for Strategic Plans for provincial Departments*. Since then the document has been revised with a view to streamlining the format and content of the strategic and performance plans, and ensuring that such plans are indeed strategic in nature. The most significant innovations in this framework and template of 2001 has been

- The linking of the strategic planning process to the electoral cycle, which has a number of implications for the structure and content of strategic and annual performance plans.
- The splitting of the strategic plan that was submitted by departments to Treasuries into two documents, the strategic plan and annual performance plan.
- The encouragement by National Treasury of sectors to cooperate with provinces and develop a minimum set of measurable objectives and performance measures (for programmes and sub-programmes) which all provincial government departments will use.
- The encouragement of provincial departments to maintain a top down and bottom-up process of strategic planning. The top-down approach relates to the national (MTSF and NSDP), provincial (PGDS and PSDP) and sectoral priority considerations in the determination of departmental strategic goals and strategic objectives. The bottom-up approach considers links with municipality Integrated Development Plans that must be maintained at all times.
- The release of a planning guideline that integrates planning, budgeting, reporting and performance management.
- The introduction of a reporting requirement for the end-term of government, which would coincide with the end of the electoral cycle, and ensure a

greater measure of continuity and public accountability in government work and resources.

Figure 14 below illustrates the relationship between the department's Five-year Strategic and Performance Plans and the different planning instruments.

Figure 14: Planning frameworks that inform the development of *Five-year Strategic and Performance Plans*



(Source: Republic of South Africa, 2004:19)

13. STRATEGIC PLANNING FRAMEWORKS: CONCEPTUALISING KEY CONCEPTS

While the broad strategic planning literature provides some definitions of key planning terms, organisations worldwide, provide working definitions of these terms as part of their planning frameworks, with the aim of minimising possible misinterpretation that would have far-reaching implications for the strategic

planning process and achievement of desired outcomes. Presented below are some of the planning terms that are explained in the Treasury Guidelines to ensure uniformity and comparability across sectors and provinces in the country.

13.1 Strategic and Performance Plan

Only one five-year *Strategic and Performance Plan* (SPP) per provincial government department is produced per election cycle and lays the foundation for the development of the Annual Performance Plans. The Five Year Strategic and Performance Plan defines the vision, mission, strategic goals and objectives of a government department. In essence, it sets out strategic priorities and service delivery targets of the government department over a period of five years. The formulation of strategic goals and setting out of performance targets is informed by a deeper assessment of the external environmental factors that impact on the operations of the government department, including human, financial and material resources that will be at the disposal of the organisation during the strategic planning period.

13.2 Annual Performance Plan

The purpose of the *Annual Performance Plans* (APP) is to set out what the provincial department intends to do in the coming financial year towards progressively achieving the full implementation of the five-year *Strategic and Performance Plan*. This means specifying measurable objectives and performance targets that will ensure that the provincial department realises its strategic goals and objectives as set out in the five-year *Strategic and Performance Plan*. A secondary focus area of the APP is to provide annual updates on any changes made to the strategic planning framework set out in the five-year *Strategic and Performance Plan* – for instance, changes resulting from new policy developments or changes in environmental circumstances.

The APP covers the upcoming financial year and the two outer years in line with the MTEF. *Annual Performance Plans* should inform and be informed by the Budget and the MTEF and should show how the provincial department's future service delivery plans link to its MTEF. The in-year implementation monitoring of the *Annual Performance Plans* is done through Quarterly Performance Reports, while the year-end budgeting is done in the departmental performance section of the Annual Report.

13.3 Links between Strategic and Annual Performance Plans, Budgets and Reports

The measurable objectives and performance targets within the *Annual Performance Plan* are synchronised with the annual and MTEF budget allocation of a department, programme and sub-programme. The first year of the *Annual Performance Plan* must inform and be informed by the department's Annual Budget. Similarly, Performance Agreements of Accounting Officers and the senior managers of a department should be linked directly to both the *Annual Performance Plan* and the Annual Budget (National Treasury, 2004). Reporting, as prescribed by the *Public Finance Management Act, 1999* and *Treasury Regulations*, follows the same sequence.

14. NATIONAL SPATIAL DEVELOPMENT PERSPECTIVE: SPATIAL GUIDELINES FOR INFRASTRUCTURE INVESTMENT AND DEVELOPMENT, 2003

Government's overarching priority in the second decade of democracy in South Africa is to increase economic growth and promote social inclusion. The *National Spatial Development Perspective* (NSDP) was put forward during 2003 as a tool aimed at reconfiguring *apartheid*-driven spatial relations and to implement the constitutional priorities of providing basic services, alleviating poverty, and addressing inequality.

Furthermore, the NSDP needed to respond to planning constraints at the time, that included the fact that:

- Budget constraints meant that departments applied some form of rationing in allocating funds to the infrastructure and development programmes they administered.
- Rationing implied that choices were either explicitly or implicitly made..
- There were no spatial criteria to guide the choices being made.
- Most choices were made in favour of those communities that attracted the most attention.
- Poor coordination of programmes between and across departments continued to hamper policy implementation and reduced the impact of resource allocation on the ground.

In response to the above salient challenges, the NSDP distinguished between areas of high and low economic potential, with a view to focusing on economic development initiatives in areas of highest potential and return. Social services and human capital development programmes should target areas of highest human need to alleviate poverty. However, a narrow interpretation of the perspective may run the danger of reproducing *apartheid* patterns of uneven development, as economic development attends to target areas with a quick economic return (when measured, for instance, though the GDP-R). In this regard, it is critical that the implementation of the NSDP be based on a forward-looking perspective of development potential and economic competitiveness, which may be unrealised currently because of inadequate enabling economic infrastructure (Eastern Cape Office of the Premier, 2009).

Makoni, Meiklejohn and Coetzee (2008:12) note that, as part of the ongoing transformation of the country, government has introduced a system of integrated intergovernmental planning. This system comprises a range of planning instruments aimed at ensuring that intergovernmental priority setting, resource

allocation, implementation, and monitoring and evaluation achieve sustainable development and service delivery. The key instruments which constitute the system include:

- The Medium Term Strategic Framework (MTSF) and the National Spatial Development Perspective, as indicative and normative planning instruments within the national sphere.
- The Provincial Growth and Development Strategies (PGDSs) supported by Provincial Spatial Development Frameworks (PSDFs) in the provincial sphere.
- The municipal Integrated Development Plans (IDPs) which include Spatial Development Frameworks (SDFs) in the local sphere.

In view of the above, intergovernmental planning outcomes cannot be realised without adequate alignment and harmonisation of national, provincial and local government planning frameworks. The following section considers how the harmonisation initiative has unfolded in the South African public sector.

15. HARMONISING AND ALIGNING NATIONAL, PROVINCIAL AND MUNICIPAL STRATEGIC DEVELOPMENT PLANS

A key challenge noted by National Cabinet during 2004 was a need to harmonise strategic planning instruments within the various spheres of government. The *Framework on Harmonising and Aligning IDPs, PGDSs with NSDPs (2004)* was developed by The Presidency and provided a set of practical strategies to carry forward this task. An overarching notion that is espoused in the harmonisation guidelines is that the NSDP serve as a common platform which provides a perspective for rational decision making on infrastructure investment and development spending aimed at fundamentally reshaping the economy over a longer term.

A number of provinces had as early as 1996 prepared PGDSs, which were located in provincial government departments and thus were not gaining the support of related national and municipal departments located within those provinces. The harmonisation guidelines therefore located the PGDSs within the Office of the Premier. A PGDS should, in summary provide:

- An overview of the province's development needs, potential and objectives broken down to impact zone level.
- The province's proposed economic growth trajectory.
- The sectors of comparative advantage in which the province plans to invest.
- The development proposals for each of the impact zones in a province.

Provincial Spatial Development Frameworks are invaluable in the preparation of the PGDSs and the strategic plans of provincial departments in that they provide a spatial frame of reference for:

- Debating and considering the implications of investment options.
- Forging coherence and alignment in the spatial location of investment in a province.
- Providing a record and visual presentation of these decisions.

Formal guidelines for the preparation of PGDSs were only produced by The Presidency during 2005. The *PGDS Guidelines* describe the Provincial Growth and Development Strategy as a '*critical tool to guide and coordinate the allocation of national, provincial, and local resources and the private sector investment to achieve sustainable development outcomes*' and views the PGDS as a strategic instrument and not a vehicle for reflecting the administrative role of provinces. These *PGDS Guidelines* propound that the cornerstone of an effective PGDS is a deep and thorough understanding of:

- Provincial endowments and assets.
- Development potential, as defined in the NSDP.
- Constraints, including an analysis of forces that shape the above and how such forces are changing over time.

The endowments, assets, development potential, and constraints should be spatially referenced with the trend analysis properly packaged, and this information should inform the difficult choices around resource allocation, usage and trade-offs, in the interest of maximising development impact. Because of their importance these *PGDS Guidelines* are examined in detail below.

16. PROVINCIAL GROWTH AND DEVELOPMENT STRATEGY GUIDELINES, 2005

The *Provincial Growth and Development Strategy (PGDS) Guidelines* state that the main function of the PGDS is to provide a collaborative framework to drive growth and development within a province. The PGDS should therefore serve as a mechanism of alignment to allocate resources equitably and effectively, and to monitor and support the implementation of key local, provincial and national priorities. A PGDS should:

- Build on the approach of the National Spatial Development Perspective (NSDP) and collaborate with municipalities.
- Provide long-term direction for province-wide development programmes and projects.
- Be a framework for both public and private sector investment, indicating areas of opportunity and development priorities.
- Address key implementation blockages and other issues, including institutional reform.

A PGDS should be seen as a platform for coordinated action. This means developing integrated, cross-cutting strategies to tackle priority issues. Padarath (2006:4) notes that, although the PGDS is not a statutory requirement, all provinces have developed them to promote synergy in planning from a national (NSDP), provincial (PGDS) and local (IDP) perspective. However, these strategies have certain gaps in that they: tend to focus on economic growth making it very difficult to interpret at a local level; to blur the detail on policy

coordination and alignment in terms of content issues. They, however, are broad documents which did not allow for wide consultation during their preparation and, as such, do not enjoy much popular support.

It is important to note that in some provinces, such as the Eastern Cape, there are no PGDSs but rather Provincial Growth and Development Plans (PGDPs), assumed to be serving the same purpose. One other challenge with the PGDP, in particular in the Eastern Cape, is that this plan was developed in 2003 and endorsed by the Provincial Cabinet in 2004 and was therefore prepared before the national guidelines were released. However, the PGDP provided for the need to have the plan reviewed from time to time to respond to policy developments in the country and changes in material conditions on the ground.

17. WHITE PAPER ON DEVELOPMENTAL LOCAL GOVERNMENT, 1998

With the demise of the *apartheid* system and its concomitant replacement by a new democratic form of local government in South Africa, the immediate challenge for the newly-established structures and elected councillors has been to transform deep-rooted socio-political aspirations, particularly of the marginalised poor, into a tangible improvement of living and working conditions. Molefe (1999:1) argues that the very definition of local government as a 'sphere' rather than a 'tier' already indicates an ideological shift away from the *apartheid* hierarchy towards a democratic cooperative system of government. This paradigmatic shift has, within the local government sphere, been captured through the introduction of the concept of developmental local government.

Local government reform in South Africa has undergone two distinct analytical phases of policy. The first phase was heralded by the local government elections of 1995 and the passage of a new Constitution in 1996. The second, enunciated in the *White Paper on Local Government* (1998) established a developmental local government with an emphasis on participative planning and local economic

initiatives as pre-eminent local government goals (Bekker & Leilde, 2003:144). The *White Paper on Local Government* was put into place to give effect to Chapter 7 of the Constitution.

The *White Paper on Local Government* defines developmental local government as:

Local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

According to Nkwinti (2000:1), the above definition translates into a reworked service delivery protocol for local government that addresses the needs of the poor and disadvantaged. Local government budgets are required to flow from Integrated Development Plans (IDPs), and these plans have to be prepared through the most comprehensive process of public participation. In this respect, the *Municipal Systems Act, 2000* is pertinent.

18. LOCAL GOVERNMENT: MUNICIPAL SYSTEMS ACT, 2000

In its Preamble, the *Local Government: Municipal Systems Act 32 of 2000* states that this Act was passed because of a necessity to set out the core principles, mechanisms and processes that give meaning to developmental local government, and to empower municipalities to move progressively towards the social and economic upliftment of their communities and the provision of basic services to all people, especially the poor and the disadvantaged. Central to the attainment of the foregoing broad development objectives, within a municipality, is the effective integration and coordination of all development efforts (Mbanga, 2006).

The *Municipal Systems Act* guides the operations of local government in the country. In terms of Section 25 of the Act *'each municipality must, within a*

prescribed period after the start of its elected term, adopt a single, inclusive strategic plan for the development of the municipality.' This strategic plan is, in the context of local government legislation and planning frameworks, called the Integrated Development Plan (IDP).

Mbanga (2007:1) contends that the Integrated Development Plan is a principal strategic instrument that guides and informs planning and development management within a municipality. The 'integratedness' of this plan finds expression in its ability to incorporate all the plans, policies, strategies and budgets of various sector departments and public entities engaged in the implementation of development initiatives within a municipality.

Padarath (2006: 3) notes that the IDP needs to be aligned and integrated at all levels of government and between all the stakeholders in a municipality. It is seen as a mechanism to allow for policy coherence which involves the integration of agendas between different stakeholders across common issues.

Section 31 and 32 of the *Municipal Systems Act*, read in conjunction with the *Local Government Municipal Planning and Performance Management Regulations* (No. R. 796 of 2001), state that the Member of the Executive Council (MEC) responsible for Local Government needs to assist, engage with, facilitate, and monitor the IDP process in municipalities. In pursuit of this task, the MEC should provide written comments on the alignment of the IDP to provincial and national plans, policies, and strategies.

Padarath (2006:3) holds the view that while the *Municipal Systems Act* clearly defines the role of the MEC responsible for Local Government in relation to the IDP process, other provincial and national government departments are not legally mandated to be part of the process in support of local government. One other critical point is that this piece of legislation is limited in its approach to alignment and coordination, as it states that the municipal IDP must align with the

provincial and national strategies, yet it does not legislate that alignment should also be as a result of national and provincial plans and strategies being aligned with local government priorities, within the spirit and intent of Chapter 3 of the Constitution.

Integrated development planning is an interactive and participatory process which requires the involvement of a wide spectrum of stakeholders. It takes a municipality six to nine months to complete an IDP process, and its timing is closely linked to the municipal budgeting cycle.

The IDP process comprises five phases that can be broken down into a series of steps. These five broad phases are analysed below in respect of expected outputs, processes and main role-players. The extent to which the IDP process within a municipality sufficiently addressed the requirements of each of these phases is a matter for consideration by various government planners, within the three spheres of government.

Phase 1: Process Planning and Analysis

Some preparatory work needs to be done prior to the commencement of the integrated development planning process. The pre-planning process involves the production of an IDP Process Plan. This Plan is meant to ensure the proper management of the planning process. IDP process planning is prescribed by Section 29 of the *Local Government: Municipal Systems Act, 32 of 2000* which stipulates that the Process Plan be in writing and be adopted by the Municipal Council before the planning process starts.

A Process Plan is an approved document that describes how a municipality will implement integrated development planning in its area of jurisdiction. Local municipalities are required to develop IDP Process Plans in line with the *Integrated Development Planning Guidelines (2004)* issued by the Department of

Provincial and Local Government. Municipalities have to plan formally for the integrated development planning exercise.

According to the IDP Guidelines issued in 2004 by the Department of Provincial and Local Government, failing to plan for the IDP process holds serious implications for municipalities, other than non-compliance, such as:

- IDP Process Planning affords municipalities an opportunity to assess how local conditions will impact upon the IDP process, and hence what plans must be put in place to ensure a successful and meaningful integrated development planning process.
- Every planning exercise is guided by a set of common principles and utilises specific methods. Without process planning for IDPs, various stakeholders would approach the process with divergent guiding principles and methodological approaches. This would result in process stagnation as a result of the number of conflicts that would have to be resolved from time to time.
- The allocation of roles and responsibilities to various participants and structures, including a need to determine structural relationships beforehand, is crucial for successful multiple-stakeholder engagement exercises like IDPs. This is crucial to avert potential role conflicts in the IDP process.
- Strategic planning possesses an inherent responsibility for management of change that should be carried out by those in the “driving seat” of the planning process. A Process Plan affords an opportunity to municipalities to conduct a stakeholder analysis that assists them in determining the specific characteristics, interests and preferences of various actors and hence, their participation requirements. A community is a heterogeneous entity with diverse needs and aspirations that must be harmonised during the planning process.
- The meaningful and effective participation by the public and other stakeholders in municipal processes is not measured by the mere number of participants but also by the quality of their contributions. As part of the IDP

process, a stakeholder empowerment strategy must be designed and implemented to bridge the capacity gaps between various role-players.

- Integrated development planning is a comprehensive yet specialised activity which calls for particular levels of skills and expertise that are not readily available in municipalities. Without a pre-planning exercise, municipalities would not be in a position to articulate their technical support needs devise strategies to satisfy them, and ensure an effective planning process.
- IDP Process Plans also serve the purpose of conventional Business Plans that are utilised to leverage additional funding for the comprehensive development planning process. Development funders such as the Development Bank of Southern Africa (DBSA) and the German Technical Development Cooperation (GTZ) support municipalities with planning skills and finances. Without a clear and approved IDP Process Plan, this opportunity would be missed by many municipalities.

In response to the above requirements, a written IDP Process Plan should indicate:

- The structures that will be established to manage the planning process; their terms of reference; selection criteria for their composition; a list of agreed upon representatives and a code of conduct of participants.
- The main participants and their roles and responsibilities.
- Mechanisms and procedures for public participation including responsible persons, time frames and resource requirements.
- Alignment mechanisms and procedures to ensure coordination and consultation with the district municipality and other government spheres operating in the municipal area.
- A time schedule for the planning process including activities, time frames, responsible persons and budget.
- Monitoring mechanisms for the planning process with predetermined key performance indicators, milestones and targets.

It is crucial to note that in terms of Section 16 of the *Municipal Systems Act*, a community must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. This Act makes it clear that residents have the right to:

- Contribute to the municipality's decision-making processes.
- Submit recommendations and complaints to the council to which they are entitled to receive prompt responses.
- Regular disclosure of the state of affairs of the municipality, including its finances.
- Give feedback to the municipality on the quality and the level of services offered to them.

Residents should therefore be encouraged to participate in the:

- Preparation, implementation and review of the Integrated Development Plans.
- Establishment, implementation and review of a municipality's performance management system.
- Monitoring and review of a municipality's performance.
- Preparation of a municipality's budget.
- Decisions about the provision of municipal services.

Phase 2: IDP Strategies

During this phase, a municipality is expected to find solutions to the problems identified and assessed in the first phase of the planning process. This phase entails developing a vision, mission and values (the latter two are not prescribed), defining development objectives, formulating strategies and identifying projects.

Vision

This is a statement of the ideal situation the municipality would like to achieve in the long-term once it has addressed the problems outlined during phase one. Most vision statements aim at being brief, positive and inspiring. Stated differently, a vision statement describes the envisaged future scenario once the municipal plans have been successfully implemented. Specific visions based on the municipal focal areas are encouraged rather than broad statements of development outcomes.

A vision statement must be a catch statement that encapsulates strategic intent and captures what the main role-players in a locality see the area becoming. It has to have a mobilising effect, must direct the energies of all stakeholders and guide growth and development. Lewis (1997:9) defines a vision as a declaration or statement that answers the question: what do we want to create? A vision expresses in simple, clear and appealing terms exactly where an institution wants to go and how it intends to get there. In this regard, Thompson and Strickland (1995:30) point out that an effective vision must be:

- Realistic in terms of time span, simplicity and do-ability.
- Challenging.
- Reflective of what an institution aspires to achieve.
- Shared and frequently communicated throughout an institution.

Mission

A mission indicates the purpose of existence of a municipality aligned to medium-term delivery. A mission statement should include:

- The core services the municipality provides.
- An indication of the current priorities of the municipality.
- The geo-spatial location of service delivery.
- A statement about the quality of the services that are provided.

Typically, a mission statement includes a very brief summary of what an organisation does, how and for whom it does it.

Values

Values are statements that inform what the municipality strives to be and how it seeks to move in that direction. Values could also be understood to refer to the 'ethos' of a municipality, that is, those things the municipality regards as important and should inform behaviour in the conduct of municipal affairs.

Development objectives/goals

Development objectives are clear statements of what the municipality would like to achieve in the medium-term to deal with the identified problems (priority issues). Objectives further bridge the gap between current reality and the vision. Best-practice strategic planning suggests that objectives, whether short-, medium- or long-term in their orientation, must meet the SMART principle, namely, they must be specific, measurable, achievable, realistic and time-bound.

Regarding specificity, an important question is: Is the objective specific enough for the stakeholders to know when the objective is achieved? The measurability aspect relates to the incorporation of either quality, quantity or cost indicators within a stated objective.

Development strategies

A development strategy is about finding the best way for the municipality to meet a development objective. Development strategies give effect to individual development objectives, and should be presented in the IDP document in that manner.

Project identification

Once the municipality has identified the best methods of achieving its development objectives it identifies the specific projects. The participation of the

community is even more important at this point since all projects that are identified will be implemented in their locality.

Phase 3: Projects

This phase of integrated development planning is about the design and specification of projects identified at the end of Phase 2. Projects should have a direct linkage to the priority issues, objectives and strategies that were identified in the previous phases. Clear details of each project must be worked out in terms of intended beneficiaries, project cost, location of the project, funders, duration of the project, project commencement date, performance indicators and targets, intended performance outputs, and responsible project managers.

Project Task Teams that are constituted of professionals, sector specialists, communities, stakeholders and planning officers are responsible for project planning and design. At this stage the brief definitions of the terms that need to be included in the municipal project planning templates, needs to be given. These are:

- **Target:** The desired level of achievement of a programme or project in terms of its outcomes.
- **Indicator:** Observable and measurable things by which the success and progress of a programme or project is tracked.
- **Output:** The tangible results of a project or programme coming as a direct product of implementation (Millessen, 2004:3).

Phase 4: Integration

Once all projects have been identified, the municipality has to check again that these projects sufficiently contribute to meeting the objectives outlined in Phase 2. Collectively, these projects will provide an overall picture of the development plans. All the development plans must now be integrated. The municipality should also have overall strategies for dealing with issues like HIV and AIDS, poverty alleviation, disaster management, and so forth. This phase presents an

opportunity for the municipality to harmonise the projects in terms of contents, location and timing to arrive at consolidated and integrated development programmes and plans. The main output of this phase is an Operational Strategy which includes:

- An Integrated Spatial Development Framework.
- Integrated Sectoral Programmes (Local Economic Development, HIV and AIDS, Poverty Alleviation).
- A Disaster Management Plan.
- An Institutional Plan.
- A Five-year Financial Plan.
- A Five-year Capital Investment Plan.

Sectoral programmes that are part of the municipal IDPs provide an opportunity for integration of national, provincial and local planning. National government has identified specific areas to which development efforts of various government agencies must be focused under the *Integrated Sustainable Rural Development Strategy* (ISRDS) and the *Urban Renewal Programme* (URP). The overall vision of both programmes is to attain socially cohesive and stable communities with viable institutions, sustainable economies, and universal access to social amenities that are capable of attracting skilled and knowledgeable people. Critical to the success of the ISRDS and URP is the coordination and integration role that local government must play.

While all stakeholders should participate in all the IDP phases, implementing agencies should partake more actively during the Strategies and Project identification phases, co-leading with a municipality. All development implementers in a locality must be aligned to ensure a proper integration and coordination of projects (Mbanga, 2006).

Phase 5: Approval

This phase involves the circulation of the draft IDP for public comments and discussion in the Municipal Council. The draft IDP is also submitted to the District Municipality, provincial departments, national departments and other implementing agencies engaged in development work within the municipality.

The Municipal Council finally adopts the IDP and a copy is served to the provincial MEC responsible for Local Government.

19. MUNICIPAL FINANCE MANAGEMENT ACT, 2003

The primary purpose of the *Municipal Finance Management Act* is to regularise the municipal budget process. The legislation points out that the budget process in municipalities should be participatory in nature. Section 17 of the MFMA states that the Integrated Development Plan (IDP) and the budget processes must be aligned and should be undertaken simultaneously within a municipality. As a result, planners have to acquaint themselves with budgeting and financial issues in order to conduct a seamless process for budgeting and planning.

20. LOCAL GOVERNMENT: MUNICIPAL STRUCTURES ACT, 1998

The advent of a democratic dispensation in South Africa in 1994 was marked by the passage of a myriad of legislative and policy frameworks aimed at radically transforming both the character and institutional architecture of the civil service into an instrument that facilitates social, economic and political development of the communities. To this end, macro and micro government structuring and functioning have been the main focus of the reform processes. The local government sphere has, in this respect, been redefined and accorded a new constitutional status of existing as a sphere in its own right, though interdependent and interrelated with the provincial and national spheres, within the context of cooperative government.

Section 151 of the Constitution provides for the establishment of municipalities with legislative authority vested in their councils. Municipalities have the right to govern on their own initiative, the local government affairs of the community, subject to national and provincial legislation (Reddy, 2001:26). National or provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

One defining feature of the new system of local government is the space it offers to the ordinary people to become actively involved in governance, which is supported by the enabling legislation which defines a municipality as not just comprising councillors and administrators, but also including the local community. According to Bekker and Leilde (2003:146), the emphasis on local democracy and public participation promises residents opportunities for engagement as:

- **Voters:** to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote.
- **Citizens affected by local government policy:** who express, via different stakeholder associations and ward committees, their views before, after and during the policy development processes in order to ensure that policies reflect community preferences as far as possible.
- **Consumers and end-users of municipal services:** who expect value-for-money, affordable, courteous and responsive service.
- **Partners in resource mobilisation:** for the development of the municipal area.

Although not compulsory, the *Municipal Structures Act*, 1998 provides for ward committees to be set up in each ward of a municipality in order to enhance participatory democracy. A ward committee comprises the ward councillor as the chairperson and up to ten other people representing a diversity of interests in the ward.

21. INTERGOVERNMENTAL RELATIONS FRAMEWORK ACT, 2005

The main intention of the *Intergovernmental Relations Framework Act* 13 of 2005 is to provide an enabling environment for the three spheres of government to interact. In addition to various forums being set up, this Act allows for purposeful discussion on policy issues, alignment and coordination across the three spheres of government. The Act provides an institutional architecture for outcomes-based intergovernmental relations whose main aim is to ensure sustainable local development.

22. PUBLIC ADMINISTRATION MANAGEMENT BILL, 2008

After extensive consultation, a *Public Administration Management Bill* (formerly referred to a Single Public Service Bill) was introduced in Parliament and published during June 2008. Government has initiated overarching legislation enabling a coordinated public administration comprising the three spheres, i.e. national, provincial and local governments. The Single Public Service is being established within the context of the macro-organisation of the State, taking into account governance, administration, management, appropriate work organisation and structures, meaningful relationships between structures, planning and budgeting processes, reporting and accountability. The institutions that comprise the machinery of a developmental state have to be strategically aligned and harmonised to complement one another so as to operate effectively and fulfill the needs of the South African society (Department of Public Service and Administration, 2008).

The key objectives of the *Public Administration Management Bill* are to:

- Create a common culture of service delivery, based on the precepts of *Batho Pele*, in order to ensure a consistently high standard of service from the public service corps.

- Stabilise and strengthen intergovernmental relations, recognising the distinctiveness of the three spheres while emphasising their interdependence and interrelatedness.
- Achieve a more coherent, integrated planning, budgeting, implementation, and monitoring and evaluation within a Single Public Service, in general, and specifically in relation to joint programmes.
- Create a single senior management service cadre, where appointment would be to the service rather than the post, facilitating the mobility of these managers within a Single Public Service.
- Provide a uniform framework of remuneration and conditions of service for the Single Public Service.
- Establish uniform norms and standards for employment in the Single Public Service, including employment practices and employee relations frameworks and mandating arrangements.
- Provide a mechanism for the approval of deviations from the norm in exceptional circumstances.
- Provide a mechanism for the transfer of functions and staff between institutions or spheres of government, within the framework provided by the Constitution and the Labour Relations Act, 66 of 1995.
- Provide for a human resource development strategy for a Single Public Service and the development of an integrated skills database to support human resources planning;
- Provide for an anti-corruption strategy and standards of conduct for the Single Public Service.
- Ensure that consistent electronic government, information and communication technology regulations, norms and standards are adhered within a Single Public Service.

In a memorandum tabled by the DPSA during 2006, as it pertains to a uniform planning and budgeting framework for the Single Public Service, it is noted that the government budgeting system should support government institutions to best

spend their limited resources, to improve service delivery, and to respond to challenges posed by the developmental nature of the South African State. It is, thus, important that public service reform, the budgetary framework, and planning be aligned across the entire public sector to ensure good governance and accountability.

23. GREEN PAPER ON NATIONAL STRATEGIC PLANNING, 2009

In 2009, a *Green Paper on National Strategic Planning* was released by The Presidency which outlined the position of national government on strategic planning to ensure effective coordination at the centre of government. This arose out of the realisation that a single term of government is too short a time to complete the project of building a prosperous, non-racial, non-sexist and democratic society, with clear programmes that reduce poverty and roll-back the inequalities of the *apartheid* era. In this respect, it is noted that the lack of a coherent long-term plan has:

- Weakened the ability of government to provide clear and consistent policies.
- Limited the capacity of government to mobilise key actors in the society in pursuit of the country's development objectives.
- Hampered efforts to prioritise resource allocation and to drive the implementation of government's objectives and priorities.
- Led to coordination weaknesses culminating in policy inconsistencies and poor service delivery outcomes (The Presidency, 2009:2).

In response to this, the Green Paper on National Strategic Planning aims to:

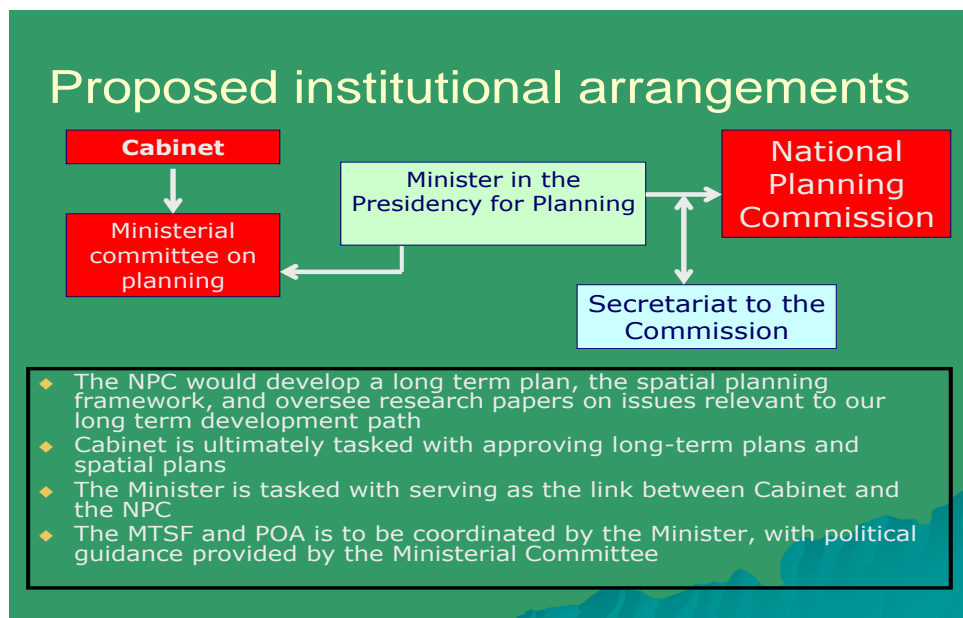
- Set out the rationale for planning, drawing on international experience and country history.
- Describe the institutions required in the planning processes and define their respective roles. In particular, it established a National Planning Commission, composed of external experts, intellectual and leaders, which will develop a

National Strategic Plan for South Africa (Vision 2025) in consultation with government and in partnership with the broader society.

- Define the outputs of the planning process.
- Give an indication of what content issues the national strategic plan is likely to deal with.

Figure 15 below illustrates the proposed institutional arrangements for national strategic planning.

Figure 15: Proposed Institutional Arrangements for National Strategic Planning



(Source: Republic of South Africa, 2009:7)

It is apparent from the above figure that the National Planning Commission in South Africa is accountable to the Minister of Planning in The Presidency Office. The Minister of Planning sits in the Ministerial Committee for Planning that accounts to the Cabinet. The Cabinet is chaired by the State President. The National Planning Commission is supported, technically, in its work by a Secretariat.

24. GREEN PAPER ON MANAGING GOVERNMENT PERFORMANCE, 2009

The *Green Paper on Managing Government Performance, 2009* is a discussion document describing government's new approach to performance management, monitoring and evaluation, in support of outcomes and outputs emanating from the National Strategic Planning process. Essential to the new approach is focusing on the set of priorities that have been agreed upon and consolidated into the *Medium Term Strategic Framework*, in turn derived from the manifesto of the ruling party.

The Green Paper advocates an outcomes-based approach in managing government performance and notes that *'managing for outcomes requires attention to the full delivery chain. The chain starts with the **outcome** to be achieved, then defines the **output** measures that must be used to check if delivery is on track. The chain then describes the key **activities** that need to be successfully carried out to achieve the outputs, and concluded by listing the crucial **inputs**.'*

As an enhancement of the existing Government-Wide Monitoring and Evaluation System, the defined sector outcomes and outputs will be:

- Concluded and detailed in **Individual Performance Agreements** for both political heads and administrative staff in sector departments, in consultation with their respective supervisors.
- Considered and debated in **Sector Delivery Forums** constituted by institutions and agencies that have an impact on implementation and delivery.
- Informing the content of **Sector Delivery Agreements** that will be negotiated with various institutions and agencies, describing roles and responsibilities against timelines and budgets.

An interventionist and innovation-oriented **Delivery Unit** will be established within the Office of the Presidency, and will support sectors in unblocking issues hindering the implementation of selected priority or high-impact programmes. Lessons learnt in the process of sector support interventions will inform the replication of models, in similar geographic conditions and institutional circumstances throughout the country. The Delivery Unit will comprise a small team of experienced officials who can facilitate change within the national, provincial and local government spheres. In partnership with all relevant role-players, the Delivery Unit will identify, at most, five main areas, where it will partner with the political head and officials to drive change that brings significant and sustained improvement in delivery. While the Delivery Unit may initially have to focus on stabilisation and turnaround strategies, the aim would be much longer term sustainable institutional transformation. This Unit will design and guide the implementation of change, empowering the existing structures.

25. CONCLUSION

It can be deduced that the three sphere system of government in South Africa, with nine provinces and two hundred and eighty-three (283) municipalities, poses a challenge for coordinated intergovernmental planning. This situation is further compounded by the disjointed electoral cycles, one for the national and provincial sphere, and another for the local government sphere.

Strategic planning in the South African public sector is informed by a myriad of policies and legislation, with some more applicable to one sphere than another, while other prescripts have a bearing on all three spheres equally. Some pieces of legislation and policies, while applicable in a specific sphere seem to place an obligation on a second sphere to coordinate affairs of the first sphere, without putting equal requirements on the first sphere to comply with the legal mandate of the second sphere. This becomes a challenge in a three sphere system of

governance with a Constitutional dispensation recognising the three spheres as distinctive though interrelated and interdependent.

With the above in mind, it can be said that while South Africa is a unitary state it still reflects some elements of federalism. While core social and economic policies are determined nationally, provinces have the discretion to make choices on resource allocation, thereby making the coordination and integration of development efforts a continuing challenge. This situation is exacerbated by the inadequate capacity in local government whose planning process is expected to lead integration, collaboration and cooperation across all sectors and other development agencies.

A key challenge that the current strategic planning regime in South Africa should seek to address is the need for the harmonisation of the policy and the legislative framework that drive national development planning. This would manifest in a single electoral and planning cycle for the three spheres of government and provide a single vision and concomitant national development outcomes which the three spheres of government should seek to achieve. This would go a long way in ensuring greater alignment in the structuring, functioning, programming and resource allocation across the three spheres of government. This would furthermore result in the improved prioritisation of government policies and programmes and greater geo-spatial alignment to achieve high impact in respect of allocating state resources in communities.

It stands to reason that expediting the vision of a better life for all requires all spheres of government to attend, speedily, to the strategic planning regime, and seek to be decisive on the outcomes that must be achieved, systems that must be put in place, structures that must be established, and processes that must be followed to realise these outcomes. Central to these ideals, is ongoing monitoring and evaluation to assess whether there is alignment, vertically and horizontally,

within the various spheres of government system in respect of how the national vision is being realised.

The need for greater alignment in intergovernmental planning in order to realise the defined national outcomes warrants detailed attention to the concept of alignment. The recognition of the need to achieve strategic alignment is not sufficient to ensure that this is actually realised. For alignment to be realised there should a deeper appreciation of what actions government institutions should take and what mechanisms should be in place for this purpose. These issues will be focused on in the next chapter.

CHAPTER 5

A CRITICAL REVIEW OF THE CONCEPT OF ALIGNMENT AS IT APPLIES TO THE SOUTH AFRICAN PUBLIC SECTOR

“Ideally, there should be a clear ‘top-down’ link between the national, provincial and sectoral priorities, and the departments’ own strategic goals and objectives. It should also be clear how implementation of the department’s Five-year Strategic and Performance Plan will contribute to the progressive realisation of the overarching national and provincial government goals and objectives. It is, however, also crucial that the department’s strategic planning process facilitates a ‘bottom-up’ process for determining priorities. There should be clear links between the department’s Five-year Strategic and Performance Plans and local government IDPs. For instance, if a local government is establishing new residential areas the relevant provincial departments need to contribute to the development by building (and running) the required schools, clinics and other facilities in the area.” (National Treasury, Republic of South Africa, 2004:43)

INTRODUCTION

The business of government is to, strategically, manage public funds, and apply them to address the needs of the citizens. Citizens’ needs are expressed in government policies that are translated into strategic goals and objectives of various public institutions. The combined budget of public institutions extends to billions of rands yet policy-makers often question whether these public funds

have been utilised in a manner that supports the attainment of the strategic objectives contained in government policies.

Policy-makers are, further to the above, confronted with questions of whether opportunities to maximise the impact of public policies have not been overlooked. Alignment of government policies and plans has emerged as one of the strategies employed by public institutions to ensure that government programmes address societal needs. However, the concept of alignment, which is borrowed from the private sector, requires further examination.

One of the key challenges that continue to confront governments in development management, other than limited resources to meet the overwhelming needs of the constituencies, is the efficiency and effectiveness of public institutions within all spheres of government with respect to translating sound government development policies into programmes and projects. Within the process of policy implementation itself, the key weakness appears to lie in planning processes. Furthermore, having looked into the planning processes themselves, governments continue to cite poor alignment between policy, plans and strategic priorities across various spheres of government as a factor contributing to the lack of integrated service delivery, duplication of efforts, lack of sustainable development programmes and projects, and the slow pace and poor quality of services delivered to communities.

Government programmes, under these circumstances, do not align with each other and programme implementation fails to result in more cohesive, self-reliant and sustainable communities. The positive impact of utilised public funds is not observed because government interventions are moving in different directions.

These challenges lie at the centre of the alignment discourse that will be reviewed in this chapter. This chapter will serve to analyse the concept of strategic alignment by focusing on definitional issues, interpretive views, key

findings of previous research conducted, as well as alignment mechanisms and generic models. This is done with the intention of providing clarity on the concept of strategic alignment so as to assist public sector organisations in addressing the fundamental question of what strategies should be employed to achieve alignment as an outcome of their policy implementation and development management processes.

1. UNDERSTANDING ALIGNMENT

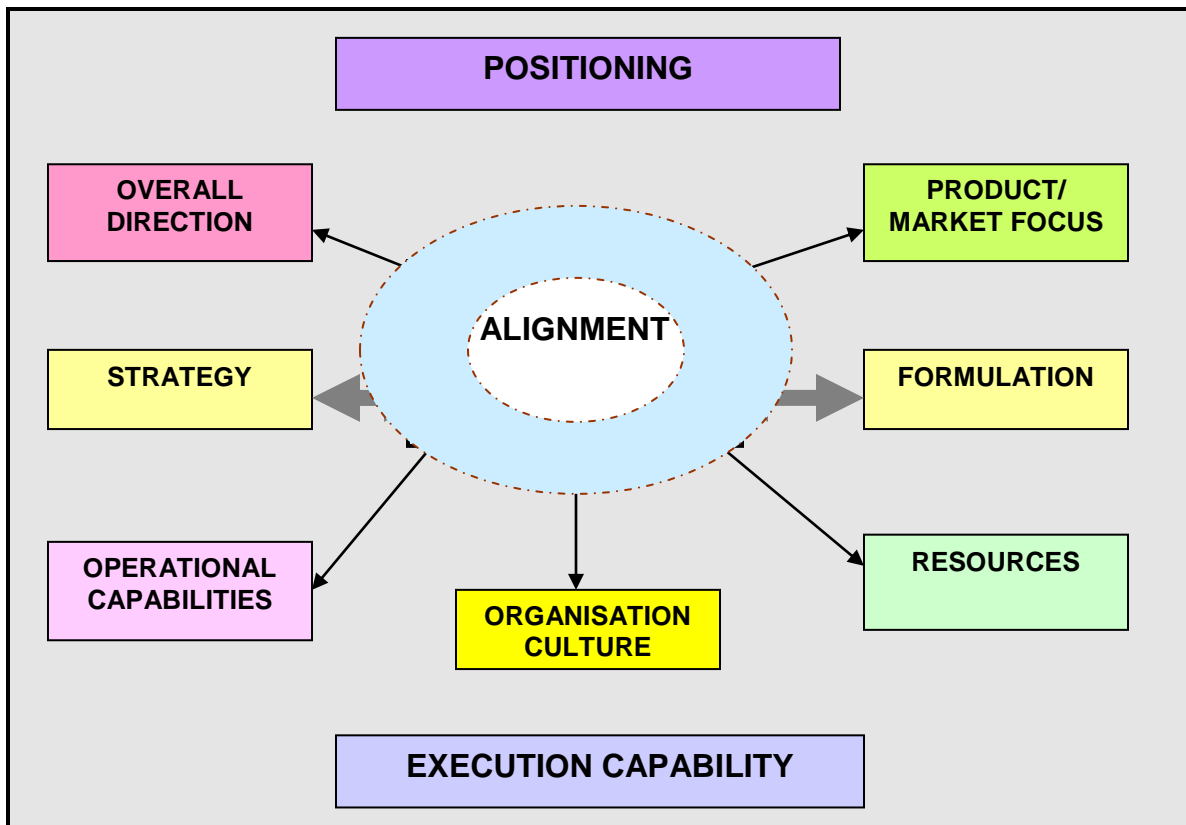
The biggest impediment to the success of public sector organisations is not that they lack well-defined strategies or focused execution, but that implementation strategies are not adequately synochronised. Many organisations fail to achieve strategic objectives because they do not successfully 'connect' operations with goals (Becher, 2005:7).

Alignment problems or, better yet, strategic misalignment does not only affect public sector organisations. According to Fusch, Young and Zweilder McKay (2001:9), over the past two decades both strategic positioning and excellent execution have emerged as drivers of sustainable success. Companies are learning that the key to success lies in the alignment between strategic positioning and execution.

Strategy formulation processes are changing to enable organisations to create and sustain strategic alignment. Organisations are experimenting more with the details of strategy, rather than merely implementing formal long-range plans, but they need the internal capacity (structure, culture and systems) to follow this path. Organisations across a broad range of industries are facing rapid change and growing uncertainty. Under these conditions, they find it increasingly difficult to establish a competitive advantage. Neither unique strategic positioning nor execution excellence is sufficient to create a sustained competitive advantage. The emerging view of strategy is that success depends on developing

and aligning a unique combination of strategy positioning and execution capabilities. Figure 16 below depicts the relationship between strategy positioning and execution capabilities within a company.

Figure 16: The relationship between strategy positioning and execution capabilities



(Source: Adapted from Fusch, Young & Zweilder McKay, 2001:12)

According to Boar (1994:2), strategic alignment occurs when all parts of the institution work together, naturally and harmoniously, to accomplish a common end. This requires a shared a sense of purpose whereby processes, systems and structures are compatible in supporting a common vision and common goals. Webster's Dictionary defines alignment as the act of adjusting the parts of a device in relation to each other.

It is important to note that various alternative terms are currently in use to refer to the phenomenon of alignment. The following are a few of these terms:

- *Balance* (Handerson & Venkatranam, 1993:4).
- *Coordination* (Lederer & Mendelow, 1986:13).
- *Fit* (Venkatranam, 1989:3; Porter, 1996:4).
- *Integration* (Weill & Broadbent, 1998:11).
- *Bridge* (Ciborra, 1997:43).
- *Fusion* (Smaczny, 2001:2).
- *Linkage* (Henderson & Venkatranam, 1989:12; Reich & Benbasat, 1998:9).
- *Harmony* (Woolfe, 1993:12; Luftman *et al*, 1996:3).

Maes, Rijsenbry, Truijens and Goedvold, (2000:37) assert that the above terms all presume to refer to the same phenomenon although their actual use does not contribute to the clarification of the concept of alignment. Instead, these terms are a clear indication of the extent of confusion and misunderstanding regarding the very concept of alignment and its goal.

Generally, alignment is defined in an indefinite and vague way, if defined at all. Many publications tend to avoid being explicit in defining the concept, but fall back into tautological definitions. For instance, Luftman *et al* (1993:204) define alignment as the extent to which the Information Systems strategy supports and is supported by the business strategy. Similarly, Reich and Benbasat (1998:4) explain alignment as the degree to which the information technology mission, objectives and plans support and are supported by the business mission, objectives and plans.

Apart from or due to its vague definition, alignment is also interpreted in contradictory ways. A striking example is whether it should be interpreted as an *outcome* (temporary or final) or a *process* leading to this outcome. Weill and Broadbent (1997:12), and Barclay (1997:55) argue in favour of alignment as an outcome, while Burn (1997:78) views alignment as a process, This underlines the

fact that alignment is not a one-time activity but a constant balancing act between a lead or lag strategy.

Similar contradictions can be found regarding the focus of alignment. Henderson and Thomas (1992:77) acknowledge that

“Alignment means much more than the linking of information technology and business strategy. Fitting the technology structures, processes and skills to match this integration is also critical for success.”

One other challenge of defining alignment is that many publications are rather vague on how alignment should be practiced, apart from some general rules of thumb. Furthermore, authors such as Coakley (1996:101) and Ciborra (1997:63) question the measurability of the degree of alignment. The point these authors make is that, if alignment cannot be measured, it becomes difficult to draw conclusions regarding its effectiveness.

A further important consideration when defining alignment is the notion of context dependence. Real-life organisations with differing organisational structures and processes, and operating in differing environments, are most likely to require different approaches to alignment. There cannot be a ‘one-design-fits-all-contexts’ in respect of alignment (Brown & Magill, 1998:44; Ciborra, 1997:39).

Reich and Benbasat (1998:71) and Ciborra (1997:43) also hold the view that the role of human actors in alignment is not sufficiently recognised. This lack of attention to the social dimension too often results in the interpretation of alignment as merely about developing strategies and designing infrastructures that connect, totally ignoring the significance of organisational learning. Moreover, the proponents of alignment too easily assume that top or executive management is in full control of the situation (Ciborra & Hanseth, 1998:17).

According to Maes *et al* (2000:6), any further attempt to enhance alignment should:

- Start from an unequivocal definition of alignment.
- Consider alignment as a dynamic process.
- Consider alignment at different levels, ranging from strategy to implementation.
- Strive to achieve measurability.
- Take into account the context of the organisation.
- Devote attention to the impact of human factors.
- Be well-balanced, taking the practical managerial limitations into account.

According to Gunn (1997:1), alignment particularly becomes the key focus of an organisation when it has set itself ambitious “stretch” goals and targets at a strategic level. Gunn (1997: 3) contends that a strategy does not exist by itself, but always shares resources with other strategies, hanging together in harmony with the balance of an organisation’s strategy. Alignment, in planning, is thus constituted of elements of both strategic and operational alignment. In this regard, it is useful to analyse the existing body of knowledge which pertains to strategic alignment.

2. STRATEGIC ALIGNMENT RESEARCH

Strategic alignment is one of the most important issues facing organisations. However, little research has been conducted that examines how alignment unfolds over time, why alignment problems emerge, and what is it that managers do to address misalignment. As a result, the understanding of the managerial actions that influence the alignment process remains limited (Fiegener & Coakely, 2002:16).

No precise definition of strategic alignment has gained general acceptance in the literature, although many authors adopt a similar impression of the term. The common thread in descriptions of the term is that the current and future strategic decisions in the lower business domain take into account those made in the higher business domain and *vice versa*.

Taken from the Information Systems perspective, where the concept of alignment originates, strategic alignment confronts managers with a dual imperative that they must:

- Deduce the Information Systems applications (lower-order) that will best support the execution of the business strategy (higher-order).
- Proceed inductively to formulate new uses of information technology that may alter the business strategy and create potential sources of competitive advantage (Fiegener & Coakley, 2002:16).

Strategic alignment research can be divided into two streams, according to whether the study concentrates on:

- The **content** of the strategic decisions being aligned.
- The **process** by which alignment unfolds.

Content studies tend to conceptualise strategic alignment as the association between holistic indicators of overarching organisational strategies and objectives and those at the more operational levels. Studies of the process of strategic alignment, on the other hand, investigate how alignment decisions are made or should be made. Much of the work in the latter research is normative, and proposes methodologies for integrating strategic and operational planning at various levels of the organisation.

Other process research studies have focused on describing patterns of integration in the alignment activities of organisations. These patterns are

identified, described in terms of how they evolved over time, and analysed to isolate contingency factors that have influenced these patterns.

Despite the growing interest in strategic alignment, its general understanding is limited because prior research has not adequately addressed important complexities of the alignment process. Implicit in most conceptualisations of Information Systems' strategic alignment, for instance, is the view that strategy is deliberate and reflects conscious intentions of executives or top managers. Given this assumption the strategic alignment process is conceptualised in static terms, as the outcome of a comprehensive rational planning exercise to produce sets of business and Information Systems decisions that match or fit together. However, strategy has an unplanned emergent character, in that managers throughout an organisation continue to respond to local problems and opportunities and make many strategic decisions outside of the formal planning systems (Fiegener & Coakley, 2002:19).

Most research has also focused at an organisational rather than a managerial level of analysis and has not investigated how executive or top management perceptions and behaviours influence strategic alignment. Empirical studies of the administrative mechanisms believed to facilitate strategic alignment have, collectively, examined a few mechanisms and have overlooked the possible interacting effects of multiple alignment mechanisms. Little is known about the managerial cognitions and behaviours that influence, and are influenced by, alignment and the comprehensive set of mechanisms through which executives try to manage the alignment process over time.

3. AN INTERPRETIVE VIEW OF STRATEGIC ALIGNMENT

If one begins with the assumption that strategy is an unfolding pattern in the stream of decisions, both planned and unplanned, then, the conceptualisation of the strategic alignment task changes. Instead of being the formulation of matched sets of decisions at periodical intervals, strategic alignment becomes a

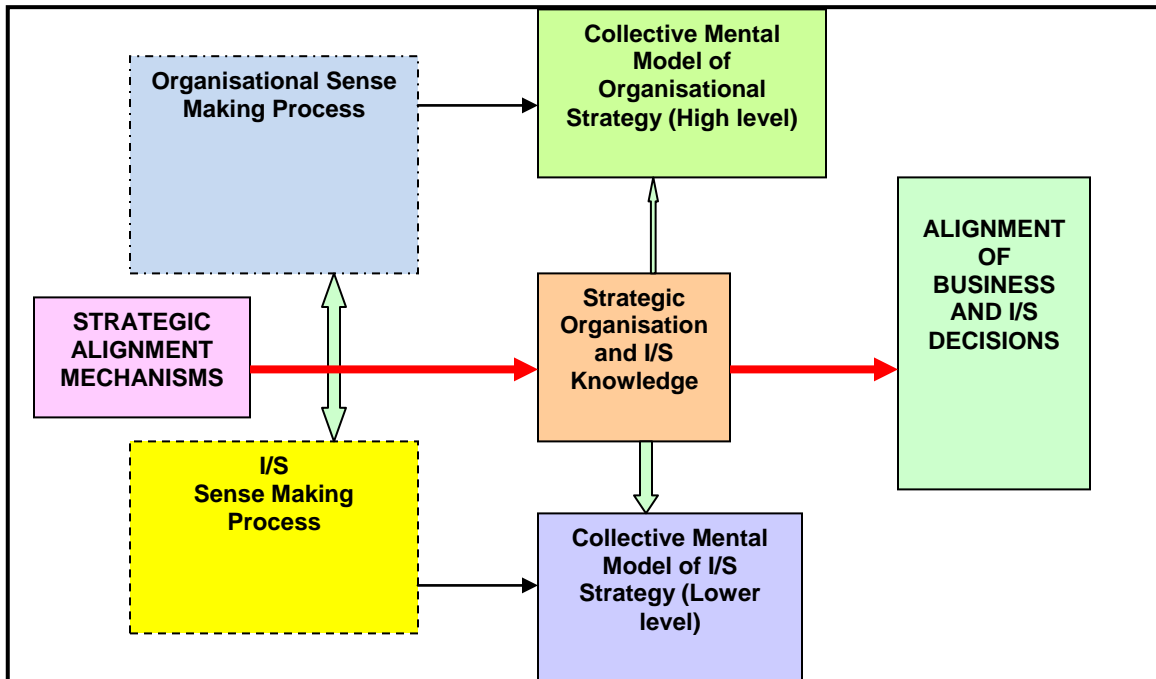
process in which decisions are continually integrated into a mutually reinforcing pattern.

Strategic alignment, therefore, becomes a process in which managers strive to maintain parallel streams of decisions over time, through a continual series of re-alignments. Such a conceptualisation of strategic alignment demands that an account for the role of managers in the process be provided.

As a general rule, no manager would knowingly make a strategic decision that was not well integrated with the existing business strategy. However, because strategic decisions are made under conditions of ambiguity managers cannot make perfect ex-ante judgments about strategic alignment. Instead, managers become aware of alignment (or more to the point, misalignment) retrospectively, when indicators of emerging problems and opportunities lead them to question whether their past decisions were as well aligned with strategy as they initially believed.

Thus, because strategic alignment is a recurring issue to be managed rather than a problem to be solved or a decision to be made, and because it is an organisational phenomenon that is comprehended retrospectively rather than prospectively, it is appropriate to conceptualise strategic alignment as an interpretive or sense-making process, as reflected in Figure 17 below.

Figure 17: A Sense-making Model of Strategic Alignment Process



(Source: Adapted from Fiegenger & Coakely, 2002:11)

It is clear from the above that effective alignment requires a common understanding of purposes and goals, and the use of complementary measures and information for planning, tracking and analysis at three levels: organisation, key processes and programmes. According to the National Institute of Standards and Technology (2001:34), strategic alignment is comprised of:

- **Strategic sufficiency:** meaning that an organisation has consciously planned to exploit its internal strengths, compensate for existing weaknesses and achieve a goodness-of-fit among its efforts and those of other role-players.
- **Strategic comprehensiveness:** meaning that the organisation's plan covers all the necessary planning bases.
- **Strategic comprehensibility:** meaning that the plan of an organisation makes sufficient sense to employees who can implement the strategy without a lot of guesswork.

- **Solid strategic joints:** meaning that coordination steps have been identified and agreed-upon across all organisational units, including external entities whose contributions are necessary for the effective implementation of the organisation's plan.
- **Strategic traceability:** meaning that goals, objectives and strategies can be attached to actual offices, units or individuals, who eventually understand their contributory roles relative to the plan's multiple objectives and strategies. Traceability connotes the future measurability of the plan and the tracking of progress, performance feedback and corrective or re-planning cycle that will need to follow in the interest of accountability

4. DIMENSIONS OF STRATEGIC ALIGNMENT

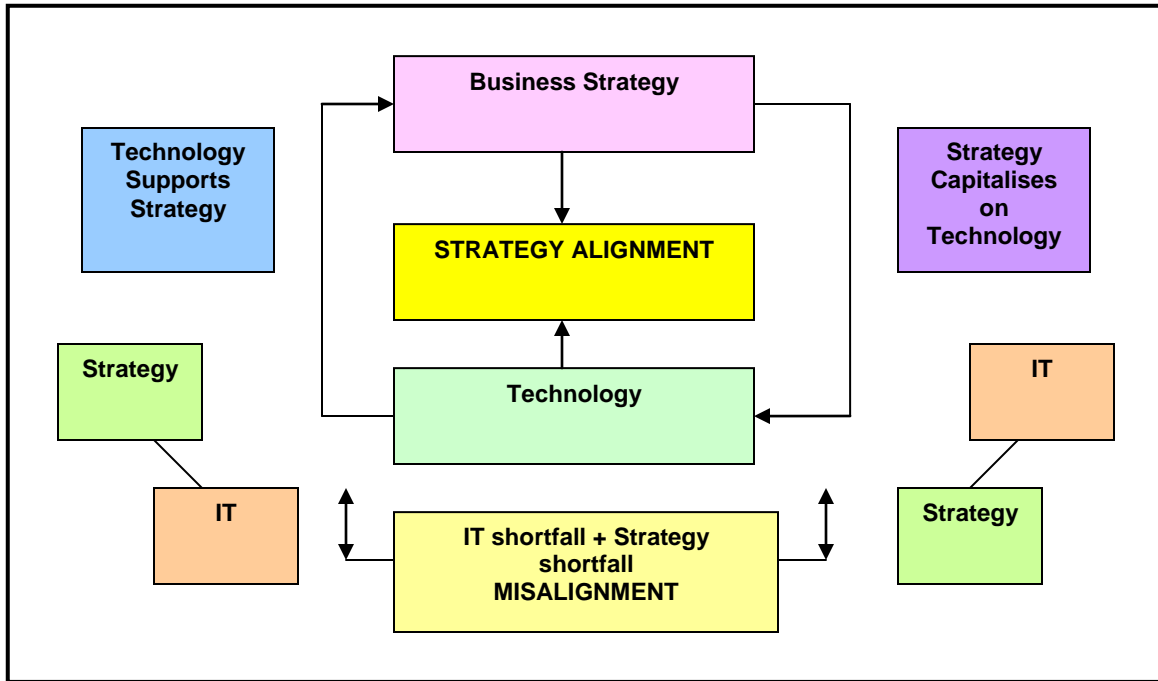
According to Puth (2002:1), the term strategic alignment presupposes that there is a strategic line, a clear overall strategic direction, intent and a set of desired outcomes, that business units, divisions and eventually every individual can align their actions to. A second implicit assumption of strategic alignment is that everyone is aware of this strategic line and that it is sufficiently "visible" for alignment to take place. Thus, the key question is, how is strategy formulated and how can organisations ensure that their people align their decisions and actions to the strategy.

A sociological perspective of strategic alignment suggests that it is not so much their respective strategies that differentiate organisations from each other but rather their ability to implement their strategies and to align the workplace thinking and behaviour of individual employees to the strategic intent and direction of the organisation.

Tallon and Kraemer (1999:12) define strategic alignment as the extent to which the Information Systems strategy supports and is supported by the business strategy. This definition serves to focus research efforts on activities central to the implementation of strategies. This perspective facilitates a more dynamic

assessment of strategic alignment than if focus were to be, just, on strategic objectives as has been the case with much of the existing literature in this area. Figure 18 below illustrates the dimension of strategic alignment.

Figure 18: Exploring the Dimensions of Strategic Alignment



(Source: Adapted from Tallon and Kraemer, 1999:13)

5. DIMENSIONS OF OPERATIONAL ALIGNMENT

It appears that even in instances where an organisation has a well-defined strategy, success is not guaranteed. While many organisations fail in the execution of strategy, some of them fail because the day-to-day operations are not giving effect to the predetermined outcomes of the organisation. Becker (2005:3) expresses this point more succinctly when he says that many organisations fail because they do not connect operations with goals.

In an attempt to bridge the gap between strategy and execution, organisations employ financial measures of performance tracking. However, because of their

backward-looking nature (lag strategy), financial measures lack sufficient predictive power to provide an early warning of trouble areas and enable more proactive decision-making. According to Pilot Software Inc (2004:3), organisations should maintain operational agility that facilitates ongoing understanding of how well tactics are contributing to objectives, along with the ability to respond quickly to performance issues and environmental changes. In order for organisations to achieve the latter, they should:

- *Motivate* employees towards objectives.
- *Manage* organisational performance.
- *Monitor* progress on programmes regularly to identify problems.
- *Measure* performance in detail to resolve issues and directly identify environmental opportunities.

The above strategies are known as the 4Ms of operational alignment, and are regarded as conditions for effective alignment. In ‘motivating employees towards objectives’ and ‘managing organisational performance’, alignment studies have arrived at the following key foci of operational alignment that are crucial in understanding whether public policies are efficiently and effectively implemented at operational level. These focus areas are discussed below.

5.1 Fiscal alignment

Budgetary alignment studies, as they are also known, investigate trends in public funding, in particular with regard to the allocation and application of funding in the various service delivery priorities that have been determined. These studies seek to answer the following questions:

- Are the goals and targets that have been set realistic in the context of resource availability and timelines?
- Are there any financial resources that are attached to goals, objectives and activities of a programme?

- Are financing arrangements aligned to tasks in such a way that the required tasks will be completed in the expected timeframe and quality standards set?
- Are there any financial constraints in achieving the set objectives?
- Do financial constraints relate to the acquisition of more funding or spending of allocated funding, and hence what financial considerations should inform decision-making?
- Which outside organisations might support the securing of additional funding?
- What benefits will the use of additional funding bring for your organisation and external organisations you intend tapping in their resources?
- What steps will your organisation be required to take to access those resources?
- Are there any structures in place that facilitate budget alignment within the organisations and with other organisations, where necessary? (American Career resource Network, 2005:16)

In the context of government planning, fiscal alignment studies would consider the priorities in the Medium Term Strategic Framework, for instance, that have been allocated funds, and how much within the Medium Term Expenditure Framework cycle and annual budgets. It is also crucial to comprehend the institutions or spheres of government that have adopted the policy priorities and, hence, allocated budgets to them.

5.2 Institutional alignment

It has been said elsewhere that alignment is not an event but an ongoing change management effort. Organisational operational strategies and policies and processes require adjustment to achieve certain policy outcomes. The time lag between strategy formulation and implementation could have resulted in the new environmental constraints, limitations and opportunities that have emerged.

According to the American Career Resource Network (2005:23), key questions that institutional alignment studies attempt to respond to include:

- What are the long-, medium- and short-term goals and targets that must be achieved?
- How do these goals align with key priorities that have been identified?
- In which geographic space will these priorities be implemented and how does the choice of such places relate to attainment of policy outcomes?
- What other organisations (or departments within the three spheres of government) are key to achieving the same goals?
- What options does the organisation have to involve the other organisations in its programmes?
- What opportunities does the current situation provide for working towards the short-term goals?
- What constraints should be observed?
- Given the present limitations, what is the most that one can realistically aim to accomplish in the immediate future?
- Are there any specific policies and legislation that require amendment since they are likely to stifle programme implementation?
- What monitoring, evaluation and reporting protocol is in place to track progress on implementation of programmes?

5.3 Capability alignment

More often than not, one of the reasons advanced for the inability by organisations to achieve set goals and targets, through a systematic pursuit of activities, is understaffing or unavailability of the requisite skills to carry out the tasks. The availability of funds alone is not a sufficient indicator of the success of development programmes and projects. Over and above finances, there should

be adequate human resources, and not in numbers alone but also with the right skills, found at the right place, at the right time, and with the right attitude.

The American Career Resource Network (2005:28), further notes that capability alignment studies would ask the following pertinent questions:

- What tasks need to be accomplished first if to achieve immediate goals and targets?
- What is the timeframe within which these tasks must be accomplished?
- Can these tasks be realised with the available staff compliment?
- What are the skills and interests of the available staff?
- Are the numbers of the available staff members adequate and or skilled enough to carry out and complete the tasks within the set timelines and achieve the expected quality?
- Does the organisation or component need to contract out certain activities to execute some of these tasks?
- Are there other organisations that can adequately perform some of these tasks?
- Should the organisation delegate those tasks to other organisations that can best perform them within the set timelines?
- Is there any other support the organisation can get from its stakeholders to execute the tasks?
- What conditions are attached to the support, and are they likely to change in the near future? If so, what contingency plans will be required to plug the gap should such support pull out?
- Is there a need for adjusting or suggesting the adjustment of delivery timeframes?

5.4 Spatial alignment

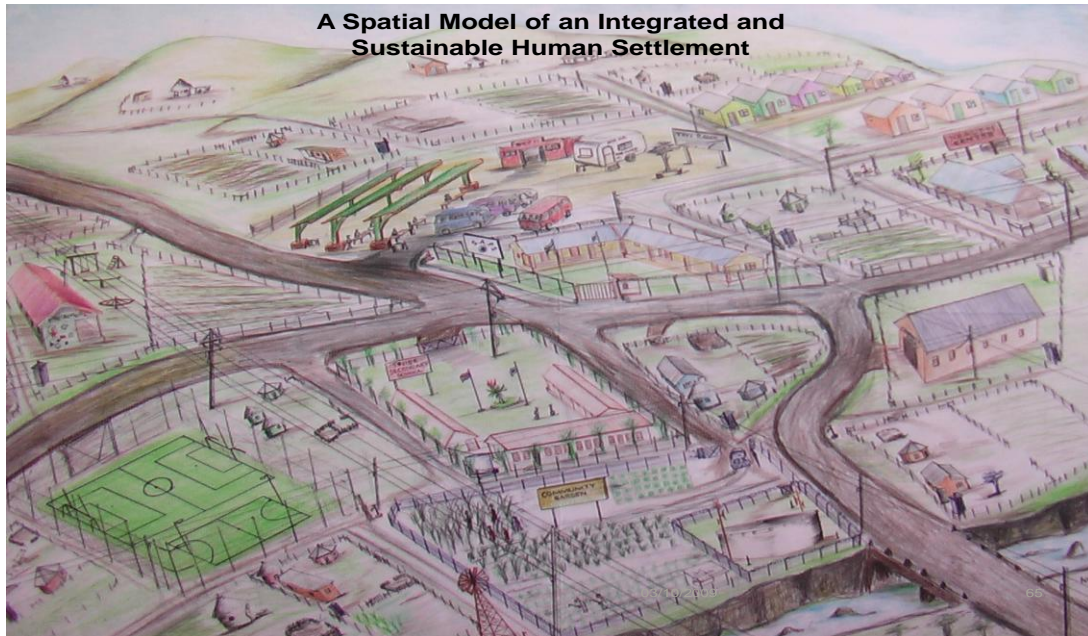
To facilitate rational and consistent decision-making in relation to government development and infrastructure investment spending, national spatial guidelines are increasingly being recognised as a critical tool for bringing about coordinated government action and alignment (The Presidency, 2004:11).

Globally, alignment is increasingly pursued and achieved by the use of spatial planning instruments such as spatial development perspectives, spatial development frameworks, spatial guidelines for infrastructure investment and social spending. Unlike the simplistic master and blueprint spatial plans of the 1960s and 1970s, these instruments do not predetermine from the centre what should happen where, when and how, but utilise space as a common backdrop against which investment and spending decisions can be considered and made.

The key purpose of such perspectives is to bring about synergy and complementarities in terms of the spatial effects of government action with a view to maximising the overall social and economic returns on government development spending. These instruments create bases for intergovernmental negotiation, deliberation and agreement.

Figure 19 below demonstrates a layout plan of a joint development project in which government infrastructure investment and spending has targeted a common space.

Figure 19: A spatial model of an integrated and sustainable human settlement



(Source: Eastern Cape Department of Human Settlements, 2009:7)

It is evident from the above exposition that operational alignment is more concerned with the detail of how the goals that have been set are, and will be, implemented. It is apparent that alignment studies should be concerned with matters of resource allocation, availability of management and technical skills, industry capacity, organisational culture, institutional arrangements for implementation, strategic partnerships, joint selection of intervention sites, and a review of existing policies and practices. A failure to appreciate these variables at a planning stage will render good development policies ineffective.

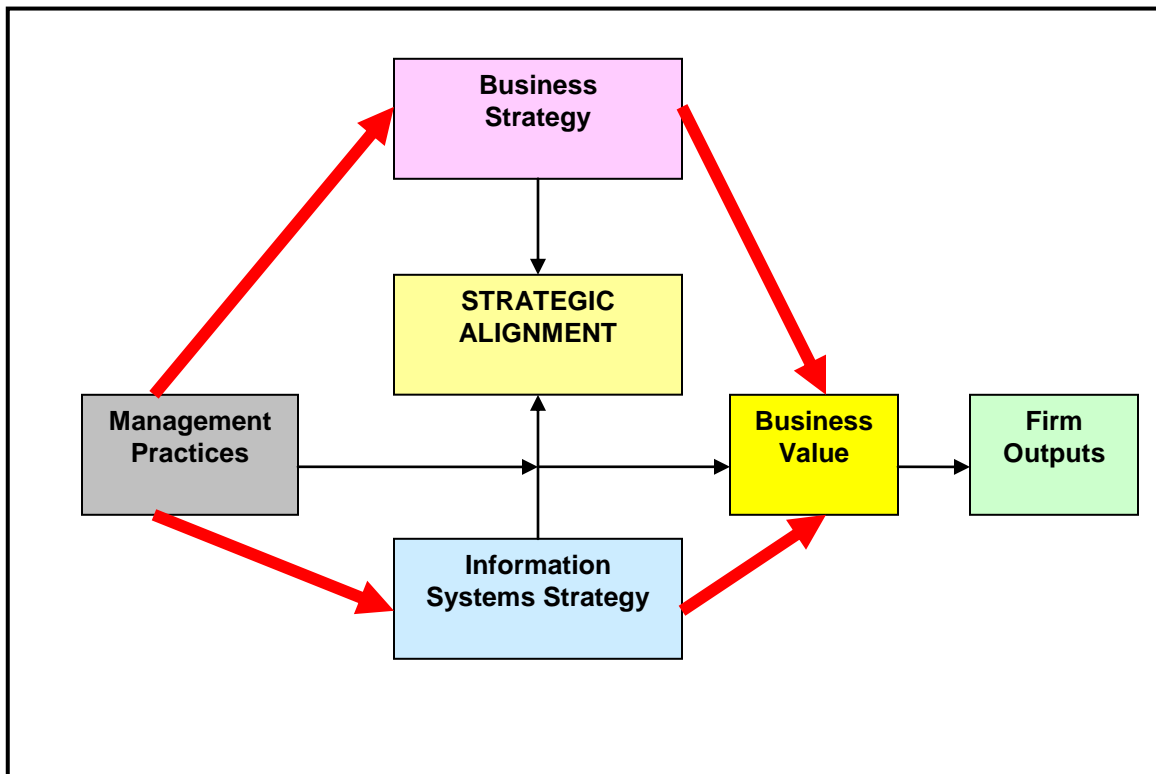
6. MECHANISMS TO PROMOTE STRATEGIC ALIGNMENT

Process studies have portrayed the 'content' of alignment as a series of intersecting and mutually consistent choices across four domains, namely: business strategy; information systems strategy; organisational infrastructure;

and processes. While this answers the *'what is alignment'* question, it does not allow consideration of strategic alignment as a continuous process nor does it consider the management practices used in moving an organisation towards alignment (Tallon & Kraemer, 1999:4).

Venkatraman, Henderson and Oldach (1993:144) state that management practices act as 'alignment mechanisms' that deal with the 'management challenge of translating the strategic choices made into administrative practices and operational decision-making. Essentially, these alignment mechanisms are tools that enable executives to oversee and manage the content and process of alignment. Figure 20 below demonstrates the determinants (management practices) and consequences of strategic alignment.

Figure 20: A Conceptual Model of Strategic Alignment



(Source: Adapted from Woolfe, 1993:5)

Table 7 below presents examples of strategic alignment mechanisms that obtain within organisational processes, and that are worth considering at this stage.

Table 7: Examples of strategic alignment mechanisms

Alignment Channel	Representative Alignment Mechanisms
Context Linkage	Top management share strategic issues from oversight bodies
	An appreciation of the global economic climate
	Information and Communication Technology (ICT) as an enabler in the global village
	The industry /external environment volatility
	Political instability and social unrest
	Policy shifts within the sector
Content Linkage	Strategic plans, annual performance plans, operational plans
	Vision, mission values
	Strategic goals, objectives, targets, performance indicators
	Budget allocation to objectives
	Activity plans, performance agreements
Process Linkage	Participation in Steering Committees for planning
	Involvement in Cluster Working Groups for Integration
	Forums that include other stakeholders
	Budget process, cycle and structures
	Status reports of projects
	Performance review sessions
	On-site monitoring of projects
	Lobbying

(Source: Adapted from Fiegenger & Coakley, 2002:13)

The above table presents alignment channels through which information relevant to change and potential for alignment or misalignment will be found. These three channels are briefly analysed below.

6.1 Context linkage

A context is a 'given' for an organisation. For alignment purposes, this channel relates to the management systems, programmes and activities that help create a shared understanding of the external environmental factors and how these influence and are influenced by the business of the organisation. This could include the economic climate, the industry norms and how they are likely to

change, research products and what is being projected on demand for the future, international conventions that the country is a signatory to, sector policies, legislation and political change (Fiegener &Coakley, 2002:16).

6.2 Content linkage

These relate to documented statements of intent within an organisation. This may include the long-term development vision of the country, the medium-term sector strategies, strategic plans, annual performance plans, operational plans, and budget or financial plans. These documents should be cross-referenced to track the golden thread from higher-level to lower level and lower-level to higher-level plans. It also includes assessing how the performance targets of components are made realisable by other supportive components horizontally. Daily decisions and management choices are also subject to scrutiny (Fiegener & Coakley, 2002:19).

6.3 Process linkage

This relates to strategies employed to promote a discourse on potential misalignment. Also, it would include participating in existing structures, and in certain instances the creation of new structures that provide a platform for discussion of priorities, strategies, funding streams, implementation and monitoring mechanisms and strategic partnerships with organisations that are key to the organisational mandate. Alignment is not directly achieved, however, the organisation gets exposed to the norms, standards, strategies, priorities and constraints of the other organisations from which it will proceed from more realistic assumptions on its planning processes. Some concessions could be made through the engagement (Fiegener & Coakley, 2002:18).

Alignment studies that have been conducted, thus far, have come to some common conclusions:

- For alignment to be achieved there must be a 'system' of mechanisms within an organisation.
- There are substantial interdependencies among the alignment mechanisms, with some complementing each other.
- Management 'style' and 'posture' have a bearing on the nature and extent to which a programme, component or an organisation will be exposed to issues emanating in other sectors and domains, and central to this is relationship building and the ability to sustain and seal such relationships with key partners.
- Managers are more likely to pay attention to issues that they perceive as related to their domain of expertise and have difficulty in becoming aware of issues arising in other domains (silos mentality).
- Bringing people together, in meetings, has limited value, and instead, effective alignment requires mechanisms that build a supportive climate for reciprocal information sharing and joint learning.
- When managers perceive misalignment across programmes, informal meetings become a quick and short-term response, and these meetings are not followed by a system of structured interaction that gets observed as a long-term solution to addressing process misalignment.

In Table 8 below there has been an attempt to correct weaknesses in alignment mechanisms which have been found by previous studies to inhibit the collective awareness and interpretation of misalignment in organisations. The table makes use of an alignment matrix that has been adopted by previous studies for problem analysis. However, the author has adapted the alignment matrix to typical problems confronting the Public Service, at the time of writing.

Table 8: Illustrative Strategic Alignment Problems

Sense making Activity Affected by Problem	Locus of Alignment Problem		
	Content Linkage	Process Linkage	Context Linkage
Scanning	<p>Linkage Problem: Strategic Objectives, Performance indicators and targets in the 5 year Strategic Plan not corresponding with those in the Annual Performance Plan.</p>	<p>Linkage Problem: Inconsistency in sitting of organisation-wide performance review sessions.</p>	<p>Linkage Problem: Sector departments are not concerned about policy shifts in other departments and are focused on their own priorities (silos mentality).</p>
	<p>Implication: Executive management will overlook the performance indicators and targets in the longer-term plan in favour of short-term results.</p>	<p>Implication: Executive management do not hear of what changes are happening in the implementation of plans by other components and will miss early symptoms of misalignment due to sticking to older plans, while planning is dynamic.</p>	<p>Implication: Sector departments miss opportunities arising within the policy shifts of other departments, and are more inclined to focus on resolving problems in their own space, which are in fact as a result of the changing context.</p>
Interpretation	<p>Linkage Problem: At the level of the Annual Performance Plan there are too many Measurable Objectives and Performance Indicators than are in the Strategic Plan.</p>	<p>Linkage Problem: There are many structures that are created requiring managers to participate in, and some are a duplication of the existing ones.</p>	<p>Linkage Problem: There is no shared understanding of what the implications of the renaming of a government department are to its mandate and plans.</p>

Sense making Activity Affected by Problem	Locus of Alignment Problem		
	Content Linkage	Process Linkage	Context Linkage
	<p>Implication: Middle managers will arbitrarily scale down on the measurable objectives and performance indicators without considering how these fit to the overall strategy, and which ones have greater impact.</p>	<p>Implication: Managers select structures of interest or 'show face' in various structures, and delegate junior officials to meetings for the sake of attendance and representation.</p>	<p>Implication: Uncertainty on the key priorities being pursued with regards to to the extent to which those priority programmes contribute to the overall development goals of government.</p>

(Source: Adapted from Fiegner & Coakley, 2002:15)

7. CONCLUSION

From the foregoing analysis, it is apparent that the alignment concept, like strategic planning, is borrowed from the private sector, and in particular the discipline of Information Systems. However, the public sector has, over time, embraced the concept of alignment in its development planning processes.

This chapter has revealed that if the public sector is utilising the alignment concept it should, first, appreciate its fundamental principles of application as these pertain to the private sector. For instance, from the literature it is clear that alignment studies tend to always make a distinction between:

- Alignment as a process and alignment as an outcome.
- Strategic and operational alignment.
- Context, content and process linkages in the study of alignment.
- Scanning and interpretation as levers of understanding alignment problems within organisations.
- Fiscal, institutional, capability and spatial dimensions of operational alignment.

Alignment is not an event but a process of ongoing change. As such, to achieve alignment in governmental planning, one must appreciate the context in which certain policy outcomes should be achieved and also consider the sociological dimensions of development implementation.

Another important issue that permeates this chapter is that, for alignment to be achieved in government development planning and implementation, certain systems and mechanisms should be put in place to drive alignment. These alignment mechanisms should be prudently selected, a matter which calls for a certain calibre of planning skills and attitudes within public institutions. Researchers hold a common view that the critical point of alignment in organisational planning and implementation is the operational level, where broad goals should be translated into well-costed plans and programmes that are aligned to human capital.

Many organisations, it is said, fail not because they lack well-defined strategies but because their strategies do not connect with their operations. This suggests, therefore, that governments should be more concerned about the day-to-day operations of public institutions, in their endeavours to track progress on policy implementation and development management. In so doing, governments are advised not to concern themselves only with monitoring projects and programmes that have been implemented already, but should also begin to focus on how such programmes and projects were designed to succeed.

The next section will outline a macro-plan of the government of the Eastern Cape Province in South Africa, known as the *Provincial Growth and Development Plan* (PGDP). This plan was meant to be implemented by, either, the provincial government departments after its adoption by the Provincial Cabinet in 2004 or provincial government departments were required to ensure that their plans, programmes and projects are aligned to it. However, to comprehend the nature

and extent of alignment, it is useful, firstly, to understand what provincial government departments were expected to align their plans and programmes with. This is discussed in the next section.

CHAPTER 6

EASTERN CAPE PROVINCIAL GROWTH AND DEVELOPMENT PLAN (PGDP): 2004-2014 AND ITS IMPLICATIONS FOR SELECTED PROVINCIAL GOVERNMENT DEPARTMENTS

“The PGDS is based on a long term (10 to 20 years) view of a province’s development trajectory. Drawing on the NSDP and MTSF, and working within a sustainable development paradigm, the primary purpose of the PGDS is to provide a collaborative framework to drive implementation within a Province. It is not a provincial government plan but a development framework for the Province as a whole.” (Department of Provincial and Local Government, Republic of South Africa, 2005:19)

INTRODUCTION

South Africa, being one of the most influential states on the African Continent and the global South, finds itself confronted with the mammoth task of redressing the socio-economic and spatial distortions brought about by the development policies and practices of the *apartheid* system. In the context of the resurgence of the region as well as regional-scale planning in the developed countries of the West, planners and policy-makers worldwide are compelled to examine critically the processes shaping their own spaces, territories and actions (Alden, 2006:33; Healey, 2000:123; Storper, 1995:75). Numerous authors highlight the region as the new economic space that can promote strategic planning and economic

development in the post-modernist era. The region has become the nexus for 'top-down' and 'bottom-up' planning processes, and strategic regional-scale (sub-national) planning is increasingly being seen as key in achieving sustainable growth and development (Deas & Ward, 2000:49; Vigar *et al*, 2000:132; Keating, 1998:17).

The *Provincial Growth and Development Plan (PGDP):2004-2014* was adopted by the the Eastern Cape Provincial Government in August 2004 to provide a ten-year vision for shared growth and development. The PGDP is an overarching framework for socio-economic and development planning. The Plan was drafted with the recognition that *apartheid's* pervasive legacy of inequality, manifesting itself in race, class and geographic terms throughout the Eastern Cape, could not be reduced without significant structural transformation.

In this chapter, the geographic and socio-economic profile of the Eastern Cape is presented. The strategic objectives and key ten year targets of the PGDP are outlined with specific reference to the constraints and opportunities that were experienced in the Province at the time.. The institutional implementation, monitoring and evaluation framework suggested during the inception of the PGDP will be discussed briefly. During the adoption of the PGDP, key flagship programmes were identified for piloting the implementation of this Plan, with intention of drawing lessons from these pilots to inform future planning and implementation. While this study was in progress, the Office of the Premier in the Eastern Cape commissioned the Eastern Cape Socio Economic and Consultative Council (ECSECC) to conduct a rapid effectiveness evaluation of the PGDP, almost four years after its adoption. Key findings arising out of this assessment are also considered in this chapter.

An attempt will be made to locate the PGDP within the intergovernmental system of integrated planning that has evolved since 2001 in South Africa. Its key instruments are: Medium Term Strategic Framework and National Spatial

Development Perspective (at national level); the Provincial Growth and Development Strategies supported by the Provincial Spatial Development Frameworks (at provincial level); and Municipal Integrated Development Plans that include Spatial Development Framework (at local level). There is also an effort to link the PGDP with the new-regionalist thinking that is taking centre-stage on the global development planning agenda for sustainable growth and development. However, when the PGDP was launched in the Eastern Cape, the national guidelines for Provincial Growth and Development Strategies has not been released yet. The Cabinet endorsed them a year later, based on a submission made by the Department of Provincial and Local Government.

The attempts to place the PGDP within a system of intergovernmental integrated planning in South Africa are made with the intention of examining the perceived implications of the PGDP for the strategic planning processes of selected provincial government departments, in particular, from an alignment point of view. This critical appreciation lies at the centre of the purpose of this study, and relates to whether provincial government departments accorded the PGDP any status in their system of planning or whether the PGDP was viewed, merely, as another strategic framework or a provincial plan that must be considered.

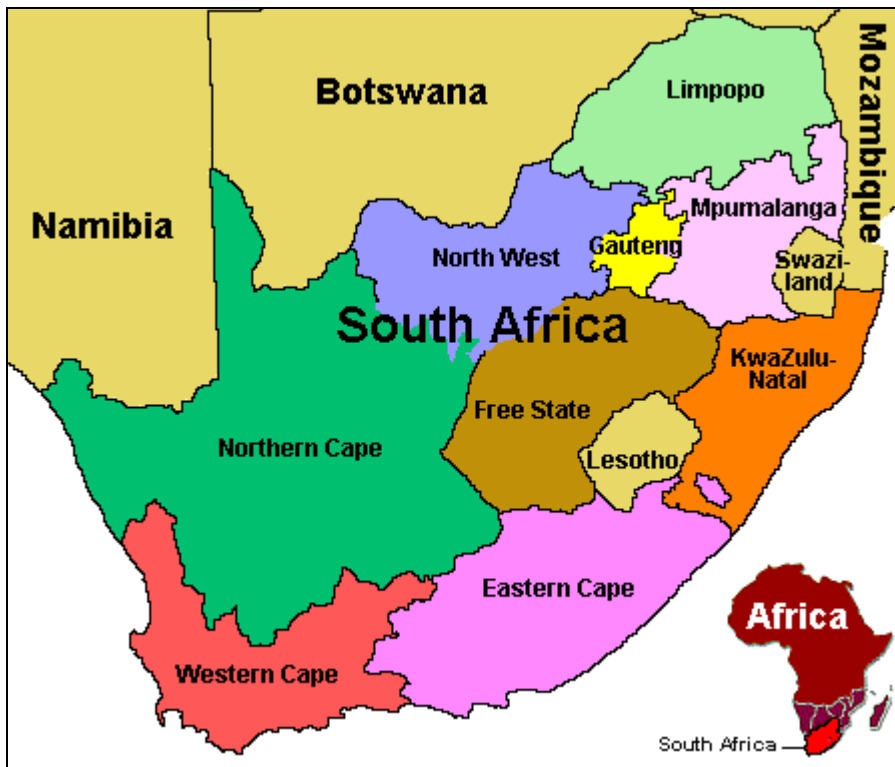
1. GEOGRAPHIC AND SOCIO-ECONOMIC PROFILE OF THE EASTERN CAPE

The Eastern Cape Province is located on the south-eastern seaboard of South Africa bordering the Free State and Lesotho to the north, and KwaZulu-Natal to the north-east, the Indian Ocean along its south and south-eastern borders, and the Western and Northern Cape provinces to the west. The province covers an area of 169 580 sq/km, constituting 13.91 per cent of the total land area of the country. In the land area it is the second largest province in the country after the Northern Cape. It is also the second most rural province in the country, after Limpopo, as only 38.1 per cent of its population is urbanised.

The Eastern Cape has one metropolitan municipality, the Nelson Mandela Bay Municipality. The Province has six district municipalities: Cacadu; Amathole; Chris Hani; Joe Gqabi; O.R. Tambo; and Alfred Ndzo. Each district municipality has its own local municipalities. At the time of completing this study, discussions were advanced at the national government sphere to declare the Buffalo City Municipality a second metropolitan municipality in the Province. In total, the Province is spread over forty-five (45) municipalities, in relation to two hundred and eighty-three (283) municipalities, nationally.

Figure 21 below depicts the geographic location of the Eastern Cape Province within South Africa.

Figure 21: Map of South Africa

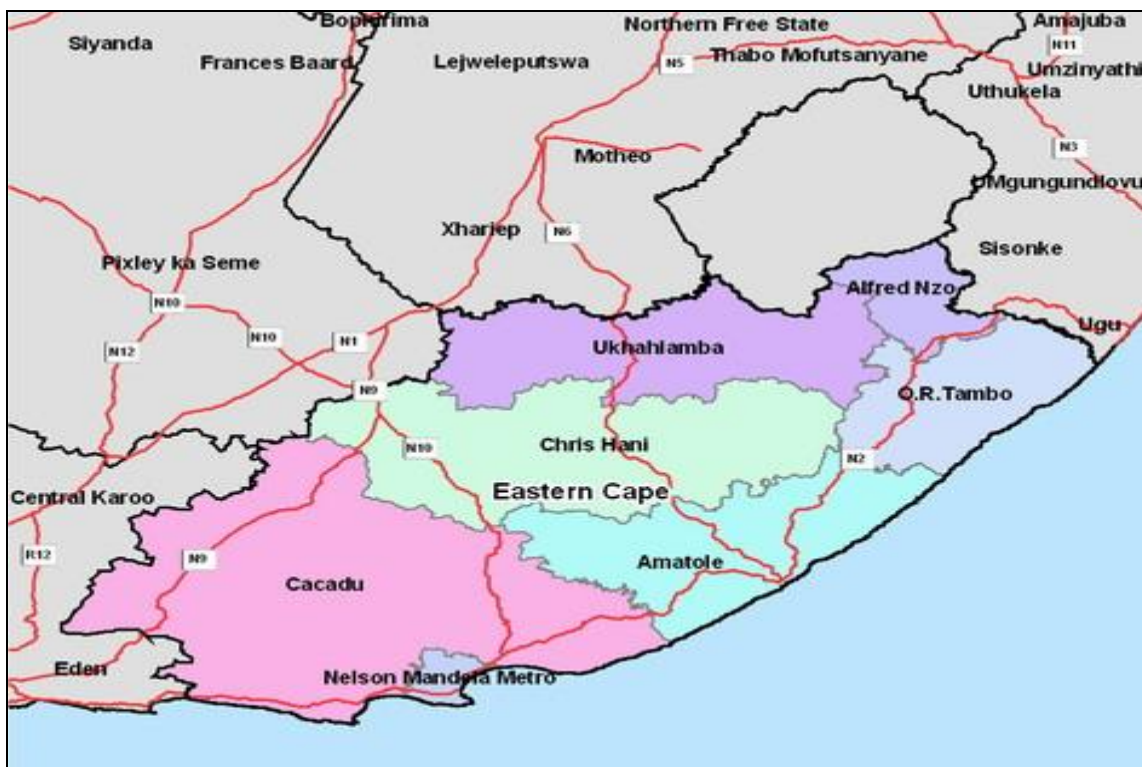


(Source: Afrilux, 2009:2)

In accordance with the *2009 Official Year Book* (Gaffney Group, 2009), the architecture of many of the cities and towns reflects the rich heritage of the people of the Province. The capital city is Bhisho. Port Elizabeth and East London are key industrialised centres in the Province, and both are served by ports. The Province is served by three airports, based in Port Elizabeth, East London and Mthatha. Other important towns in the Province are Uitenhage, which boasts a motor vehicle plant and other related industries; King Williams Town, rich in early settler and military history; Grahamstown, a city of saints because it boasts more than 40 churches; Graff Reinett, with its interesting collection of historic buildings; Cradock, the hub of the of the Central Karoo; Stutterheim, the forestry centre of the Province; Aliwal North, famous for its hot sulphur springs; and Port St Johns, the largest town on the Wild Coast.

Figure 22 below gives an indication of districts in the Eastern Cape Province.

Figure 22: Districts in the Eastern Cape Province



(Source: Afrilux, 2009:3)

1.1 Population statistics

In 2009 the Official Yearbook recorded the population of the Eastern Cape as 6 863 105, which represented 16,07 per cent of the total population of South Africa. The Eastern Cape population is comprised of 1 550 419 households, constituting 12,17 per cent of the total households in South Africa. The principal languages spoken in the Eastern Cape are IsiXhosa (83,4%), Afrikaans (9,3%) and English (3,6%)..

1.2 Provincial economy

While the Eastern Cape is steeped in Xhosa culture and early settler history, and in spite of its spectacular beauty, today it is considered one of the poorest provinces in South Africa. The structure of the Eastern Cape economy is relatively weak. It is dominated by the tertiary sector, and more specifically the public sector. The community service sector contributed 30,6 per cent of the total gross value added in 2007. Within the secondary sector manufacturing is the most important sub-sector. Although its share of the country population was 16,07 per cent, in 2007, the Eastern Cape, contributed only 7,8 per cent to the total Gross Domestic Product of the country. However, the province has recorded increasing economic growth over the past few years: 4,1 per cent in 2004; 5 per cent in 2005 and 5,8 per cent in 2006.

During the period 2001-2007 the sectors in the provincial economy that generated the most growth were construction, finance, trade and transport. The agriculture and electricity sectors experienced negative economic growth. The expanded unemployment rate for the province in 2007 was 53,3 per cent, and the official unemployment rate was 31 per cent. The labour force in the Eastern Cape comprises 3 872 650 people. The number of people living in poverty in the Eastern Cape has increased from 55,5per cent in 1996 to 61,9 per cent in 2007.

The Alfred Ndzo district (84,6%) has the highest percentage of people living in poverty, followed by Joe Gqabi district (79,7%), Chris Hani district (73%) and O.R. Tambo district (72,2%). The only three districts below the provincial average are: Amathole district (59,8%), Cacadu district (41,4%) and the Nelson Mandela Bay Municipality (34,7%).

The Eastern Cape agricultural sector is not only relatively small but its contribution to the provincial GDP has declined steadily since 1998. Agriculture contributed 2.2 per cent to the Province's GGP in 2007, down from 2.7 per cent in 1998. The Province recorded an average real decline in agricultural output of 0.1 per cent per annum from 1995 to 2005 compared to an average output growth of 2.9 per cent per annum for the economy as a whole. The poor output performance of the sector is a reflection of the steady decline in agricultural employment during the period under review. Agriculture employed 75,000 people in 1995 and 57,000 people in 2005, shedding 18,000 jobs (Official Yearbook, 2009:278).

1.3 Living environments

There has been a moderate increase in households living in formal dwellings from 51,5 per cent in 2001 to 54,7 per cent in 2007. As expected the percentage of households living in informal dwellings has dropped slightly from 11,2 per cent in 2001 to 8,0 per cent in 2007. With 36,7 per cent of households living in traditional dwellings, the Eastern Cape rates as the province with the highest number of traditional dwellings.

There has been a significant improvement in access to electricity for lighting purposes from 50,0 per cent in 2001 to 65,5 per cent in 2007. However, the percentage is still below the national average of 80,0 per cent.

In 2001, 41,2 per cent of the households in the Eastern Cape had access to piped water, and this increased to 72,8per cent in 2007. Despite considerable progress, the percentage was still below the national average of 89,3 per cent in 2007.

The percentage of households with access to sanitation has increased from 41,2 per cent in 2001 to 73,3 per cent in 2007, although it was still below the 2007 national average of 89,3 per cent. Although the use of bucket latrines was reduced significantly in 2007, the December 2007 target of eradicating bucket sanitation was not achieved in the Eastern Cape. In addition, with little change in refuse removal between 2001 (40,5%) and 2007 (40%), the province is still below the national average (61,6%) for refuse removal.

The lack of adequate road infrastructure is a pervasive problem throughout the province. Poor access and poor connectivity seriously constrains the provision of basic services, promotion of sustainable livelihoods and the leveraging of productive investment (Official Yearbook, 2009:283).

1.4 Education

The province has a number of higher education facilities, including the Nelson Mandela Bay University, University of Fort Hare, Rhodes University and the Walter Sisulu University. Primary education is almost universal, as only 2,6 per cent of children do not attend school; 87 per cent of adults are functionally literate and 96 per cent of youth are literate.

Challenges in rural education in the Eastern Cape pertain to the implementation and monitoring of no-fee schools, quality and regularity of school feeding, resources that impact on learner teacher ratios and long distances to schools. Infrastructure is poor, and this has a profound impact on the teaching and learning environment. Although education can, and indeed does, take place in

resource poor settings, improved infrastructure such as building and maintenance of schools, toilet facilities and facilities for teachers to prepare for class and assess learners could go a long way in improving the school environment.

High drop-out rates raise questions of retention and poverty in both schooling and higher education. Feeding, poverty, HIV and AIDS, cultural and sociological alienation of learners, suicide rates and teenage pregnancy are important issues of concern. Long distances, poor roads and transport infrastructure pose challenges for learners and teachers. Such challenges are found in peri-urban and urban township schools, but distances and poor roads infrastructure intensifies the challenge in rural areas.

In 2008 there were 56 702 permanent state educators within ordinary schools in the Eastern Cape (Primary, Secondary and Combined schools). With 2 070 569 learners in ordinary schools, the Province has a learner: educator ratio (LER) of 36.5 learners to every 1 permanent, state-paid educator. This ratio was 32:1 in 2007.

The Eastern Cape has eight Further Education and Training (FET) colleges spread throughout the six district municipal areas. The East Cape Midland and Port Elizabeth FET colleges are located in the Nelson Mandela Bay Municipality and the Cacadu District Municipality; the Lovedale, the Buffalo City and the King Hintsa FET Colleges are located in the Amatole District Municipality; the King Sabatha Dalindyebo and Ingwe FET Colleges are located in the O. R Tambo and Alfred Nzo District Municipalities; and Ikhala is located in the Chris Hani District Municipality and servicing both Joe Gqabi and Chris Hani District Municipalities. With vast skills needs and lower barriers to entry, there is great potential for increasing the uptake in FET colleges. The total enrolment in 2009 was 12,841 learners, while by year 2010 the learner enrolment should have reached 83,000 (Official Yearbook, 2009:285).

1.5 Health

The infant mortality rate has decreased from 4,2 per cent in 2003/04 to 3,3 per cent in 2006/07. The total number of health facilities in each district municipality is compared to the total district municipality population to give the average number of persons that are serviced by one health facility in each district municipality. The district municipalities with lowest average number of persons serviced by one facility are Cacadu (3,672 persons per facility) and Chris Hani (4,782). The highest number of persons per facility was recorded in Nelson Mandela Bay Municipality (15,013 persons per facility) and OR Tambo district municipality (11,151). This suggests that the provincial Department of Health needs to increase the number of health facilities in these two district municipalities to improve access to health services.

District hospitals are the second most common health facility in Province; these are concentrated in Chris Hani (15 district hospitals), Amatole (14) and OR Tambo (11) district municipalities. The least number of district hospitals is found in the Nelson Mandela Bay Municipality, with one district hospital and Alfred Nzo district municipality, with four district hospitals. Only two district municipalities, Cacadu and OR Tambo have at least one regional hospital each, while tertiary hospitals are only available in the Amatole district municipality (2), the Nelson Mandela Bay Municipality (3) and the OR Tambo district municipality (3).

Most of the specialised hospitals in the Province are located in the Amatole district municipality, the Cacadu district municipality and the the Nelson Mandela Bay Municipality. These three municipalities account for 14 of the 20 specialised hospitals in the Eastern Cape Province (Official Yearbook, 2009:288).

1.6 Rural development

The Eastern Cape provincial Rural Development and Agrarian Reform Strategic Framework (2010:13), notes that for rural development in the Eastern Cape to take place, it is necessary to reflect on the root causes of rural as well as urban poverty and underdevelopment in the Province. These are fundamentally historical and relational. This history is manifested in geographical, or spatial terms, and in socio-economic terms. Historical reasons can be summed up in the establishment of “native reserves” and the influx control policies of the Union of South Africa between 1910 and 1948 and the separate development policies of the apartheid government between 1948 and 1994 as well as the legacy of “native reserves” and apartheid policies have left enduring and entrenched legacies, including landlessness, the destruction of rural livelihoods and associated poverty, massive infrastructure backlogs, underdevelopment and unsustainable local economies, artificial development of decentralisation points, lack of institutional capacity to plan and implement development, fragmented service delivery and an enduring a system of patronage, especially tribal patronage¹. The premise for rural development is diverse but essentially historical with social, political and ecological effects. In the Eastern Cape this manifests itself in a bifurcated economy, great inequality and a correlation between great needs among the population and the weak capacity of the state.

Since the first democratic elections in 1994, the South African Government has put into place a policy and legislative regime attempting to address these Apartheid legacies. However, there is a growing recognition that vast inequalities remain in the rural areas and that government programmes have not yet had the intended effect.

In fact, the national policy framework has been criticized for concentrating on macro-economic stabilisation at the expense of social spending and poverty

reduction. This has come as a consequence of the introduction of the Growth Employment and Redistribution Strategy (GEAR) in 1996 which became the key focus of government, with critics suggesting that the strategy had replaced the fundamental intentions of the Reconstruction and Development Programme (RDP).

2. THE CONTEXTUAL BACKGROUND OF THE PGDP

The key issues of note when considering policy and strategy at provincial level are that:

- The impact of national policy framework on provincial growth and development relate to the fact that the national shift towards competitiveness and global economic integration, during 1996, has promoted growth in a number of export-focused sub-sectors, particularly the automotive industry. However, projected employment and growth targets under GEAR have not been met, and the level of savings and investment have not been adequate to underwrite real and sustained growth. Poverty remains a significant challenge and is concentrated in the former Bantustan areas.
- The provincial government has a somewhat limited role in developing economic, industrial and social sector policy. The main role of provincial governments is to coordinate and implement national policy. Provinces, do however, have major service delivery roles in education, health and social development, and have oversight over Local Government in many areas of policy. Provinces therefore make major choices regarding the sectoral and spatial distribution of public expenditure. These choices affect economic growth, job creation and poverty eradication (PGDP, 2004).

The Eastern Cape adopted the first Provincial Growth and Development Strategy (PGDS) in 1996, as an overall framework for socio-economic development in the province. The PGDS had the following constraints:

- It was not sufficiently informed about the socio-economic conditions of the Province.
- It was not sufficiently owned by the provincial government departments and social partners.
- After the merger of the former Transkei, Ciskei and portions of the Cape Provincial Administration, the Province lacked the administrative and institutional capacity necessary to drive coherent service delivery.
- During the time of adopting the PGDS, the local government sphere was undergoing significant changes some of which were posing governance challenges.
- The broad goals of the PGDS were not translated into clearly defined programmes that could be translated into departmental plans.
- The lack of clarity at the level of programmes and projects was reflected in very limited attention to linking the PGDS to provincial government budgeting processes.
- Neither institutional mechanisms nor monitoring and evaluation mechanisms were put in place to allow for re-orientation of departmental programmes and tracking progress therefrom during the lifespan of the PGDS.

In the process of developing and adopting the 2004 *Provincial Growth and Development Plan* for the Eastern Cape, several lessons were learned based on the experience with the 1996 Provincial Growth and Development Strategy. The lessons included the following:

- Certain minimum capacities are required within the provincial government and at municipality level to plan effectively and manage the implementation of PGDP programmes.
- Participation and ownership by all government departments, municipalities and social partners in the planning and implementation of the PGDP is needed.
- Clear understanding is needed of the role of the state, other agencies and social partners in promoting growth and development.

- The depth of poverty and the degree of inequality within the Province are the major constraints on development.
- In the context of the Eastern Cape, the social and economic aspects of growth and development cannot be separated.
- The provincial economy is concentrated on a limited number of sectors.
- Planning and budgeting should be closely linked, and the PGDP should provide strong strategic and programme planning framework to lead the allocation of state resources to development priorities.
- The Province has no unlimited resources in support of growth and development, and therefore, the PGDP must develop clear and prioritised programmes within a strong strategic framework to leverage additional resources from national government, donors and the private sector.

From the above, it appears that two distinct phases of macro planning were undertaken in the Eastern Cape provincial government since the advent of democracy in 1994. The first phase took place in 1996 when a broad socio-economic development framework was put in place. However, as noted above, this framework did not enjoy the support and buy-in of key role-players. Hence, in 2004, the Province moved towards its second phase of macro-planning marked by the introduction of the Provincial Growth and Development Plan. The PGDP was aimed at ensuring that the provincial government and its social partners were clear about the development priorities and programmes that would be pursued. The vision, objectives and targets of the PGDP will be analysed in more detail in the next section.

3. PGDP STRATEGIC FRAMEWORK: VISION, CONSTRAINTS, OPPORTUNITIES, OBJECTIVES AND TARGETS

The PGDP is a strategic framework that is expected to guide economic growth and social development in the Eastern Cape for the 2004-2014 planning, budgeting and service delivery implementation period. The PGDP, as the focus

of this study, is biased towards the rapid improvement of the quality of life of poor people in the Province. Its primary goal is the eradication of poverty in the Eastern Cape by 2014. The PGDP is a product of extensive consultation between provincial government, public entities, municipalities, business, organised labour, NGOs, and institutions of higher learning. Each of the components of the PGDP strategic framework will receive attention, namely: the vision; constraints; opportunities; strategic objectives; and targets (PGDP, 2004).

3.1 PGDP Vision

The vision espoused by the PGDP is:

“Eastern Cape, a compelling place to live, work and invest in, for all its people.”

3.2 PGDP Constraints

The PGDP planning process revealed the Province’s constraints in growth and development. The major constraints are:

- **Poverty:** Widespread and deep poverty, with 2/3 of the provincial population living below the poverty line, by 1999. Concentrations of poverty being far higher in the former Transkei and Ciskei areas.
- **Inequality:** The poorest 2/3 of households receive 9 per cent of the total income of the Province versus of South Africa as a whole where the poorest 2/3 of households receive 20 per cent of the total income of the country. The Eastern Cape is said to be more unequal than South Africa as a whole.
- **Unemployment:** Official reports reflect that unemployment rose from 23 per cent in 1995 to 30 per cent in 2001. However, it continued to rise, but fell from 32,7 per cent in 2002 to 29,9 per cent in 2005.

- **Underdeveloped agriculture:** Almost 2/3 of the provincial population lives in rural areas. However, the Province is only 20 per cent food self-sufficient.
- **HIV and Aids pandemic:** The Eastern Cape has been faced with a rapid rise in the prevalence of HIV and Aids since 1995 (PGDP, 2004).

3.3 PGDP Opportunities

While the Eastern Cape was bedevilled by numerous constraints at the time of formalising the PGDP, there were few opportunities of note:

- **Economic growth:** There has been a marked turn around in the economic performance of the Eastern Cape since 2000. Between 2000 and 2001, the Eastern Cape was the fastest growing province in South Africa with a real GDP-R growth rate of 6,2 per cent and 5,3 per cent respectively, compared to South Africa's real GDP growth of 3,5 per cent and 2,8 per cent.
- **Natural resources in the former homelands:** The land, water and forests are resources that can be utilised to eradicate poverty through the promotion of rural enterprises.
- **Industrial diversification:** Agro-processing industries can be developed using the natural resources of the former homelands as raw materials. The Coega and East London IDZs are expected to contribute to the stimulation of the manufacturing sector through increasing foreign direct investment, export promotion, and thereby stimulate local economic development.
- **Tourism development:** The Eastern Cape boasts a natural beauty that places it as a major eco-tourism destination. It possesses coastlines with diverse eco-species and a rich cultural heritage for a vibrant community tourism industry (PGDP, 2004).

3.4 PGDP Strategic Objectives

The PGDP strategic framework is expressed in terms of six strategic objectives: three key objectives (results/outcomes) and three foundational objectives (enablers). These are as follows:

- **Key objectives (results/outcomes):**
 - Systematic poverty eradication through a holistic, integrated and multi-dimensional approach to pro-poor programming.
 - Transformation of the agrarian economy and strengthening of household food security.
 - Consolidation, development and diversification of manufacturing and tourism.
- **Foundational objectives (enablers):**
 - Infrastructure development.
 - Human resource development.
 - Public sector and institutional transformation (PGDP, 2004).

3.5 PGDP Targets

The PGDP contains fourteen (14) targets set for growth and development in the Eastern Cape for the Period 2004-2014, with 2003 as the base year. These targets include achieving the following by 2014:

- To maintain an economic growth rate of between 5 and 8 per cent.
- To halve the unemployment rate.
- To reduce by between 60 and 80 per cent the number of households living below the poverty line.
- To reduce by between 60 and 80 per cent the proportion of people suffering from hunger.
- To establish food self-sufficiency in the Province.

- To ensure universal primary education, with all children proceeding to the first exit point in secondary education.
- To improve by 50 per cent the literacy rate in the Province.
- To eliminate gender disparity in education and employment.
- To reduce by 66 per cent the under-five mortality rate.
- To reduce by 75 per cent the maternal mortality rate.
- To halt and begin to reverse the spread of HIV and Aids.
- To halt and begin to reverse the spread of tuberculosis.
- To provide clean water to all in the Province.
- To eliminate sanitation problems (PGDP, 2004).

4. PGDP FLAGSHIP PROGRAMMES FOR 2004-2007

For each strategic and foundation objective, a set of flagship programmes are identified in the PGDP. These twenty-seven (27) PGDP flagship programmes were to be implemented in the MTEF period 2004-2007, with lessons drawn from them informing the review of the PGDP strategic framework and implementation mechanisms. These flagship programmes had clear programmatic, resource and institutional implications that required consideration by provincial government departments. Summarised under each strategic and foundation objective, below, are programmes that were identified to pilot the implementation of the PGDP:

- **Strategic objective 1: To eliminate poverty systematically through a holistic, integrated and multi-dimensional approach to pro-poor programming**
 - Expanded Public Works Programme
 - Water and sanitation programme
 - Housing programme
 - Comprehensive HIV and Aids, a n TB programme
 - Acceleration of social grants
 - Victim Empowerment programme

- **Strategic objective 2: To stimulate agricultural growth in the former homelands and integrate agrarian economies of these areas into the province and nationally**
 - Massive Food Production programme
 - Siyazondla Homestead Food Production programme
 - Integrated Nutrition programme
 - Agricultural Infrastructure programme

- **Strategic objective 3: To encourage the growth of labour-intensive manufacturing enterprises in district economic hubs**
 - Enterprise Development Fund programme
 - Auto-sector Research and Development programme
 - Agro-processing Support programme
 - Tourism Development programme
 - Forestry Development programme
 - 2010 Cultural Industry programme
 - Information and Communication Technology programme

- **Foundation objective 1: To accelerate the supply of skills that support economic growth and improve service delivery**
 - Provincial Learnership programme
 - FET and Higher Education transformation programme
 - Scarce Skills for Public Sector programme
 - Adult Basic Education programme
 - Early Childhood Development programme
 - Comprehensive HRD Strategy

- **Foundation objective 2: Provision of social and economic infrastructure to eradicate poverty and spatial imbalances**
 - Integrated Five-year Transport Infrastructure programme

- Strategic Rail Infrastructure programme
 - Kei Rail programme (East-Mthatha corridor)
 - Strategic Roads Infrastructure programme
 - Investment Promotion and Bulk Infrastructure Delivery programme (East London IDZ and Coega)
 - Umzimvubu Hydro-Electric Project
 - Gariep Water Transfer Project
- **Foundation objective 3: To strengthen the capability, capacity and systems of provincial and local governments, and transform key provincial departments**
 - Improved service delivery in the Departments of Health, Education, Social Development, Public Works, and Housing Local Government and Traditional Affairs
 - Local Government Capacity Building and Support programme
 - Strengthening the centre of government to drive PGDP implementation.

The PGDP recognises that the majority of the above programmes cut across mandates of provincial government departments, and thus require the active coordination of departmental efforts for their successful implementation. Most of these programmes also require active participation by national departments and municipalities. As such the alignment of the Integrated Development Plans (IDPs) of municipalities with the PGDP is important (PGDP, 2004).

5. PGDP INSTITUTIONAL IMPLEMENTATION FRAMEWORK

The PGDP acknowledges that the implementation of its programmes and targets required clear articulation in Five-Year Strategic and Performance Plans of Departments, Annual Performance Plans, and the unpublished Operational Plans. This articulation would come as a result of committing departmental budgets to PGDP priorities, and the need to ensure that PGDP priorities shape the strategic direction and operational activities of departments. Ongoing interrogation of the strategic and annual performance plans of departments, for alignment with PGDP programmes, became one of the coordination activities required for successful implementation of the PGDP.

Reporting on the implementation of the PGDP would thus form part of the mandatory reporting by departments. This reporting happens in line with the National Treasury Practice Note on In-Year Management, Monitoring and Reporting, published in July 2000. These reports would include:

- Monthly Financial Reports.
- Quarterly Performance Reports.
- Annual Reports.
- End-term Performance Reviews.
- Ten Year Review – 2014.

The Office of the Premier, through the Provincial Coordination and Monitoring Unit (PCMU), Provincial Treasury and the Department of Housing Local Government and Traditional Affairs would constitute the strong centre for province-wide integrated budgeting and planning. The work of departments would further feed into the Government Clusters, Cabinet Committees and the Executive Council (PGDP, 2004).

6. PGDP MONITORING AND EVALUATION FRAMEWORK

Ultimately, the Eastern Cape Monitoring and Evaluation system would contain the following components:

- Indicators.
- Data-gathering tools.
- Reporting formats.
- Database (web-based).
- Geographic Information System (for spatial referencing of departmental programmes and projects).
- Provincial Socio-Economic Profile.
- Departmental ICT supported Management information Systems.
- Capacity-building programme.

The monitoring and evaluation system would be hosted by a fully-capacitated PCMU in the Office of the Premier, working closely with the Provincial Treasury and the Department of Housing Local Government and Traditional Affairs. Eventually, the monitoring and evaluation systems of municipalities would require strengthening so that they link up with the provincial system (PGDP, 2004).

7. KEY FINDINGS OF PGDP ASSESSMENT STUDIES SINCE 2004

Some studies have been commissioned by the Office of the Premier since the adoption of the PGDP in the Province. It is worth noting the key findings of these studies, in order to locate properly the objectives of this study. These key findings are presented below.

7.1 Study assessing capacity to implement PGDP programmes (2004)

This study, which was conducted by Sizanang Development Institute in 2004 sought to assess the capacity and state of readiness of key provincial departments and municipalities in implementing the prioritised twenty-seven programmes of the PGDP and provide recommendations to carry the process of implementation forward. Findings emanating from this study were:

- **Defining the PGDP:** There is a view in some quarters that the PGDP is too broadly defined and that it includes all of the provincial government's activities e.g. Public Sector and Institutional transformation.
- **PGDP targets:** Some of the PGDP targets remain questionable e.g. infant mortality.
- **Human resources constraints:** A major stumbling block to the implementation of the PGDP is the lack of human capacity in terms of quality and quantity.
- **Budgets and budgetary alignment:** The Office of the Premier needs to ensure the alignment of departmental budgets with the priorities and programmes of the PGDP.
- **Developing partnerships for implementation:** Inadequate capacity of the provincial and local government sphere requires that the cooperation of the private sector and non-governmental organisations be marshalled.
- **Intra-provincial coordination (horizontal integration):** Coordination in planning and implementation between and across provincial government departments is vital for the successful implementation of the PGDP.
- **Coordination between provincial and local government (vertical integration):** Planning by the provincial government departments must link the PGDP programmes to IDPs of municipalities. District offices of provincial departments appear to be in competition, rather than cooperation, with municipalities.

- **Monitoring and evaluation:** Monitoring and evaluation is vital for the successful implementation of the PGDP, and requires strengthening across all levels. Appropriate targets and indicators should be developed for all programmes of the PGDP.

7.2 Assessment of the Provincial Growth and Development Plan (2009)

This study, conducted by the Eastern Cape Socio Economic Consultative Council in 2009, sought to assess the progress made in the implementation of the PGDP, review broad social and economic indicators in the Eastern Cape at the end of the first term of PGDP implementation, analyse the efficacy of PGDP programmes, and provide recommendations.

The core observation of this assessment was that, while there has been some improvement in key socio-economic indicators since 2004, the PGDP has not yet had the desired impact on the lives and well-being of the people of the Eastern Cape. While poverty has been reduced marginally, nearly seven out of ten people in the Province still live in poverty. Service delivery indicators such as water and sanitation show some improvement, however, there are still massive backlogs across a wide range of socio-economic measures. Key factors that have contributed to the lack of progress in PGDP targets are:

- **Policy environment:** The absence of an overarching, integrated medium to long-range national development plan or strategy has severely impeded the implementation of the PGDP. The PGDP has been expected to align with a myriad of national policies, and this has affected the efficacy of intergovernmental coordination and undermined centralization.
- **Resources:** The lack of adequate funding and technical resources continues to retard development. The absence of a national development policy has also affected the extent to which fiscal transfers and budgets have followed policy priorities.

- **Implementation:** The weakness of the PGDP lies not in its underlying strategy, but in its implementation. Adequate capacity in the public sector is a key concern.
- **Leadership:** The PGDP is not seen as a central enabling framework to which all initiatives must align. At the level of political leadership, the PGDP has no champion.

The assessment concludes that the strategic thrust of the PGDP is still relevant

8. CONCLUSION

It can be deduced that the Provincial Growth and Development Plan for 2004-2014 can be located within an intergovernmental system of integrated planning in South Africa marked by the Medium Term Strategic Framework and National Strategic Planning at national government sphere, the Provincial Growth and Development Plan at provincial sphere, and the Integrated Development Plans at local government sphere.

This chapter revealed that the Eastern Cape Provincial Government had to contend with challenges in its macro-development planning efforts. These challenges range from the need for proper definition of the planning regime itself. The status of the PGDP within an environment of competing national policy priorities as well as the absence of a single national development vision, and weak integrated development planning within the local government sphere, has remained a challenge. Secondly, the inadequacy of resources and capacity to drive the implementation of the PGDP flagship programmes, and the inability of the coordinating centre to mobilise resources outside government remain matters of concern. Thirdly, it has emerged that the alignment of development priorities and programmes of the PGDP with the budgeting process of government departments has not been effective. This stems from the fact that the PGDP itself acknowledged a need for close monitoring and evaluation of

departmental plans, and those of municipalities, including their ongoing orientation towards articulation, strategically and operationally, with the PGDP priorities and programmes. Once the priorities have been mainstreamed, reporting would happen in line with National Treasury requirements. By implication, the latter suggested a close cooperation between the planning unit in the Office of the Premier and the budget planning unit in the Provincial Treasury, and similarly, the planning units of provincial government departments and their budget control components.

Despite the fact that the design of the PGDP makes it the combination of a strategic framework and an implementation plan, the suggested flagship programmes are regarded as the starting point to assess the alignment of departmental plans to the PGDP.

It still has to be seen whether provincial government departments have made any attempt to embrace the PGDP flagship programmes in their strategic plans and processes, and what lessons can be learnt therefrom. This will be explored, further, in Chapter Eight after an exposition of the research design and methodology of this study has been provided in the next chapter.

CHAPTER 7

RESEARCH DESIGN AND METHODOLOGY

“Research is a process that involves obtaining scientific knowledge by means of various objective methods and procedures. The term, objective, indicates that these methods and procedures do not rely on personal feelings or opinions, and that specific methods are used at each stage of the research process. A research design is the plan according to which we obtain research participants, and collect information from them. In it we describe what we are going to do with the research participants, with a view to reaching conclusions about the research problem. Research methodology considers and explains the logic behind research methods and techniques.”
(Welman, Kruger & Mitchell, 2005:56)

INTRODUCTION

Research is a process through which one attempts to achieve, systematically and with the support of data, the answer to a question, the resolution of a problem, or a greater understanding of a phenomenon. Thus, research is a cyclical process by its nature (Leedy, 1997:9-10).

The purpose of this study is to evaluate the nature and extent of alignment between the strategic and performance plans of selected provincial government departments in the Eastern Cape and the Provincial growth and Development Plan for 2004-2014. This study falls in the broad category of implementation evaluation research, and leans more on assessing the process design. The main intentions of the study are to gain insights on how provincial government departments embraced, in a practical sense and through their planning processes, the development priorities and programmes enunciated in the Provincial Growth and Development Plan. The study seeks to identify and record changes in institutional processes and systems, if any, that were introduced by selected provincial government departments to ensure the

successful implementation of the PGDP. By implication, the study identifies the risks and gaps that pose a threat to the implementation of the PGDP programmes, and provides suggestions on how such risks can be mitigated in the future.

As has already been mentioned in this study a comprehensive audit of alignment between the PGDP and Strategic and Performance Plans of selected provincial government departments in the Eastern Cape is not limited to assessing the extent of harmony or strategic fit between the two planning levels, namely macro and departmental. On the contrary, this assessment sought to furthermore describe and examine the bases of alignment between the two planning frameworks. In this regard, this study does not only suggest strategies for addressing the identified points and sources of misalignment between plans, but proceeds to generate a conceptual framework for managing alignment between higher- and lower-order plans in the public sector, nationally and globally.

In the same vein, the researcher's interest in this study was not limited to whether plans align or not, but it was also focused on whether development priorities adopted by any government, at any point in time, find their way into the strategic plans and programmes of state agencies. Critical, for policy-makers, government planners, policy analysts and investors, is to understand the angle from which one should assess if development priorities of a government are an integral part of implementation processes or whether they merely appear in strategy documents to appease citizens and persuade them that the government cares.

Therefore, while this study utilised the Eastern Cape Provincial Growth and Development Plan as a test case, its findings will be generalised to any other macro-development plan at national or provincial level in the South African public sector. The latter includes the national strategic plan that the South African Government envisaged as this study was completed.

This chapter describes the research methodology followed in the study, including the research design, the data collection and analysis methods applied, and the manner in which the results of the study will be disseminated. Basic assumptions that

underpinned the study process and some of the major study limitations will be discussed at the end of this chapter.

1. RESEARCH METHODOLOGY AND APPROACH

The nature of the data to be collected and the problem studies determines the research methodology to be followed. According to Mouton (2001:161), qualitative evaluation approaches predominantly follow qualitative research methods to describe and evaluate the performance of programmes in their natural settings, focusing on the process of implementation rather than on quantifiable outcomes. This study has followed a methodological approach that comprises, firstly, an analysis or a desktop review of departmental plans and other documents, and, secondly, the collection of primary data through semi-structured interviews and focus group discussions.

Key documents that were subjected to in-depth review were Strategic Plans, Annual Performance Plans, Operational Plans and Policy and Budget Speeches. Of course, in the process of the study other documents considered as pertinent to the study were availed by the participants, and these were mainly provincial government sector strategies and strategic planning procedures or manuals.

Focus group interviews, also described as group in-depth interviews, consist of a small number of individuals or interviewees that are drawn together for the purpose of expressing their opinions on a specific set of open questions (Welman, Kruger & Mitchell, 2005:192). According to Welman *et al* (2005:201) group interviews are essentially a qualitative technique for collecting information that may not be collected easily by means of individual interviews. The selection of group in-depth interviews in this study was motivated by a need to elicit more information at a faster pace and lower cost. One other advantage of focus group interviews is that the researcher is able to clarify certain aspects of his or her questions at the same time for all the respondents. The nature of this study whose thesis is based on a technical concept of alignment, which has been defined in many ways in the South African public sector, stood to benefit in group in-depth interviews.

2. SAMPLING DESIGN AND TECHNIQUES

De Vos (2002:131) makes a distinction between the two main categories of sampling: probability and non-probability sampling. Probability sampling, which is mainly applied in quantitative studies, determines that each element in the population has the same known probability of being selected. Non-probability sampling, on the other hand, is not based on the occurrence of an equal chance of selection.

In this study, non-probability purposive sampling has been utilised. According to Welman *et al* (2005:204), in utilising purposive samples, qualitative researchers usually select individuals with whom to conduct unstructured interviews and focus group discussions. Often, preference is given to key informants who, on account of their position or experience, have more information than regular group members and are better able to articulate this information.

Ten out of thirteen provincial government departments in the Eastern Cape participated in this study. In the selection of provincial government departments, consideration was given to ensuring fair representation of departments within the Provincial Government Administrative Clusters that feed their work into similarly structured Cabinet Committees, and then to the Provincial Executive Council. The provincial government sectoral clusters, as at the time of study, were:

- **Economic Growth and Infrastructure Cluster:** Departments of Roads and Transport; Public Works; Agriculture and Rural Development; Economic Development and Environmental Affairs.
- **Social Needs Cluster:** Departments of Education; Health; Social Development; Human Settlements; Safety and Liaison; Sports, Recreation, Arts and Culture.
- **Justice, Crime Prevention and Security Cluster:** Departments of Safety and Liaison; Education; Social Development; Agriculture and Rural Development; Sports, Recreation, Arts and Culture, Education, Economic Development and Environmental Affairs.

- **Governance and Administration Cluster:** Departments of Local Government and Traditional Affairs; Office of the Premier; and Provincial Treasury.

It will be noted that the categorisation of provincial government departments under clusters creates a sense of duplication, where a provincial government department would appear in more than one cluster. This situation also prevails at a national government sphere, and is due to the fact that mandates of other government departments overlap on activities of other departments. More importantly, the cluster system was created to facilitate integration and coordination of government programmes across government departments for effective and efficient policy implementation. This necessitated the participation of some departments in more than one cluster.

However, for the purposes of this study, the selection of provincial government departments in terms of the cluster system attempted to avoid this duplication, and was carried out as follows:

- **Economic Growth and Infrastructure Cluster:** Department of Public Works, Department of Agriculture and Rural Development, and Department of Economic Development and Environmental Affairs.
- **Social Needs Cluster:** Department of Human Settlements, Department of Social Development, and Department of Education.
- **Justice Crime Prevention and Security Cluster:** Department of Safety and Liaison.
- **Governance and Administration Cluster:** Department of Local Government and Traditional Affairs, Office of the Premier, and Provincial Treasury.

The cluster system, that has been established in terms of the intergovernmental relations framework legislation, assists in enhancing policy and programme coordination between and across government departments and their public entities, which would otherwise not be realised if public institutions were merely allowed to focus on their legislative and policy mandates, with little or no concern about what other institutions are doing. This silo mentality accounts for the minimum overall

impact of government policies on the ground, duplication of efforts, and waste of public funds. The cluster-based planning and budgeting system, which the Provincial Growth and Development Plan: 2004-2014 envisages and suggests for implementation, lies at the centre of the alignment concept which underpinned this study.

Further to the selection of ten out of thirteen provincial government departments, falling within each of the four provincial clusters, each department had to be represented by the following analytical sub-units to extract a meaningful sample size:

- Key service branches or programmes of a government department that are involved in some kind of planning, monitoring and evaluation.
- Key components that deal with transversal programmes, including the twenty-seven PGDP flagship programmes.
- Regional offices, districts and service centres.
- Senior and middle management.

In each provincial government department key informants, for in-depth group discussions, were drawn from a combination of senior and middle management. Directors, Chief Directors, Deputy Directors General and Directors-General constitute the senior management service echelon in the South African Public Service (Republic of South Africa, 2003). Middle managers would, then, be Deputy Directors, Assistant Directors, and equivalent ranks, including officials with supervisory and resource management responsibilities. Preference was given to key informants who, on account of their position or experience in the provincial government department, in particular, and the Public Service, in general, would have more information or be able to accurately articulate this information.

Since a non-probability purposive sampling technique was used in this study, it was necessary to predict the key components or business units that would hold institutional memory regarding the problem that is investigated in this study. In this regard, key informants were drawn from the following components within the provincial government departments:

- Strategic Planning;

- Economic Planning.
- Spatial Planning.
- Infrastructure Planning.
- Integrated Development Planning.
- Budget Planning and Control.
- Policy Research
- Fiscal Policy.
- Research and Demography.
- Monitoring and Evaluation.
- Municipal Support.
- Municipal Finance.
- Land Administration.
- Expanded Public Works Programmes.
- Special Programmes.
- Premier's Priority Programmes
- PGDP Flagship Programme Units.
- Regional and district offices.

One focus group was organized for each selected provincial government department. Each focus group comprised of between ten and twenty participants. It must be mentioned that the selection of participants from the identified components in a department was facilitated by the Research with the support of the Strategic Planning Units in provincial departments. The study was viewed as benefitting the selected government departments such that participation in focus group discussion reflected different age groups, race and gender. It was incumbent on the identified components to ensure that they were represented in the sessions.

All the focus group sessions, were preceded by introductory meetings with Heads of Strategic Planning Units in the selected provincial government departments. The introductory meetings were intended to outline and engage in preliminary discussions on the purpose of the study, the methodology followed, the data collection techniques followed, the nature of focus groups envisaged, and also to discuss all issues regarding preparations for the focus group sessions. These

engagements were also recorded as part of the field study. Valuable input was made during the introductory meeting in relation to the study direction and participation during the in-depth group interviews.

At the commencement of this study, only seven provincial government departments were selected for participation. However, at the completion of this study, ten provincial government departments and one public entity had participated. The increase in the number of selected provincial departments arose as a consequence of desktop analysis of plans of provincial departments that pointed to a need for closer examination of Governance and Administration Cluster departments than was anticipated. Strategic performance plans of provincial departments were demonstrated key linkages between their responsibilities on the implementation of the PGDP and those of departments that were initially excluded from the sample. Those linkages, if any, needed to be examined at the level of plans of the excluded provincial government departments. As such, the additional departments were treated in the same way as other provincial departments, which warranted their inclusion in the sample. .

A public entity that has been central to the development and ongoing evaluation of PGDP implementation, namely the Eastern Cape Socio-Economic and Consultative Council (ECSECC), was selected to participate in this study. ECSECC is a public entity that supports, and is accountable to, the Office of the Premier.

Welman *et al* (2005:69) acknowledge the fundamental shortcoming of purposive sampling as different researchers may proceed in different ways to obtain a sample. It was not entirely possible during the planning phases of this study to assess the extent to which the selected sample would be sufficiently representative of the target population. This was aggravated by the application of snowball sampling since it was necessary to include sampling units as the study unfolded. For instance, the need to engage three more provincial departments and ECSECC arose out of issues provincial government departments were raised regarding the very design of the PGDP itself.

3. DATA COLLECTION METHODS

It seems that a research question determines not only the research objectives and units of analysis, but also the data sources and eventually the data collection techniques to be used (Wessels, 1999:403). Qualitative data collection methods were utilised in this study. The use of this approach in this study is supported by Babbie and Mouton (2001:341) who assert that predominantly qualitative methods of data collection and analysis are appropriate for implementation evaluation studies, and a combination of qualitative and quantitative methods is desirable in outcome evaluation studies. Outcome evaluation studies are concerned with whether implemented programmes have achieved the intended results or effects, that is, to measure the relative success of a programme or intervention. Implementation or process evaluation studies, on the other hand, are aimed at generating information about the extent of programme delivery in order to substantiate claims about the usefulness of outcomes of an intervention. An intervention can only be replicated elsewhere if one knows in great detail how it was implemented in the first instance.

In this study, the following data collection techniques were used to gather information on the processes of implementing the PGDP within the eight selected provincial government departments in the Eastern Cape.

3.1 Analysis of other studies

When researchers collect their own data, it is called primary data. Should they use data already collected by other researchers concerning other research problems, this data is referred to as secondary data (Brynard & Hanekom, 1997:28). Previous related studies, conducted locally and internationally, on strategic planning, both in the private and public sectors, were consulted in this study. This therefore constitutes an analysis of secondary data.

3.2 Analysis of other documents

Five chapters in this study were dedicated to an extensive literature review. The literature study covered theories, philosophies and practices of strategic management broadly. There was a specific focus on reviewing public sector strategic planning practices and nine countries were studied in this respect. These were:

- India.
- South Korea.
- United States of America.
- Caribbean Islands.
- Tanzania.
- Botswana.
- New Zealand.
- Malaysia.
- Uganda.

A thorough review of the legislative and policy framework that guides strategic planning in the South African public sector was also conducted. In this respect, a detailed analysis of the Eastern Cape Provincial Growth and Development Plan for 2004-2014 was undertaken since it constitutes the primary focus of this study. Policy speeches, strategic plans and annual performance plans of selected provincial government departments were examined in depth.

3.3 Focus group discussions

Subjects were identified in selected provincial government departments for more detailed qualitative focus group discussions. This was intended to assist the researcher in gaining a deeper understanding of the issues and to assist in the verification and validation of the results of the analysis of provincial government department plans and reports.

Focus group guidelines were developed to consider common themes arising across the selected provincial government departments. The focus group discussions centred on the following key questions:

- The extent to which the provincial government department embraced the PGDP priorities and programmes in its planning, budgeting and implementation processes.
- The subjects' appreciation of institutional reforms undertaken by the government departments after the adoption of the PGDP by the Executive Council.
- The subjects' understanding of risks and gaps that require attention of departments to ensure successful implementation of the PGDP priorities.

Guidance on developing focus group protocols was sought from the writings of Welman *et al* (2005:196) and Babbie & Mouton (2001:102). These authors agree on the structure of a focus group when they suggest that discussions commence with the researcher introducing the purpose of the investigation, participants making opening statements on the topic, the researcher setting ground rules, and asking leading questions as well as making concluding statements.

A standard presentation was made in introducing the study. This had to be so, in view of the fact that the study was centred on a technical concept of alignment in public sector strategic planning. The opening presentation sought to clarify the problem statement, how it manifest itself, what the literature says about it, and what has informed the structuring of guiding questions for the focus group discussions. The presentation laid a basis for in-depth and more critical discussions than would have been the case had questions just been raised with participants without indicating what informed those lines of questioning. Subsequent to the opening presentation, a summary of the PGDP was made for all participants in a power-point presentation format, for ease of reference. This was intended to guide the discussions and ensure that focus was kept on the area being investigated rather than on the broad challenges facing public service delivery within provincial government departments, even though these are intertwined.

There are few other issues that are worth mentioning at this stage regarding the focus group discussions that were undertaken within the ten selected provincial government departments and one public entity. These issues are:

- The initial proposed method of data collection was that of structured personal interviews, however, it proved both cumbersome and inadequate to follow that route when field work was embarked upon. The detailed analysis of plans, policy and budget speeches and reports of government departments that formed part of the sample pointed to the need for a deeper interrogation of matters pertaining to strategic planning, including the concept of alignment itself. A standard presentation of strategic planning philosophies and practices, in South Africa and globally, was made to open up discussions. This presentation provided a framework for further discussions. Critically, the presentation sought to share with subjects the emerging alignment model for public sector strategic planning. Consequently, the focus group discussions sought to test the Strategic Planning Alignment Model that forms part of the key findings of this study.
- Focus group discussions were organised as mini-working group sessions, with the support of strategic planning components of the selected government departments, and in some instances refreshments were organised by relevant government departments.
- A one-on-one engagement took place with the Heads of Planning in the selected government departments prior to undertaking a focus group discussion. This engagement was also used as an opportunity to identify two or three critical officials to be part of the planning of the focus group sessions.
- The organisation of focus group discussions proved a mammoth task and the researcher had no option but to recruit two research assistants (postgraduate students) who assisted in arranging meetings with provincial government departments, recorded and transcribed proceedings, and undertook follow-ups on documents referred to during focus group discussions. For the research assistants to be effective, they had to submit curriculum vitae, were interviewed for the job, given a job description, and paid a specific stipend per month including operational costs for travel and communication. More importantly, the research assistants were taken through an induction programme to ensure that they had a thorough understanding of the purpose of the study including what

would be expected of them during the fieldwork. The induction programme of research assistants included taking them through research methods and applications, using this study as a test case.

- Focus group discussions varied from ten to twenty people in each selected provincial government department. In the Economic Growth and Infrastructure Cluster fifty-three officials participated, and these were comprised of eighteen officials from the Department of Public Works, sixteen officials from the Department of Agriculture and Rural Development and nineteen officials from the Department of Economic Development and Environmental Affairs. For the Social Needs Cluster sixty-one officials participated in focus group discussions. These were constituted of twenty-one officials from the Department of Human Settlements, nineteen officials from the Department of Social Development and twenty-one officials from the Department of Education. For the Governance and Administration Cluster thirty-four officials participated in the focus group discussions. These comprised of eleven officials from the Department of Local Government and Traditional Affairs, twelve officials from the Office of the Premier and eleven officials from the Provincial Treasury. The Justice Crime Prevention and Security Cluster was represented by the Department of Safety and Liaison in which nineteen officials participated in the focus group discussions. Only one public entity in the Province participated in the focus group discussions, and this is the Eastern Cape Socio Economic Consultative Council, in which seven officials participated in the study.

While the focus group discussions were intended to collect data on the subject under investigation, the approach that was followed in their facilitation was educative. After the outline of the purpose of the study and the principles that underpin it, the researcher explained the thesis, including salient issues that had emerged during the literature study. A suggestion was made at the end of focus group discussions that the researcher, as part of contributing to the discipline, consider developing and presenting a module for government planners and monitoring and evaluation practitioners in the government-funded transversal training programme administered by the Fort Hare Institute of Government.

4. DATA ANALYSIS AND INTERPRETATION

Wessels (1999:406) contends that the application of the various methods and techniques of data collection leads to different types of data-sets with different techniques of interpretation. This viewpoint is supported by Bradley (1997:31) when he cautions that attempts to reduce into numbers data on phenomena that have been collected through qualitative techniques is disastrous to the selected study approach. It is against this background that data collected through focus group discussions were organised under specific themes that mirror the suggested Strategic Planning Alignment Model (SPAM) that has emerged from this study. Qualitative data was thereafter transcribed into relevant thematic areas. Each thematic area had a set of guiding questions for the focus groups. As Rubin and Rubin (1995:226-227) put it, data analysis begins while the interviews and focus group discussions are underway. This preliminary analysis guides the researcher in respect of how to redesign one's questions to focus on central themes as one continues with interviewing. After the interviews, one begins a more detailed and fine-grained analysis of what one's conversational partners have revealed. In this formal analysis, one discovers additional themes and concepts that build towards an overall explanation. To begin one's final data analysis, it is, therefore, important to put together all the material from the interviews that speak to one theme or concept.

Data collected in the analysis of the departmental plans and policy speeches were analysed qualitatively. For each selected provincial government department, the data were captured and presented in an Alignment Evaluation Matrix, following the identified themes. Under each Alignment Evaluation Matrix, data collected through focus group discussions were presented and analysed in accordance with the themes followed during discussions. However, themes can be described as 'umbrella' constructs which are usually identified by the researchers before, during, and after the data collection process (Welman, Kruger & Mitchel, 2005:211).

5. DISSEMINATION OF STUDY RESULTS

Results of this study will be disseminated using the following methods;

- Submission of the research report to the Nelson Mandela Metropolitan University, in fulfillment of the requirements for the completion of a *Doctor Philosophiae* in Public Administration qualification.
- Publishing of research results in academic journals, jointly with study promoters.
- Presentation of research results at professional conferences and government summits.
- Professional publication of the thesis with prior approval of the Nelson Mandela Metropolitan University.

6. ETHICAL CONSIDERATIONS

Wessels (2001:238) states that because scientific research is a form of human conduct, it follows that such conduct has to conform to generally accepted norms and values. Mouton (2001:240) further indicates that the scientific community decides on what counts as morally acceptable behaviour in the domain of science. Ethical issues arise from the researcher's interaction with people, animals and the environment. For instance, researchers, in accordance with Mouton (2001:239) have the right to collect data through interviewing people, but not at the expense of the interviewee's right to privacy. Further to this, there are other universally-accepted ethical considerations that place obligations and responsibilities upon researchers, as scientists, in the course of a scientific study. Researchers carry obligations to:

- The practice of science (professional ethics).
- Society.
- The subjects of science.
- The environment (Mouton, 2001:239).

Presented hereunder are some of ethical considerations that the study had to take account of and which were successfully observed in the course of the study:

- Informed consent was requested in each selected provincial government department prior to focus group discussions.
- A high level of anonymity, privacy and confidentiality of data was maintained during the course of the study. No subject was identified by his or her name during data collection. Prior consent was requested to capture the proceedings

of focus group discussions on tape. The tape recorder remained in the custodianship of the researcher after each focus group discussion. Research assistants were trained not to capture data using respondents' names but on the basis of themes.

- All sources consulted directly or indirectly have been acknowledged.
- Research results will be disseminated to the co-funders of the study, in this instance, the National Research Foundation and the Cannon Collin Education Trust for Southern Africa, who contributed financially during the first three years of the study.

7. ASSUMPTIONS AND LIMITATIONS OF THE STUDY

When a study is initiated a research plan is developed with the ultimate goal of responding to the research questions in a scientific way. A research project relies not only on the input of a researcher but is dependent, in the main, on the participation of other people and certain actions taking place at a particular stage of the research process. Primarily, the research process departs from a set of assumptions. The gravity of the assumptions is also affected by the duration of the study. The longer the study period, as is the case in a doctoral study, the more assumptions prevail. , The length of the study exposes it to certain limitations. In a nutshell, while a number of things are anticipated at the commencement of the study, conditions on the ground present new limitations that the researcher must contend with. Research experience also relates to the ability of the researcher to identify measures and interventions that address the limitations that arise and thereby ensure that the researcher moves the study to its conclusion.

Key assumptions and limitations which this study moved from are summarised below.

7.1 Assumptions of the study

- At the commencement of the study, the PGDP was understood to be the strategic framework that was informing planning within provincial government

departments. At the time, it was thought that this would remain the case for the duration of the study, and for an even longer period of time, since the timeframe of the PGDP is from 2004-2014. In the course of the study it emerged that the PGDP was counted amongst the key planning frameworks that guided departmental planning processes. This Plan did not take precedence over national sector priorities of the selected provincial government departments. In fact, PGDP priorities were considered in the same light as national government priorities.

- Despite the fact that labour turnover was high within provincial government departments during the transition period, it was assumed that incumbents to the new posts would proceed with the work their predecessors had been doing with respect to PGDP programmes. This included political heads of departments, especially in situations where the ruling party had not changed, in a particular province. As such, even where officials had changed offices, over time, there would be sufficient institutional memory remaining in so far as PGDP programmes were concerned so as not to impact negatively on strategy implementation. Provincial government departments had gone through a transition of terms of government from 2004 to 2009, and from 2009 to 2014. The momentum and level of enthusiasm with which the process of developing the PGDP at the beginning of the 2004-2009 electoral cycle was managed could not be found at the time direct contact was made with the selected provincial government departments. However, this did not have any impact on the study since the PGDP was still regarded as a planning framework for the Provincial Government, irrespective of the level of commitment to it.
- Since the PGDP, as a strategic framework, had been extensively marketed in the Province, and with all provincial government documents branded with the PGDP vision and goals, it was hoped that the PGDP would have been internalised by senior government officials to the extent that it would take precedence over other planning frameworks. As such, the Provincial Treasury itself, in the execution of its allocative efficiency function, would be utilising the PGDP development priorities to guide decisions for appropriate resource allocation in the Province, working in collaboration with the Office of the Premier. This was confirmed to be the case, but to a lesser extent due to employee turn-

over between 2004 (adoption of the PGDP) and 2009 to 2010 (when direct interaction with provincial government departments was made).

- Based on the fact that a Planning, Coordination and Monitoring Unit (PCMU) was established within the Office of the Premier, subsequent to the adoption of the PGDP by the Executive Council, it was thought that this unit would be a repository for critical information on how the PGDP implementation process has unfolded in the Province, including the mechanisms that have been tested, over time, to facilitate alignment between the PGDP and plans of provincial government departments, including municipalities. The latter was understood to be the primary focus of this Unit, and a basis for future monitoring and evaluation of departmental programmes. The PCMU capacity had also been enhanced with Sector Specialists, people with a thorough and deeper appreciation of their sectors, and who would provide technical advice to government departments, as part of their coordination responsibilities. This was the case, however, to a limited extent. A number of officials who had been recruited to enhance the capacity of the PCMU during its establishment had since left the Office of the Premier to join other provincial and national government departments, and the private sector. Those officials had since been replaced by new officials who could not relate accurately on how the process of the implementation of the PGDP unfolded in the province. This gap, as will be revealed in the next chapter, was filled by officials in line departments who had been with the province since the inception of the PGDP. The need for including the ECSECC in this study arose out of this situation.

After the mitigating strategies indicated above were applied, and when some of the above assumptions were partly, and in certain instances wholly, disputed by reality, special interventions had to be undertaken to ensure that the primary purpose of the study would be realised. Some of these interventions included a need to adjust the research methodology, involving a need to expand the sample size and review the data collection approach. For instance, under the above circumstances, the individual one-on-one interviews were found to be inappropriate, as subjects would not be able to respond to certain questions due to the incoherence in institutional memory within departments; hence the focus group discussions were found to be more desirable.

7.2 Limitations of the study

Despite some of the interventions that were introduced, certain limitations still posed a challenge to this study. A few of the limitations are outlined below:

- Turnover in political leadership and administrative heads in selected provincial government departments had a bearing on the ongoing championing of the PGDP. For instance, the Departments of Education, Human Settlements (formerly, Housing), Local Government and Traditional Affairs, Agriculture and Rural Development, and Social Development were the most affected. However, the effect of the changes was felt most severely by the Department of Education, where, as will be revealed in the next chapter, each top leader arrived with his or her set of priority areas, that the departmental management should focus on, as expressed on what would be called a Turn-Around Plan. Structures, processes and systems were adjusted in the department to realise the new focus areas, which in certain instances, meant a reversal of past executive management decisions.
- While the field study was in progress, one research assistant resigned upon getting employed in the private sector and had to be replaced. The necessary training had provided to the new research assistant, while active engagement with the selected provincial government departments was underway.

8. CONCLUSION

It can be concluded that this study followed scientifically acceptable research methods and techniques. A qualitative study approach was followed since the study was aimed at evaluating how and to what extent a macro-plan of a Provincial Government had been integrated in the lower-level plans of government departments through strategic planning processes. To this end, data were collected qualitatively through review of plans of government departments and in-depth focus group discussions.

The key plans that were collected and analysed were strategic performance plans for 2005-2009, Annual Performance Plans for 2008-2011, Policy and Budget Speeches for 2008-2009, and the Operational Plans for 2008-2009. Focus group discussions were comprised of between ten to twenty participants drawn from key components within departments whose work either involved planning, implementation, monitoring and evaluation of key PGDP flagship programmes. The number of focus group participants varied from government department to government department. The focus group sessions included representatives of regional or district offices in the selected provincial government departments that had such offices.

All focus group sessions were preceded by introductory meetings with Heads of Strategic Planning Units in selected provincial government departments. A snow ball technique was applied in instances where the informants pointed to critical information held by certain individuals or organisations which were not targeted at the commencement of the study. By the completion of the study direct contact had been made with ten provincial government departments, out of the thirteen that existed at the time, and one public entity. This should be understood in relation to the seven provincial government departments that were initially selected to participate in the study.

The data collected qualitatively were analysed qualitatively. A desktop review of plans of departments was undertaken utilising an Alignment Evaluation Matrix that was designed based on the literature study that was conducted, in particular theories that pertain to alignment in strategic planning. With regards to focus group discussions, data was presented in common thematic areas that were informed by the manner in which focus group guidelines were designed. Once again, the literature on alignment in strategic planning informed the structure of focus group guidelines. As such, there was triangulation of data collected and analysed, either through desktop study or focus group discussions. Conclusions were drawn on the basis of emerging patterns within the two data sets for the selected provincial government departments. Further conclusions were drawn through a comparative analysis of common issues emerging across departments

The study process confirmed that research is an involved and iterative process during which one does not necessarily pass through one phase without having to return to it later on, to confirm certain assumptions, and enhance the previous phase with new information that has subsequently emerged.

Research sharpens the decision-making capabilities of the researcher, as a number of decisions are taken in the course of the study. This happens, in particular, when certain assumptions are challenged by realities during the course of the study. The research itself, also, revealed some political sensitivities which required meticulous management so that the findings in this regard were not released at an inappropriate time to the detriment of the study itself.

Another lesson learnt was that when unexpected information emerges, the researcher should strive to remain objective rather than raise an alarm on matters which may not have been considered as being high risk. However, the extent to which the study succeeded in navigating its way through these methodological complexities will be tested in the next chapter where the results of the study are presented and analysed.

CHAPTER 8

PRESENTATION AND ANALYSIS OF RESULTS

“Since the establishment of clusters in 1999 there have been a number of achievements from which lessons can be drawn. However, there are a number of challenges that have been identified which may impede progress if not effectively managed. Moreover, clusters also built and resuscitated integrated and budgeting alignment processes within government in advancing new thinking approaches and creativity. All clusters have been able to develop and monitor Integrated Programmes of Action. However, integrated resource and budgeting for cluster priorities remains the domain of individual departments, thus leaving broader sector priorities exposed to the voluntary participation and commitment of individual Heads of Departments.” (Office of the Premier, 2009:17)

INTRODUCTION

In this chapter the findings of the study will be reported and discussed. The study results are presented for the ten provincial government departments that formed the study sample, which are in turn grouped under the provincial administrative clusters they were allocated under at the time of the study. The latter has been done to promote ease of comprehension of the study results.

In presenting the findings, firstly, the results of an Alignment Evaluation Matrix that was utilised in undertaking a desktop analysis of departmental plans and policy documents is presented and its main trends and patterns analysed. It is important to note that the matrix was derived from the theories of strategic planning and alignment that were analysed in the previous chapters of this study. The design of the matrix served to weave in the conceptual framework on which this study was grounded.

Further to this, the key findings of the focus group discussions are presented in a narrative form and analysed for each of the provincial government departments and public entities that formed the study sample. The findings of the focus group discussions are organised under common thematic areas that were adopted to guide the focus group discussions, including those that might have emerged during the preliminary data analysis, as the fieldwork progressed. Discussions of the research findings are located within the research questions and study objectives as well as the Strategic Planning Alignment Model which emerged from the in-depth literature review that was undertaken as part of this study.

It must, however, be mentioned at this stage that the names of some of the provincial government departments changed at the time the final data analysis was underway. This emanated from a process of the reshuffling of Executive Council members within the Provincial Government which was influenced by the re-organisation of government departments, during November 2009, in line with the deployment strategy of the ruling party in respect of Members of the Provincial Legislature. For the purposes of this study, the names of provincial government departments are kept as they were when the data collection and testing of the Strategic Planning Alignment Model were conducted. The renaming of provincial government departments as part of reconfiguration of the Eastern Cape Provincial Government does not have a bearing on the study results. Instead, the restructuring of the provincial government should be viewed in light of the challenge facing provincial government with regards to policy implementation. The restructuring of provincial government departments was informed by the necessity to ensure efficiency and effectiveness of the Provincial Administration in the implementation of programmes that are outlined in the Eastern Cape Medium Term Strategic Framework.

The results of the study are presented below in terms of the administrative clusters according to which provincial government departments are organised in the Eastern Cape. Findings for selected provincial departments falling under the Economic Growth and Infrastructure Cluster are presented, followed by the Social Needs Cluster, the Governance and Administration Cluster, and finally the Justice, Crime Prevention and Security Cluster. The chapter concludes with a discussion of the

outcomes of the interaction with the Eastern Cape Socio-Economic and Consultative Council.

In all cases, the evaluation process entailed both a desktop review of performance plans of each participating department, as well as a subsequent engagement of departmental managers and officials through in-depth focus group discussions. Matters that were found to be unclear in the analysis of departmental plans were verified during focus group discussions to ensure a better comprehension of issues.

The focus group discussions were preceded by a meeting between the researcher and the Strategic Planning and Monitoring and Evaluation component of a particular department wherein the purpose of the study was introduced, and the format of the focus group discussion was considered. Preliminary discussions on the subject matter ensued during the introductory meeting, including an exchange of notes that would enhance the focus group discussion session. A standard presentation that the researcher prepared was circulated to the focus group participants a week before the focus group discussion to brief them on key issues pertinent to the study.

1. ECONOMIC GROWTH AND INFRASTRUCTURE CLUSTER

Presented hereunder are key findings of the qualitative evaluation of the plans and processes in the provincial government departments constituting part of the Economic Growth and Infrastructure Cluster, which are:

- The Department of Public Works.
- The Department of Agriculture and Rural Development.
- The Department of Economic Development and Environmental Affairs.

1.1. Department of Public Works

1.1.1. Alignment Evaluation Matrix Results

Table 9 below illustrates the nature and extent of alignment between the strategic and performance plans of the Department of Public Works (DPW) and the Provincial Growth and Development Plan 2004-2014. These findings emanate from the

desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from the literature study.

Table 9: PGDP Alignment Evaluation Matrix for DPW

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Public Works
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal 4: Contributing to poverty and unemployment		Implement EPWP programmes Implement SMME support programmes	EPWP targets
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Implement Infrastructure Delivery Improvement Programme	Implement Infrastructure Delivery Improvement Programme	Implement Infrastructure Delivery Improvement Programme	Implement Infrastructure Delivery Improvement Programme
	Human resource development	Expanded Public Works Programme -	Implement EPWP programmes	Implement EPWP in all buildings	Implement EPWP programme	Implement EPWP in all buildings

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Infrastructure		infrastructure projectsImplement strategies and programmes to support SMME development and empowerment		infrastructure projects
Public sector and institutional transformation		Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	Strategic Goal 2: Improving service delivery	Implement Infrastructure Delivery Improvement ProgrammeAchieve high service delivery levels by meeting government accommodation needs	Improving service delivery	Manage immovable provincial assets Implement IDIP
		Local Government Capacity Building Programme	-	-	-	-
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Programme				
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	Implement the Artisan Development Programme	Implement the Artisan Development Programme	Implement the Artisan Development Programme	Implement the Artisan Development Programme
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	EPWP programme	EPWP programme	EPWP programme	EPWP programme

Technical analysis:

Context Linkages	Strong articulation of the PGDP, as a guideline to departmental planning. Two strategic goals are framed around the PGDP outcomes
Process Linkages	EPWP programmes are the main driver of collaboration with other sector departments. A bottom up approach to planning is promoted.
General Observations	National sector priorities are not adequately articulated in departmental plans. Linkages with local government IDP processes are not coming up prominently. Plans of the Department are generally inward-looking without reference to the strategic priority projects of the Province that are driven by other sector departments.

While the preceding matrix depicts, technically, key linkages between various plans of this department and the PGDP: 2004-2014, these outcomes should be read in conjunction with the results of in-depth qualitative interviews that were undertaken within the DPW which are outlined below.

1.1.2. Findings of focus group discussion

A focus group discussion was convened in the DPW to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP: 2004-2014. The focus group discussion took the form of a mini-workshop in which the senior and middle managers at head office and three out of six regional offices participated. The head office components were represented by twelve managers and officials while the three regions were each represented by two managers. The focus group discussion was preceded by a meeting between the researcher and the Strategic Planning and Research component of the DPW to outline the purpose of the study and to consider the format of the focus group discussion. Preliminary discussions on the subject-matter commenced during the introductory meeting, and involved the exchange of notes that would enhance the focus group discussion. A standard presentation that the researcher prepared was circulated to the focus group participants a week before the discussion. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussion commenced with the participants confirming which PGDP programmes each is responsible for or contributing to. These were said to be the Expanded Public Works Programme (EPWP), Infrastructure Delivery Improvement Programme, and Rural Development and Agrarian Transformation. With regards to the EPWP, the discussion revealed that this was a national programme aimed at facilitating the creation of job opportunities with every province having a national target set in each year. The EPWP was said to be managed by a component that is led by a Director. A provincial steering committee was reported as being in place, and that it served as a platform in which other sector departments and municipalities participated. The work of the EPWP fed into the Technical Support Group and then to the Premier's Coordinating Forum. EPWP is a programme that promotes labour-intensive methods and skills development in infrastructure development such as housing, roads, buildings, dams; and social services such as Early Childhood Development (ECD) and Home Based Care.

Regarding the Infrastructure Delivery Improvement Programme (IDIP) the discussions revealed that the DPW served as an implementing agent for the Department of Health on the Hospital Revitalisation Programme and the provision of clinics; the Department of Education with regards to the School Building Programme; and the Department of Sports, Recreation, Arts and Culture in respect of Community Halls. It also surfaced during discussions that the DPW supported the sector departments in their infrastructure programmes without being part of their decision-making on prioritisation; and in many instances, its client departments would change priorities without its knowledge, affecting its internal resource allocation processes. It transpired that attempts made over the years, with the support of Provincial Treasury, to put in place a Provincial Infrastructure Plan, have been in vain. The main reasons for this situation were said to be, firstly, the poor planning within line departments that manifested itself in the late submission of projects forming part of the Provincial Infrastructure Plan that is required to support the Provincial Budget before it is approved by the Provincial Cabinet. Secondly, the Provincial Municipal Infrastructure Task Team, that was said to be led by the Department of Local Government and Traditional Affairs was view as ineffective. It was always hoped that

this task team would assist with better coordination of infrastructure planning within the province. However, this was not the case.

The discussions also revealed that the DPW managed office accommodation on behalf of all provincial government departments. This, it was said, was done through a managed lease portfolio with the intention to construct office complexes where the Province did not have its own buildings. It was indicated that the DPW was using the Property Management function to turn around ownership patterns within the property industry as a job creation and black economic empowerment strategy, thereby contributing to the PGDP goal of poverty eradication. As part of the property industry transformation, it emerged that the DPW had launched a Small Towns Revitalisation Programme aimed at stimulating small economies and creating jobs leveraging on property management.

- **Fiscal alignment**

During the discussions it emerged that the EPWP did not have a separate budget, but that, within existing project budgets, a certain portion is set aside for labour-intensive methods of service delivery. These budgets were said to be allocated to various provincial government departments and municipalities. In this respect, the DPW was providing support and guidance to departments through its sector specialists, managing statistics on jobs being created per sector, and providing support on skills and mentorship programmes.

It transpired during the discussions that the Infrastructure Delivery Budget was not centralised within the DPW and that sector departments like Education, Health, and Sports, Recreation, Arts and Culture were responsible and accountable for their budgets.

It also came up that the Department lacked funds for the construction of new offices in the Bhisho-King Williams Town Corridor and at regional level. As a consequence of this, the DPW continued to lease office space and this was proving uneconomical for the provincial government.

The pilot programme for Small Towns Revitalisation, targeting nine small towns in the Province, was said to be in its infancy, and yet was already confronted with budget constraints. As a result, only the Alice Pilot Project had taken off the ground.

- **Capability alignment**

The lack of resources for capacity building was highlighted as a key constraint to service delivery. It was revealed that the DPW was implementing its programmes through skills that are drawn from the construction industry within the Province. Due to inadequate capacity in the construction industry, it transpired that the DPW has a unit dedicated to facilitating the development and support of emerging contractors. It was indicated that the DPW had a database of emerging contractors that are categorised in terms of the services they provide and the level of skills they possess. It was revealed during discussions that the DPW had partnered with the Department of Human Settlements and the Eastern Cape Development Corporation to strengthen the emerging contractor support programme, since these organisations had similar programmes. Further to this, it transpired during discussions that the DPW had commenced an Artisan Development Programme aimed at creating a critical mass of skills for infrastructure development in the Province. This programme, dubbed Accelerated Professional and Trade Competency Development (APTCoD) programme was implemented in collaboration with FET Colleges.

One area of capacity where the participants indicated that the DPW has not made significant inroads was in respect of the construction materials supply, which was regarded as a huge component in construction. Material in construction was said to be sourced from outside the Province and this was depriving the Province of further job creation benefits that could be realised where local production of materials is promoted.

A common view that emerged during this discussion was that these capacity building interventions were a step in the right direction, yet they had not resulted in any recognisable impact on the ground. To do so, these initiatives needed to be supported through appropriate resource allocation.

- **Spatial alignment**

The Small Towns Revitalisation Programme was said to be an initiative where the DPW is spatially targeting its property management transformation responsibility and this would be expanded to other areas. One other element of the programme was said to be the contribution that the DPW was attempting to make in rural development as some of the prioritised towns were within rural municipalities.

An area which the DPW confirmed that it had not mastered was the facilitation of the development of an Integrated Provincial Infrastructure Plan that should be linked to the Medium Term Expenditure Framework and be spatially referenced.

- **Risks, constraints and proposed remedies**

It transpired during the discussions that State land was part of the property portfolio being managed provincially by the DPW. The Premier had delegated to the Member of Executive Council for Public Works custodianship over State land. It was revealed that 57 per cent of the provincial land is State-owned. However, the release of State land, especially in the former Transkei and Ciskei areas, for development programmes was said to be a major constraint to service delivery in the Province. A Land Use Management Committee that was said to be in place was also reported as weak.

Another risk identified related to the fact that the work of the DPW was not supported by research. This was viewed as a risk because the DPW was responsible for leading the transformation of the property and construction industries in the Province. , As a remedy, the DPW needs to establish a Policy and Research Unit as part of its Strategic Management Unit capacitated with officials who possess the required research skills, have a deeper appreciation of the mandate of the department, and are familiar with trends in the property and construction industries.

- **General comments**

A point was made that the DPW had internal alignment challenges in that various components continued to work in silos. This was said to be affecting both the achievement of departmental targets and the ability of the DPW to coordinate

effectively the transversal programmes that are entrusted to it. In addition, the discussion noted that the DPW cannot succeed in its endeavours without external support and that there was a need for a structure above provincial departments that would facilitate integration across sectors. It was suggested that this structure carried a certain measure of authority that would enable it to extract cooperation from provincial government departments, and integrate this with buy-in from the private sector and civil society organisations. The point was made that the unemployment target in the PGDP cannot be realised through government contribution alone.

It must be mentioned that the DPW is striving to align its work with the PGDP priorities, but the major constraint is capacity to coordinate its programmes. As a result, the ability of the DPW to provide strategic leadership in the Province in respect of interventions in the property and construction industries is limited. As a result, the opportunity to make a major contribution to poverty reduction programmes in the Province is not maximised and this could be compounded by the inward-looking posture of the department's strategy. It would be beneficial to the Department in embarking on a programme that is aimed at promoting horizontal integration with sector departments and provincial public entities. In doing this, the Department would be required to set up bilateral meetings with key provincial government departments to understand better their future plans, and begin to influence them towards its own objectives, in particular for joint initiatives in the property and construction industries' transformation.

1.2. Department of Agriculture and Rural Development

1.2.1. Alignment Evaluation Matrix Results

Table 10 below reflects the nature and extent of alignment between the plans of the Department of Agriculture and Rural Development (DARD) with the PGDP: 2004-2014.

Table 10: PGDP Alignment Evaluation Matrix for DARD

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Agriculture and Rural Development
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Implement the Green Revolution Strategy to defeat and overcome under-development, poverty and unemployment in the rural and peri-urban areas	Massive Food Production programme	Implement the Green Revolution Strategy through the Six-peg Policy.	Massive Food production Programme. Fencing. Dipping tanks. Tractors. Livestock dams. Irrigation Schemes revitalisation.
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.	Siyazondla Homestead Food Production Programme. Massive Food Production Programme.
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme	Siyazondla Homestead Food Production Programme
	Infrastructure development	Integrated Agricultural Infrastructure Programme	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams. Irrigation	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams.	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams.	<u>Six peg policy:</u> Fencing. Dipping tanks. Tractors. Livestock dams.

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			Schemes revitalisation. Skills Development	Irrigation Schemes revitalisation. Skills Development	Irrigation Schemes revitalisation. Skills Development	Irrigation Schemes revitalisation. Skills Development
	Human resource development	Expanded Public Works Programme - Infrastructure	Implement the Comprehensive Agricultural Support Programme within EPWP principles.	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-
		Local Government Capacity Building Programme	-	-	-	-
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Programme				
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	Emerging Farmers Support Programme	Emerging Farmers Support Programme	Emerging Farmers Support Programme	Emerging Farmers Support Programme
		Agro-Processing Support Programme	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry	Collaborate with the Department of Local Government and Traditional Affairs and ASGISA EC in establishing a Bio-fuels Industry
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	Farmers' training conducted.	Farmers' training conducted.	Farmers' training conducted.	Farmers' training conducted.
		FET Transformation Programme	Agricultural Tertiary Institutions Support Programme	Agricultural Tertiary Institutions Support Programme	Agricultural Tertiary Institutions Support Programme	Agricultural Tertiary Institutions Support Programme
		Adult Basic Education and Training Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	The Green Revolution and Six Peg Policy is directly linked to PGDP goals. Massive Food, Siyakhula, Siyazondla and Integrated Infrastructure Programmes are PGDP Flagship programmes that are in all plans of the department. Agricultural Sector Programme of Action and targets inform departmental priorities.
Process Linkages	Provincial plans are disaggregated into District Plans based on district needs. Collaboration and partnerships with other sector departments and public entities is promoted. Departmental strategies are leaning on mobilisation and consensus building within the agricultural sector. Agricultural sector capacity building programmes lie at the center of departmental work.
General Observations	High content alignment with provincial macro-plans and priority programmes. National sector priorities and processes inform the content of departmental plans.

The key linkages between the various plans of DARD and the PGDP: 2004-2014, as demonstrated by the above matrix, should be read together with the results of in-depth qualitative interviews that were undertaken with key officials within the department.

1.2.2. Findings of focus group discussion

Senior and middle managers at head office and two out of six regional offices participated in the focus group discussion. Head office components were represented by ten managers and officials while the two regional offices that participated were represented by three officials each. The key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

Discussions with the focus group participants confirmed that the PGDP has implications for the Department with regards to its various programmes and targets. It was noted that the PGDP objective of agrarian transformation was the core mandate of DARD in the Province. The key PGDP programmes that the Department was expected to lead are the Massive Food Production programme, Siyazondla Homestead Food Production programme, Integrated Nutrition programme, and the Agricultural Infrastructure programme.

A point made during the focus group discussion was that the PGDP implementation commenced with provincial government departments without their knowledge of exactly what was expected of them, how they were to align their plans with the PGDP, and what the reporting requirements would be. It was revealed that some broad indicators were developed by the PCMU within the Office of the Premier, but these indicators were not factored into the Strategic and Annual Performance Plans of provincial departments so that they could be accurately reported on. The discussions noted that, from the early days of the PGDP, there did not seem to be a clear understanding on the part of the Office of the Premier of the relationship between national sector indicators and the PGDP and how these could be harmonised during departmental planning processes. This posed a planning challenge to DARD since it participates in national sector planning forums where sector priorities and indicators are determined for the country, and these subsequently get factored into plans at provincial level.

The discussion further noted that the misalignment in planning cycles between the national and provincial government sphere, on the one hand, and the local government sphere, on the other hand, posed a challenge to a department whose programmes are implemented at municipal level. This was said to have been compounded by a lack of integrated planning within the Province, manifesting itself in the absence of an integrated planning framework agreed upon by the three spheres in an effort to synchronise the provincial and local government planning systems. A point was made that the differing planning cycles would not have been a problem in a situation where priorities and attendant performance indicators were concluded between the provincial and local government sphere, at least by the end

of February every year, with these being factored into the plans of provincial government departments that are tabled before the Provincial Legislature in March of each year, and the IDPs of municipalities that are adopted by the end of May every year. The focus group participants confirmed that, under these circumstances, the DARD had to find ways of managing the alignment of departmental plans with the PGDP and the IDPs of the municipalities in the Province.

The discussions revealed that the DARD had made an attempt to prioritise the PGDP flagship programmes in respect of resource allocation, although this was done subject to the availability of funding. It is worth noting that the position of a Head of the Food Security programme was only filled in 2008, almost four years after the PGDP was adopted. This was due to lack of financial resources.

The absence of guidance from the centre in respect of mechanisms to harmonise sector priorities resulted in provincial departments implementing programmes that have relevance to other role players, yet without acknowledging their role and contribution. A typical example cited in this instance was the Department of Social Development that proceeded with food-related projects without involving the Department of Agriculture.

- **Fiscal alignment**

The targets that were set in the PGDP were not linked to the MTEF indicative allocations of provincial departments. It was later found that the PGDP targets were set under the assumptions that the resources would be mobilised at national government sphere, and within the private sector and civil society organisations, a task which was not implemented by the PGDP coordinating centre. It was noted that 50 per cent of national budget goes to national departments and 50 per cent is allocated to provinces. By implication, a greater proportion of the national fiscus goes to national departments, and the Province could have benefitted from mobilising the national government around the joint implementation of the PGDP.

An urgent need was raised for the evaluation of the PGDP flagship programmes to determine whether the areas where the biggest amount of money was spent were indeed where the Province was registering the greatest impact on poverty

eradication and the stimulation of the provincial economy. The typical example were the Massive Food Production programme which was under-performing because it required 700mm of rainfall and certain levels of soil fertility to commence, but continued to secure funding, the Siyazondla Homestead Food Programme that was targeting households per poverty levels but was not securing high support in resource allocation, and the Food Security Programme where a greater portion of its allocation seemed to be going to intermediaries, rather than to the targeted beneficiaries.

It was revealed that while the DARD had attempted to conduct evaluation studies, the coordinating centre within the Office of the Premier had not prioritised the evaluation of PGDP programmes and continued to focus on monitoring and reporting.

- **Capability alignment**

The focus group discussion revealed that the capacity to implement programmes was limited owing to the under-resourcing of the PGDP. This was said to be the case particularly with the Massive Food Production programme that requires specialised farm skills, irrigation support to mitigate droughts, agricultural infrastructure, and farming tools. It was said that there was virtue in the DARD rechanneling its capacity to the Siyazondla Homestead Food Production programme which was aimed at strengthening household food supply and increasing nutrition levels, while supporting surplus crop production, where possible.

- **Spatial alignment**

It surfaced during the focus group discussion that the DARD had progressed to district-level planning whereby provincial service delivery targets, per programme, were disaggregated to district and local municipality targets, and these were linked to budget allocations to determine the spatial patterns of resource allocation. The district and local plans were juxtaposed against the demographic data of an area as a basis for measuring the impact of departmental programmes.

- **Risks, constraints and proposed remedies**

One notable risk in the implementation of the PGDP programmes by the DARD was said to be the continuing allocation of resources to programmes that seem not to have any impact on the ground. To mitigate this, programme evaluation studies were said to have been conducted with the aim of informing decision-making processes in the department. The evaluation studies were said to be conducted by the Monitoring and Evaluation Unit. However, collaboration with institutions of higher learning was being promoted so that programme evaluation could be done by external organisations. This could mitigate limitations, such as bias, which are related to evaluation studies, especially in instances where the evaluation is conducted by the same organisation that implemented the programme.

- **General comments**

The capacity to deliver at local level continued to have a greater influence on the spatial choices that provincial departments were making and hence where the resources in the Province were concentrated. This trend was said to be notable in both the Social Needs and the Economic Growth and Infrastructure Cluster departments, and was not viewed as a risk only to service delivery, but also a threat to economic growth and social development in the Province. In fact, this public expenditure trend was viewed as perpetuating the historically inherited development disparities in the Province.

It is fair to commend the DARD for the coherence of its strategy, aimed at leading in agrarian transformation and land reform in the Province. A measure of clarity on what the Department seeks to do and how it intends to do it, within the context of weak integration and coordination across sectors, was evident within this department. Furthermore, it was surprising to learn that the Department had sound ideas on how the Province should have better managed, from the centre, the roll-out of PGDP flagship programmes to achieve integration and alignment. Strong institutional memory in respect of departmental and provincial planning processes was apparent among the focus group participants.

All PGDP programmes that relate to the DARD are traceable in departmental strategic and performance plans. The persistent constraint of limited resources influences the extent to which the Department has progressed in implementing the PGDP programmes. Spatial referencing of departmental plans through a District Planning Model should be considered as a good practice that other provincial departments could replicate. With additional financial resources and a better capacitated agricultural sector, the Department is well-placed to achieve its strategic goals.

1.3. Department of Economic Development and Environmental Affairs

1.3.1. Alignment Evaluation Matrix Results

Table 11 below indicates the nature and extent of alignment between the plans of the Department of Economic Development and Environmental Affairs (DEDEA) with the PGDP: 2004-2014.

Table 11: PGDP Alignment Evaluation Matrix for DEDEA

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Economic Development and Environmental Affairs
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	One Goal of the Department: Promote sustainable and shared economic growth.	Facilitate 5 – 8% economic growth per annum. Ensure 50% unemployment reduction by 2014.	Alignment of departmental priorities and policy direction with plans of public entities.	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Support initiatives that create economic infrastructure.	Support initiatives that create economic infrastructure.	Support initiatives that create economic infrastructure.	-
	Human resource development	Expanded Public Works Programme - Infrastructure	-	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development & Public Works	-	-	-	-
		Local Government Capacity Building Programme	Local Economic Development Support to municipalities.	Local Economic Development Support to municipalities.	Local Economic Development Support to municipalities.	Local Economic Development Support to municipalities.
		Strengthening the Centre of	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Government to drive PGDP implementation				
		Strategic Infrastructure Programme	Support strategic infrastructure programmes that contribute to realisation of economic growth targets.		Support strategic infrastructure programmes that contribute to realisation of economic growth targets.	
		Automotive Industry Development Programme	Implement through the East London IDZ.	Implement through the East London IDZ.	Implement through the East London IDZ.	Implement through the East London IDZ.
		Industrial Support Programme	Implement the Provincial Industrial Development Strategy.	Roll-out PIDS with support of public entities.	Implement PIDS.	Strategic interventions of public entities on the PIIDS focus areas.
		Enterprise Development Finance Programme	Provincial Cooperatives Strategy developed. Support to SMMEs through the Eastern Cape Development Corporation.	ECDC plans aligned with departmental plans.	Provincial Cooperatives Strategy developed. Support to SMMEs through the Eastern Cape Development Corporation.	Strategic interventions of ECDC.
		Agro-Processing Support Programme	Bio-fuels capacity for the Eastern Cape is established.	Collaborate with ASGISA Eastern Cape and Department of Agriculture.	Bio-fuels capacity for the Eastern Cape is established.	Collaborate with ASGISA Eastern Cape and Department of Agriculture.
		Tourism Programme	Summit Resolutions are implemented. Stimulation of the tourism sector.	Ensure alignment of plans of the Department with those of the Eastern Cape Tourism Board. Monitor Eastern Cape Tourism	Summit Resolutions are implemented. Stimulation of the tourism sector.	Ensure alignment of plans of the Department with those of the Eastern Cape Tourism Board. Monitor

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
				Board.		Eastern Cape Tourism Board.
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	Highly articulated strategic alignment with the PGDP. National APEX priorities of accelerating economic growth, supporting development of economic infrastructure, and improving effectiveness of Second Economy interventions inform departmental strategy.
Process Linkages	Promotion of alignment of plans of the Department with its implementing agents, i.e. public entities, municipalities. Economic development, at provincial and district levels, is being initiated parallel to Inter Governmental structures. Economic Growth and Infrastructure Cluster monitors departmental work and facilitates integration with sector departments.

General Observations	<p>Mechanisms that facilitate alignment between plans are inadequate. Percentage performance indicators without means of verification are not useful.</p> <p>Collaboration and cooperation with other provincial departments is weak, and the Department is inward-looking in its service delivery management approach. This is posing a threat to the roll-out of the Provincial Industrial Development Strategy.</p> <p>The Department does not have a research unit and the Economic Planning Unit has been recently established. It will take time before the Department can provide strategic leadership to the Province on making decisive interventions in the provincial economy.</p> <p>Almost 63% of the departmental budget is transferred to public entities who act as implementing agents for the department.</p>
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The results of in-depth focus group discussions that were undertaken within this department are presented below with the aim of further elaborating on the linkages between the plans of this department and the PGDP: 2004-2014.

1.3.2. Findings of focus group discussion

Senior and middle managers at head office and three regional offices out of six participated in the focus group discussion. Thirteen managers and officials represented the head office components while each regional office that attended was represented by two managers. Key findings of this discussion are presented below following specific thematic areas.

- **Institutional alignment**

The focus group discussion confirmed that the PGDP goal on manufacturing diversification and tourism development had programme implications for the DEDEA. It was furthermore confirmed that key programmes that the Department was expected to lead included the Agro-processing Support, Tourism Development, Auto-sector Research and Development, Enterprise Development, Investment Promotion, and Forestry and Timber Processing programmes. It was confirmed that these programmes were traceable within specific components of the department.

However, the point was made regarding the design of the PGDP in that it was a well-meaning plan in terms of strategy, yet un-implementable. Focus group participants were of the opinion that PGDP targets were not adequately researched and realistically set. It was also pointed out that the PGDP is not a good strategy

since it expresses all activities that would be expected in a Province such as the Eastern Cape without linking its constituent programmes to the indicative MTEF fiscus. A typical example given was that of the Umzimvubu Hydro-Electric Project that, in 2004, needed a total budget of R30 billion, while the total provincial budget was R25bn. As a result, the project was stalled from the outset.

The discussions also referred to the future relevance of the PGDP. Material conditions on the ground were said to have changed since the PGDP was adopted, including the shifting of national and local policy priorities and the effect of the global economic crisis on public spending. However, it was said that the PGDP was never reviewed and provincial departments were still being expected to align their plans to it.

It was revealed in the discussions that the Department was expected to lead the implementation of a Provincial Industrial Development Strategy (PIDS). However, the key shortcomings of PIDS included the fact that:

- The strategy was developed by the Office of the Premier supported by ECSECC, with limited participation of the department.
- The strategy prioritised sectors without the supporting data of the predicted performance of those sectors.
- The implementation of PIDS was designed within the framework of the Cluster system which had since become dysfunctional. Regarding the ineffectiveness of the Cluster system, the Department highlighted incident of the non-attendance of Cluster meetings by Heads of Departments, leading to a lack of quorum and a postponement of such meetings. In addition, the Cluster Programme of Action was viewed as not useful since it was said to be a collection of activities submitted by provincial government departments, which in many instances did not relate to the same localities. Another crucial observation that the Department made about the Cluster Programme of Action was that, in certain instances, some of the activities submitted by the provincial government departments were neither traceable in the departmental Annual Performance Plans, linked to the MTEF budget allocation, nor the Operational Plans, linked to the annual budget allocation. While this was viewed as a planning gap, the Department could not

envisage a mechanism emanating from the coordinating and leading department, the Office of the Premier, to address the problem.

Public entities that are accountable to the Department were said to be responsible for the implementation of the PIDS. In the assessment of the Department, a lot of work was taking place within the public entities. Some of that work was not covered in departmental reports. However, the challenge was the under-resourcing of the PIDS, and the fact that, in the view of the Department, the PIDS had prioritised certain sectors in the economy which were viewed as having been in a lull for quite some time, but there were no clear measures in the PIDS to stimulate these sectors. Typical examples cited were the plastics, textile and metal sectors.

- **Fiscal alignment**

The discussions revealed that almost 65 per cent of the service delivery budget of the Department was transferred to public entities that are responsible for the implementation of the departmental programmes. These public entities include the Eastern Cape Tourism Board, the Eastern Cape Liquor Board, the Coega Development Agency, the East London IDZ, the Eastern Cape Development Corporation, the Eastern Cape Parks Board, the Eastern Cape Gambling and Betting Board, and the National Business Initiative.

The Agro Processing Support programme budget was said to have been transferred to the Department of Agriculture since the PGDP was adopted. It was also revealed that the DEDEA was allocating funding to municipalities for Local Economic Development projects that have been approved in their Integrated Development Plans.

- **Capability alignment**

The Department restated the point that its service delivery model relied on public entities and municipalities to deliver on its mandate. The capacity constraints that affected municipalities had a major impact on the realisation of the goals and objectives of the department. Of course, the Department was said to be lacking in

core skills for strategy development, economic planning, and research and support to enterprise development owing to an inadequate equitable share allocation.

- **Spatial alignment**

The discussion revealed that the departmental projects were incorporated in delivery plans of public entities and municipalities. An attempt was being made to ensure that plans of these organisations are spatially referenced so that the Department is enabled to determine trends in spatial choices, and whether the interventions being made support economic growth and development in the Province.

- **Risks, constraints and proposed remedies**

The Province maintained a dual planning and reporting system, characterised by mandatory Strategic Plans, Annual Performance Plans, and Budget and Policy Speeches for departments, on the one hand, and Cluster Programmes of Action (POAs) on the other hand. The two systems were misaligned since certain activities and outputs in the Cluster POA were not traceable in departmental plans and budgets. It also emerged that the Cluster POA was neither monitored nor aligned to the Performance Management and Development System that the provincial government follows. The Cluster POA had not been internalised within provincial government departments, and that it remained a plan that was known to only those who were responsible for its submission to the Cluster Secretariat based in the Office of the Premier.

- **General comments**

A strong point made was that the planning system in the Province was fundamentally flawed and that the solution was a centralised planning mechanism to which provincial government departments could turn for guidance and direction. This mechanism should be capacitated with a pool of researchers, policy analysts and sector specialists who could interpret hard data, infer results, and advise sector departments on appropriate courses of action. The central planning unit could also assist in filtering new national and local priorities and facilitating cooperation and collaboration across sectors, optimising on the Inter Governmental Relations framework that the country had introduced.

There was a high-level of strategic thinking in the Department of Economic Development and Environmental Affairs. However, this critical thinking seemed not to have found its way into the central coordination of planning within the Province. The Department held strong opinions on how budgeting and planning in the Province were managed and, why the PGDP had not achieved its intended outcomes in its various flagship programmes. The Department should be commended for the strong articulation of alignment and coordination in its plans, and its ability to attach alignment responsibilities accurately to various components and public entities. However, the need to reach out urgently to key departments such as the Provincial Treasury, the Department of Local Government and Traditional Affairs, and the Office of the Premier was of high priority. In terms of the PGDP, this Department was expected to lead the province in realising a target of between 5 and 8 per cent economic growth by 2014. In so doing, the Department, would facilitate the implementation of the PIDS and other programmes such as the Local Economic Development and Enterprise Development. The DEDEA should collaborate with the Office of the Premier to ensure the successful implementation of PIDS, not only through its public entities, but also through entities and organisations that are accountable to other provincial government departments. The Department of Local Government and Traditional Affairs was enjoined by law to provide oversight and support function in local government. For the DEDEA to succeed in its work with municipalities it had always been important that it capitalised on the powers vested in the Department of Local Government and Traditional Affairs.

It should be noted that almost 63 per cent of the departmental budget was transferred to various public entities for implementation of initiatives aimed at realising PGDP objectives. A portion of the remaining budget was transferred to municipalities for local economic development initiatives. In this regard, the key tasks of the Department were to ensure that its plans and those of its implementing agents are aligned and that it conducts ongoing monitoring and evaluation of programmes that are implemented using transferred funding. These two tasks were understated in departmental plans and processes. No clear mechanisms for alignment facilitation and monitoring and evaluation of programmes implemented outside the Department could be found during the study.

2. SOCIAL NEEDS CLUSTER

Presented hereunder are the key findings of the qualitative evaluation of the plans and processes in selected provincial government departments that form part of the Social Needs Cluster. These are:

- The Department of Human Settlements.
- The Department of Social Development.
- The Department of Education.

2.1. Department of Human Settlements

2.1.1. Alignment Evaluation Matrix Results

Table 12 below demonstrates the nature and extent of alignment between the plans of the Department of Human Settlements (DHS) with the PGDP: 2004-2014.

Table 12: PGDP Alignment Evaluation Matrix for DHS

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Human Settlements
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal: Creation of integrated and sustainable communities. PGDP: Housing is a key strategy for poverty eradication.	18 183 houses to be built. 22 945 sites to be serviced. R1,251bn conditional grant to be spent.	The Eastern Cape PGDP recognises housing as one of the key strategies for poverty eradication.	18 183 houses to be built. 22 945 sites to be serviced. R1,251bn conditional grant to be spent.

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	Implement a rural housing programme. Utilisation of Alternative Building Technologies and Indigenous Knowledge Systems.	Implement a rural housing programme. Utilisation of Alternative Building Technologies and Indigenous Knowledge Systems.	Implement a rural housing programme. Utilisation of Alternative Building Technologies and Indigenous Knowledge Systems.	4 projects implemented through non-conventional methods. Establishment of an Indigenous Knowledge Systems database.
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	18 183 houses built	18 183 houses built	18 183 houses built	18 183 houses built
	Human resource development	Expanded Public Works Programme - Infrastructure	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme	Recruitment of 125 interns as Site Supervisors and Housing Consumer Education Practitioners Sakhithemba Programme
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	Improve housing delivery Spend 100% of the allocated Conditional Grant	Improve housing delivery Spend 100% of the allocated Conditional Grant	Improve housing delivery Spend 100% of the allocated Conditional Grant	Improve housing delivery Spend 100% of the allocated Conditional Grant

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Comprehensive HIV/AIDS and TB Programme	Review the HIV and AIDS in Housing Provincial Policy Implement the policy	Review the HIV and AIDS in Housing Provincial Policy Implement the policy	Review the HIV and AIDS in Housing Provincial Policy Implement the policy	Review the HIV and AIDS in Housing Provincial Policy Implement the policy
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-
		Local Government Capacity Building Programme	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management	Accreditation of the Nelson Mandela Bay and the Buffalo City municipalities to manage housing programmes Hands-on support to 39 municipalities in developing housing chapters of their IDPs Capacity building interventions for councilors and municipal officials on housing management
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	Implement the Emerging Contractor Support Programme	Implement the Emerging Contractor Support Programme	Implement the Emerging Contractor Support Programme	Implement the Emerging Contractor Support Programme
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	Implement the National Construction Skills Scholarship Programme	Implement the National Construction Skills Scholarship Programme	Implement the National Construction Skills Scholarship Programme	Implement the National Construction Skills Scholarship Programme
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			Programme			
	Provincial Learnership Programme	-	-	-	-	

Technical analysis:

Context Linkages	<p>Departmental strategies and plans are aligned to the PGDP.</p> <p>National housing policy framework and priorities informs provincial targets.</p> <p>The Department is under pressure to eradicate the provincial housing backlog of 750 804 houses required.</p>
Process Linkages	<p>Department delivers its programmes with support of municipalities, who inform its plans through their Integrated Development Plan Housing Chapters.</p> <p>The Department participates in the Social Needs Cluster to facilitate horizontal integration with departments.</p> <p>Strategic partnerships with the private sector, national housing institutions and NGOs promoted around specific housing subsidy instruments.</p>
General Observations	<p>While the department, in terms of its renewed mandate, is expected to create integrated and sustainable communities, focus continues to be on number houses to be delivered, and there is little collaboration with other departments.</p> <p>While the Department has moved to establish District or Regional Offices, planning and implementation is managed at a provincial level.</p> <p>There is a direct correlation between the capacity and stability of municipalities and the achievement of departmental service delivery targets, as housing construction management remains a shared responsibility between the Department and municipalities.</p> <p>The lack of technical skills in the construction sector has a bearing on the service delivery plans of the department, in terms of scale, pace and quality of delivery.</p>

The outcomes of the above matrix should be analysed in conjunction with the results of the in-depth focus group discussion with selected officials in DHS.

2.1.2. Findings of focus group discussion

Senior and middle managers at head office and five out of six regional offices participated in the focus group discussion. Head office branches were represented by sixteen managers and officials, while the five regional offices were each represented by one manager. The findings of this interaction are presented below.

- **Institutional alignment**

The discussions commenced with the Department appreciating that housing is one of the strategies that the PGDP recognised as central to the poverty eradication efforts of the provincial government. It was further revealed that, subsequent to the adoption of the PGDP, the Provincial Government approved in 2005 that the former Department of Housing, Local Government and Traditional Affairs be split into two departments. The delineation process commenced during the 2007/08 financial year and was completed during 2008/09. The focus group participants confirmed that the former Department of Housing has since been renamed the Department of Human Settlements. The renaming was a national decision that was endorsed and pronounced by the Presidency. It was aimed at re-emphasising the role of this department in leading a government policy agenda for the creation of integrated and sustainable human settlements, as was envisaged in the *White Paper on Housing*, 1994 and the *Breaking New Ground: A Comprehensive Plan for the Creation of Integrated and Sustainable Human Settlements* that was adopted by the National Cabinet in September 2004.

It was revealed, during the focus group discussions, that the Department was no longer responsible for the provision of houses, but that in the course of responding to the housing needs of communities, it was expected to coordinate other sector departments and ensure that other social and economic amenities required for a sustainable community are planned for and implemented.

The discussions further revealed that the organogram of the new department was 47 per cent vacant with technical professionals, supply chain management, social facilitation of housing projects, and development and spatial planning being the most affected.

Housing programmes at the provincial government sphere were said to be managed within the ambits of national policies, in particular the *National Housing Code*. There was little room for the development of provincial housing policies and, where this has happened, it has been in areas where national policies were being customised to provincial conditions such as in rural housing, emergency housing assistance, and HIV and AIDS in housing. Even in the latter instances, the provincial policies could

not deviate from the minimum national housing norms and standards, especially that the housing subsidy quantum was fixed and determined nationally.

A number of housing programmes were said require strong collaboration and cooperation with other sector departments, public entities and municipalities. It was revealed that a number of structures were in place to facilitate coordination and these included the Technical MUNIMEC and the MUNIMEC that was managed jointly with the Department of Local Government and Traditional Affairs. The Technical MUNIMEC and the MUNIMEC were inter-governmental structures whose purpose was to promote cooperation and collaboration, as well as facilitate integration and alignment of service delivery programmes between the provincial government and the local government spheres. The Technical MUNIMEC was an administrative structure that was co-chaired by the Superintendent-General for the Department of Local Government and Traditional Affairs and the Head of Department for Human Settlements. All municipal managers and Heads of Departments of other provincial government departments and Regional Managers of national government departments, South African Local Government Association in the Eastern Cape, representatives of trade unions that are active in local government, the Office of the Auditor-General, and public entities attended the Technical MUNIMEC meetings. The work of Technical MUNIMEC fed into, and informed the agenda of the MUNIMEC. The MUNIMEC was a political structure that was co-chaired by the Members of the Executive Council (MEC) for the Departments of Local Government and Traditional Affairs and Human Settlements. Other structures for coordination of the work of this Department with other sectors were said to include, the Provincial Municipal Infrastructure Task Team (PMITT) that was led by the Department of Local Government and Traditional Affairs, and Technical Teams of the six provincial Breaking New Ground (BNG) Pilot projects where other sector departments were invited to participate and provide services.

Housing programmes were said to be managed through a Housing Subsidy System (HSS), a national system that captures approved projects, beneficiary information, project contracts, and disbursements made. A new system known as the Housing Needs Register was being initiated in all provinces, to be linked to the HSS. The Housing Needs Register was said to be meant for capturing needs of communities

per municipality, indicating the socio-economic status of a potential beneficiary, his or her gender, age, race, nature of disability, and type of housing needed or preferred. This was said to be necessary to curb the manipulation of housing waiting lists within municipalities which was causing community unrests and exposing the Department to litigation.

- **Fiscal alignment**

The Province was confronted with a housing backlog of 750 854 houses. To clear this backlog, an internal budget and planning analysis indicated that a conditional grant allocation of almost R57 billion would be required. The average annual allocation of the housing grant to the Province was said to be R1, 3 billion. However, while the inadequacy of the Conditional Grant could be seen as a challenge, a bigger challenge that has been facing the Province over the years had been the ability to spend the allocated annual conditional grant through the provision of quality houses and services. The department's average annual delivery output was 16 000 houses. It furthermore transpired that while capacity to execute the conditional grant was a constraining factor in effective housing delivery, another impediment was access to well-located and suitable land for informal settlement upgrading projects, long-drawn and cumbersome processes in the release of State land for rural housing, and the unavailability of bulk infrastructure within municipalities to support urban housing developments. Insufficient Municipal Infrastructure Grant (MIG) allocation in municipalities was negatively impacting on housing development planning.

- **Capability alignment**

The capacity to deliver housing was raised as one of the key constraints facing the Province. This was said to be in three areas. Firstly, it was constrained in capacity related to the inadequate equitable share allocation to the newly established department, which was the third highest department in terms of conditional grant allocation in the Province, but the second lowest in terms of equitable share allocation. Secondly, it was constrained in capacity related to municipalities that were appointed to manage housing construction. Thirdly, there was a lack of competent service providers within the construction sector in the Province to take up housing projects and deliver them at a required pace, scale and quality. Various

interventions were said to have been undertaken such an Emerging Contractor Development and Support programme was being pursued in collaboration with the Department of Public Works and the Eastern Cape Development Corporation. Seventeen emerging contractors were said to have been taken through a Short Learning Programme on Housing Construction Management that was piloted with the School of the Built Environment at the Nelson Mandela Metropolitan University. Furthermore, a hands-on-support programme for municipalities was said to have commenced since the 2006/07 financial year in which thirty six municipalities were supported in developing Housing Chapters of their IDPs. It was also revealed that non-governmental organisations were mobilised to support the implementation of the national *People's Housing Process* policy that promotes the construction of houses by the beneficiaries themselves with support from government.

- **Spatial alignment**

In terms of the *Housing Act*, 1997 the Department maintains a provincial *Multi-Year Housing Development Plan* (MYHDP) that is reviewed annually. This plan was said to be an expression of departmental strategies to eliminate the housing backlog and respond to new housing needs, and also to ensure integrated and sustainable communities in the Province. It transpired in the discussions that this plan was informed by the housing needs of municipalities. These needs are packaged in a MYHDP which, in turn, is translated into housing projects. These projects were said to be prioritised each year for implementation based on their technical state of readiness.

It was, however, indicated that the challenge with the MYHDP is that it was not spatially referenced. This was said to be as a consequence of the absence of a Provincial Spatial Development Framework, and also that at municipality level the Integrated Development Plans were not supported by Local Spatial Development Frameworks. Housing delivery in the Province was driven by community needs that are determined within municipalities. There was no scientific basis for the approval of housing projects, and the sustainability of the communities being created could not be confirmed. Of course, it was indicated that the Department of Local Government and Traditional Affairs had commenced the processes of putting into place a Provincial Spatial Development Framework (PSDF) that would guide infrastructure

planning in the Province. Another initiative that was mentioned was the exercise of spatial mapping of infrastructure projects that was underway within the Social Needs Cluster, supported by the Geographic Information Systems Unit within the Office of the Premier.

- **Risks, constraints and proposed remedies**

The capacity to execute the housing conditional grant was a persistent risk to housing delivery in the Province. Linked to this, was the risk of administrative and political instability in municipalities, as housing delivery had always been negatively affected in municipalities that were experiencing governance challenges. This would manifest itself in housing planning processes being disturbed by politicians who want to impose projects for implementation without these having gone through the necessary legitimisation and pre-planning processes. In addition, the manipulation of the beneficiary administration processes which resulted in people occupying houses illegally was also proving to be problematic.

Another constraint to housing delivery was the procurement processes within the provincial and municipal government spheres. For the provincial DHS, the challenge was the delay in supply chain management processes, while at municipal level it manifested in municipalities flouting their procurement regulations thereby exposing themselves to litigation, hence projects were being stalled while the project procurement process was awaiting court rulings.

- **General comments**

A need for more evaluation studies to be undertaken in the Province was mooted. It was said that there was no certainty in the Province in respect of the service delivery baseline data that should inform future planning and the measurement of the impact of development programmes. Secondly, the inter-governmental structures in the Province were viewed as central to facilitating integration across sectors and that these structures should focus on ensuring that sector departments and public entities present their plans and budgets for a particular municipality and that their performance be measured against these commitments. Service delivery

commitments and concessions should be sealed in Delivery Agreements that would be signed by various role-players and communicated widely.

While the housing programme had been implemented in the Province since 1994, and even before, the DHS was a fairly new creation in its current form. Politically unappealing as it was, the Department would require a period of three to five years to establish itself as a viable entity, before better service delivery results could be realised. It therefore stands to reason that the departmental capacity was still low, particularly in key functions that are required to coordinate housing delivery in the Province. While this was the case, the housing challenge in the Province remained huge and the need to respond to it could not be postponed. The DHS plans reflected serious endeavours to rise to this challenge. However, the major constraints was capacity within the DHS, municipalities as planners of housing delivery and developers in certain instances, and the construction sector for the provision of skills in the form of business enterprises and local labour.

There was some measure of alignment found between the plans of the Department and the PGDP. However, housing development planning continued to be weak and was not expected to respond to community needs without being informed by the broad economic and development outcomes that the Province was seeking to achieve. Housing projects were not spatially referenced and the extent to which housing programmes in the Province had succeeded in reversing the previous spatial settlement patterns could not be confirmed. One contributory factor to poor macro-planning for integrated and sustainable housing delivery in the Province was the absence of Local Spatial Development Frameworks in municipalities, and the Provincial Spatial Development Framework in the Department of Local Government and Traditional Affairs. Another contributory factor was the fact that, for quite some time, housing delivery had leaned on the capacity of municipalities, resulting in those with strong pre-planning and project management capacity being allocated more subsidies. The latter continued to inform the spatial choices on housing provision in the Province.

Attempts by the Department to manage housing programmes at provincial level have proved unsuccessful and unsustainable. A more decentralised model, characterised

by efforts to strengthen departmental districts as service delivery centres, and speeding up the accreditation of municipalities in partnership with other sector departments and development agencies, could be viewed as the way to go. The model wherein both the Department at a provincial level and municipalities were responsible for managing housing programmes and projects continued to exert a strain on the limited capacity for housing delivery. At the provincial level, the Department was playing a dual role of being an implementing agent for housing delivery while also managing housing development planning in the province, and monitoring and evaluating the programmes that were implemented. A decentralised model would create clarity within management on where capacity building interventions should be focused, and this would be in municipalities. It must be mentioned, also, that a move to build capacity for housing programme management was promoted by the National Housing Policy, and would, thus, be supported by the Department of Local Government and Traditional Affairs and other development agencies that are engaged in capacity building programmes within municipalities. It must be mentioned, though, that the suggested decentralised model for housing delivery management should not be construed to be suggesting a once-off transfer of housing functions with resources to municipalities. Decentralisation should be a well-planned process wherein the process will be managed, through a clear plan, in phases and informed by the level of capacity that has been built within a municipality. An approach where, firstly, a municipality would be appointed as an implementing agent for a defined number of projects, enlisted in a provincial Multi Year Housing Development Plan, is suggested. Based on the good performance of a municipality on the allocated projects, it would be assigned more projects, based on its level of capacity. This would proceed until a point where there are no more housing projects of that municipality that are managed at a provincial level. Where possible, the transfer of provincial government officials to municipalities that are entrusted with housing programmes and projects would form part of the capacity building interventions within municipalities to eliminate a competition over scarce skills which presented a limitation on the service delivery model that was followed at the time of the study..

2.2. Department of Social Development

2.2.1. Alignment Evaluation Matrix Results

Table 13 below displays the nature and extent of alignment between the plans of the DSocDev with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from literature study.

Table 13: PGDP Alignment Evaluation Matrix DSocDev

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Social Development
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal: Communities in the Eastern Cape are empowered to participate in their own socio-economic development, thereby improving their social well-being	Integrated Food Security programmes in development nodes and poverty pockets	-	Number of programme
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme		Integrated Women Cooperative Programme	-	-
	Consolidation, development and diversification of the	Comprehensive Nutrition Programme		-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	manufacturing base and tourism potential					
	Infrastructure development	Integrated Agricultural Infrastructure Programme	-	-	-	-
	Human resource development	Expanded Public Works Programme - Infrastructure			1598 Community Care Workers will be attached to HCBCs	
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	Strategic Goal: Vulnerable individuals, families, groups and communities in the Eastern Cape are empowered for improved social functioning and quality of life		Community Based Cluster Homes for orphaned children will provide foster care and income generation skills	
		Comprehensive HIV/AIDS and TB Programme		Home Community Based Care programmes Employee awareness, support and counseling Community Based MPCCs	Home Community Based Care programmes will be increased from 67 to 114 in the Province	
		Victim Empowerment Programme			R14m set aside to improve victim empowerment services in three municipalities	
		Improved Service Delivery in Health, Education, Social		Implementation of District Development:	Project facilitation support	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Development and Public Works	Access to social services, community participation, Decentralisation Plan, Infrastructure Plan	District development Establishment and ensuring functional Statutory Boards that oversee NGOs in six District Municipalities and the Nelson Mandela Bay Municipality Development of strategic partnerships Performance management enhancement		
		Local Government Capacity Building Programme	Strategic Goal: Integrated, well-coordinated and comprehensive social services are provided through effective and sustainable strategic partnerships	Project facilitation support District development Establishment and ensuring functional Statutory Boards that oversee NGOs in six District Municipalities and the Nelson Mandela Bay Municipality	-	-
		Strengthening the Centre of Government to drive PGDP	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Development Programme				
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	Institutional Capacity Building and Support	Emerging Non Profit Organisations (NPOs) supported Youth enterprises supported Youth Volunteer Groups established in development nodal pints and poverty pockets	-	Number of NPOs supported
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	R13m allocated for 467 Student Social Worker Bursaries	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Training Programme				
		Early Childhood Development Programme	-	-	R23,6m set aside for 100 ECD centres targeting the 11 poorest municipalities	Number of ECD centres assisted, spatially referenced
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	Masupa Tsela Youth Pioneer programme implemented	-

Technical analysis:

Context Linkages	<p>The Millenium Development Goals, the National Ten Point Plan and the PGDP remain key planning platforms of the department.</p> <p>The key five-year priorities that are pursued are the transformation of welfare services, poverty reduction, HIV and AIDS, Victim Empowerment, and institutional capacity building and transformation.</p> <p>Focus of departmental work is on the identified provincial development nodes and the 11 poorest municipalities.</p>
Process Linkages	<p>Strengthening districts for the management of social services.</p> <p>Promotion of strategic partnerships across all levels.</p> <p>Strong reliance on civil society organisations for the success of departmental programmes.</p>
General Observations	<p>Horizontal collaboration with sector departments is not coherent.</p> <p>Decisive interventions in the Eastern part of the Province, through institution building for programme implementation, does not come up prominently in departmental plans. This holds serious implications for the need to re-orient the departmental budget towards areas with the highest concentration of needs.</p> <p>The mobilisation of external development assistance and social responsibility programmes in the private sector is understated in departmental processes.</p>

The above findings should be read in conjunction with the results of in-depth qualitative discussions that were undertaken with officials from this department.

2.2.2. Findings of focus group discussion

Senior and middle managers at head office and four out of six regional offices participated in the conversation. The head office components were represented, in total, by eleven managers and officials while the four regional offices were represented by two managers each. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussions focused on the PGDP programmes that had an implication on the departmental policies, structures, systems and processes, including how these were adjusted to facilitate the implementation of these programmes. Focus group participants confirmed that the Department had a responsibility for certain PGDP programmes such as the Victim Empowerment Programme (VEP), facilitating access to social grants by qualifying people, Integrated Nutrition Programme, and Early Childhood Development. It was revealed that the Department had assigned responsibility to specific components to manage these programmes. However, the relevant components were unable to implement the assigned programmes immediately after the PGDP was adopted, since the implementation was dependent on the availability of funds. These programmes were said to be dependent upon cooperation and collaboration with other provincial departments and civil society organisations. For instance, the VEP had recently been integrated into the Provincial Crime Prevention Programme of Action which is led by the Department of Safety and Liaison. In addition, attempts were made to collaborate with the Departments of Agriculture and Rural Development and Education on the Integrated Nutrition Programme. The Department of Education was reported to be responsible for the School Nutrition Programme while the Department Agriculture and Rural Development was managing the Food Security Programme. These programmes were national programmes that were guided by sector policies across the country. There were no province-specific policies in this regard. Bilateral engagements with relevant sector departments were utilised for coordination. It was indicated that an Inter-Sectoral Committee on Poverty Reduction led by the Department was in place. The Department was participating in the Food Security Task Team that was led by the Department of Agriculture and Rural Development. All this work fed into the

Social Needs Cluster, the Economic Growth Cluster, and to the Provincial Cabinet via relevant Cabinet Committees.

- **Fiscal alignment**

With regard to fiscal alignment, it was revealed that a number of the PGDP programmes led by the Department continued to be constrained by a lack of resources. It was also noted that, since the PGDP was adopted, the responsibility for social grants had been transferred to a national agency called South African Social Security Agency (SASSA). The transfer of responsibilities to national government was said to have addressed some of the delivery challenges that faced this programme. However, the Province was still expected to play a role in ensuring access to grants, which is often made difficult by the lack of identity documents, long distances and travel costs, communication challenges and problems with the postal services in informal settlements, particularly in facilitating applications for the renewal of grants. Access challenges were said to be enormous in the rural areas, as represented by Alfred Ndzo and O.R. Tambo district municipalities, and unfortunately where the majority of the poor people in the Province live. It also transpired that, in the Eastern Cape, social grants formed the most significant component of government's anti-poverty strategy, but the notion of moving the population from reliance on social grants to self-sufficiency remained a mammoth task.

- **Capability alignment**

Inadequate funding to build coordination capacity was cited as a challenge. This was said to be constraining departmental efforts to mobilise non-governmental organisations and the private sector in respect of the implementation of its social security programmes.

- **Spatial alignment**

The point was made that the service delivery model of the Department was 90 per cent inclined towards the utilisation of the services of the Community-Based Organisations (CBOs), Not-for-Profit Organisations (NPOs), and Non-Governmental Organisations (NGOs). However, a challenge was said to be the fact that the active and more capacitated civil society organisations were concentrated in the Western

part of the Province while the majority of the poor people are concentrated in the Eastern part. As such, the Department was unable to make spatial choices in respect of resource allocation since service delivery was driven by available capacity on the ground, that is capable of absorbing the national conditional grants. This was said to be happening despite a number of studies conducted in the Province which point to pockets of high concentration of poverty and where the services of the Department are mostly needed.

- **Risks, constraints and proposed remedies**

Flawed planning processes in which government programmes were managed through provincial plans that were not informed by community needs remained a challenge in the Province. Resources, limited as they are, continued to be allocated in areas where the need was not that urgent and, hence, the impact of service delivery was not felt. It was revealed that there is a risk of provincial departments continuing to be involved in the implementation of programmes and projects, a role that was understood to be that of the local government sphere. This service delivery model was viewed as a major constraint to service delivery as it continued to create competition between the provincial and local government spheres for the required skills and resources. Under these circumstances, the Province was found to be failing in its primary responsibility of policy monitoring and evaluation, macro-planning and strategy development. As such, a vacuum in this regard continued to exist. A radical restructuring and re-configuration of the provincial administration was viewed as an unavoidable step towards improving service delivery within the Province. Cosmetic and incremental changes in institutional arrangements within provincial departments were viewed as not assisting in ensuring the attainment of predetermined development outcomes. A typical example was the situation in the past where a delegation from the Province visited Chile, to explore the country's strategies for poverty reduction. Upon return from Chile a Unit for Poverty Reduction was created within the DSocDev. The unit initiated pilot poverty reduction projects for the Province. Subsequent to the establishment of the Poverty reduction Unit a provincial Poverty Reduction Strategy was discussed, and it was realised that poverty reduction is an overarching provincial priority that all provincial government departments should focus on as part of the implementation of their mandates. There cannot be a single unit within one provincial government department whose mandate

is poverty reduction. Based on these conclusions, the Poverty Reduction Unit was disbanded, and its work referred to the Cluster system to coordinate.

- **General comments**

A need for the establishment of a body above provincial government departments that would be responsible for analysing mandates and policies of provincial departments and assist the provincial government in determining and implementing provincial priorities was registered.

All PGDP flagship programmes that relate to the Department were traceable in departmental plans and processes. However, success in implementing these programmes was dependent on: strong coordination by the Department at provincial level and with municipalities; strong capacity of civil society organisations to take up social services projects; and cooperation and collaboration with other provincial departments and public entities that contribute to the Department's programmes. The focus of departmental plans was limited, and departmental work was biased towards the Western part of the Province while community needs were more concentrated in the Eastern part. Institutional capacity building in the Eastern part of the Province had not been taken up to the required level to ensure a more efficient delivery of social services and the spending of allocated conditional grants.

2.3. Department of Education

Presented below are the key findings of the qualitative evaluation of the plans and processes in the Department of Education (DoE) and a subsequent engagement with departmental managers and officials through focus group discussions.

2.3.1. Alignment Evaluation Matrix Results

Table 14 below displays the nature and extent of alignment between the plans of the DoE with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from literature study.

Table 14: PGDP Alignment Evaluation Matrix for DoE

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Education
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme		A Community Based School Nutrition Programme implemented	To feed 1342 learners Decentralise to municipalities and include school gardens, nutrition education, enterprise development	Number of learners
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme				
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme				
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Strategic goal: Adequate and institutional infrastructure to support teaching and learning			452 mud structure schools replaced 150 schools affected by disasters renovated 200 schools get palisade fencing 57 schools get security fencing

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Human resource development	Expanded Public Works Programme - Infrastructure			EPWP initiatives in 51 schools through Coega, IDT, and Amatola Water Board	
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	57 schools get water and sanitation 115000 learners in 23 districts get scholar transport, in 22622 routes	Number of schools
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	Strategic Goal: Social issues affecting learning addressed	Enhanced integration of HIV and AIDS and life skills into and across curricula HIV and AIDS mainstreamed in all departmental policies and procedures	-	Level of integration
		Victim Empowerment Programme	-	-	Provide care and support to Orphaned and Vulnerable children in 200 schools	Number of children Number of schools
		Improved Service Delivery in Health, Education, Social Development and Public Works	Strategic Goal: Performance management system and processes for improved service delivery Strategic objectives: Well managed education districts with	Implement a District Decentralisation Plan	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			strong links with municipalities and stakeholders Well managed schools with strong community involvement Effective professional services			
		Local Government Capacity Building Programme	-	-	-	-
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Industries Programme				
		Information and Communications Technology Programme	Strategic objective: Increased access to and utilisation of ICT		Teacher and officials ICT training ICT laboratories for 50 schools 23 ICT District centres for teacher support	Level of access and utilisation
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	8 FET colleges to be renovated as part of Recapitalisation Programme	Number of colleges
		Adult Basic Education and Training Programme	-	Increase the number of Public Adult Literacy Centres	294 ABET centres with 3747 practitioners	Number of centres
		Early Childhood Development Programme	-	Phasing in Grade R facilities in primary schools	4238 ECD practitioners to receive R3200 per month 383 ECD posts to be filled to support stand-alone sites	Number of practitioners Number of ECD facilities
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	National APEX priorities, National Social Sector Cluster priorities, National Department of Education priorities and the PGDP guide planning and implementation in the department. Planning documents make reference to a Provincial Transformation Agenda 2005-2014, and the MEC Turn Around Plan of 2008.
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Process Linkages	<p>The Department collaborates with key Social Needs Cluster departments in the Province for implementation of its programmes.</p> <p>Stakeholder mobilisation is promoted.</p> <p>Work of the Department is organised under 23 districts at local level, and the performance management becomes important.</p> <p>Infrastructure provisioning is driven through implementing agents like IDT, Coega Development Agency, Amathola Water Board, and Department of Public Works.</p>
General Observations	<p>Interfacing with local government sphere is weak and dependent on well managed district offices and schools.</p> <p>By and large, PGDP programmes that relate to the Department are traceable in departmental plans. However, it is only after four years of the PGDP adoption that there are still intentions to collaborate with sector departments in the implementation of PGDP programmes.</p> <p>The department's organisational development and institution building imperative remains understated in departmental plans.</p> <p>The centrality of the 2005 Transformation Agenda cannot be found in departmental plans and processes.</p>

The above findings should be examined in conjunction with the results of in-depth focus group discussions that were undertaken within this provincial government department, and which are discussed hereunder.

2.3.2. Findings of focus group discussion

A focus group discussion was convened in this department to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP 2004-2014. Senior and middle managers at head office and three out of six regional offices participated in the focus group discussion. Fifteen managers at head office and two managers in each of the three regional offices attended the focus group discussion. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The focus group discussion confirmed that the DoE had specific PGDP programmes and targets that it was responsible for. These included the provision of social infrastructure, in particular schools, that it was undertaking with the support of the Department of Public Works; the Safer Schools programme that it was pursuing with the support of the Department of Safety and Liaison; the Skills Development programme that was led by the Office of the Premier and the section responsible for the transformation of the Further Education and Training (FET) Colleges; the Early Childhood Development (ECD) programme that was pursued in cooperation with the

Department of Social Development; the School Nutrition programme in which ties had recently been fostered with the Department of Agriculture and Rural Development; Universal Primary Education programme; and the Adult Basic Education and Training programme (ABET). All these programmes were said to have always been provided for in the organisational structure of the Department.

Bilateral meetings were convened with individual provincial departments on various programmes and work fed into the Social Needs Cluster and the Technical Support Group within the Province. It was further revealed that, from time to time, the Social Needs Cabinet Committee would provide the Cabinet in the Province with progress reports on various programmes and political guidance would be solicited on matters with serious policy implications for the Province. It was pointed out that the Department had formulated a Provincial Education Transformation Agenda for 2005-2014. However, this departmental strategy had fallen by the wayside due to a lack of championship which emanated from a high top management turnover in the Department during recent years.

- **Fiscal alignment**

While the PGDP programmes were said to be traceable in the departmental plans, it was asserted that the PGDP had always been meant to revolutionise public administration in the Province. However, at a practical level the PGDP still had to find its expression within the existing administrative processes. The Budget Structure for Education Departments had already been adopted at national government level and the PGDP had to be adapted to this by technically and mechanically linking PGDP priorities to existing programmes. As such, PGDP targets had to be aligned with the existing funding envelope for the various programmes. The discussions also noted that, at the inception of the PGDP, the education targets were never meant to be realised through the sole funding allocation of the Department of Education. These targets were meant to rely on the support and cooperation of all sectors, including the private sector and civil society organisations within the education sector.

While the PGDP formed one of the planning frameworks within which the Department had to operate, the Department was still expected to respond to and

report on progress made in meeting commitments made by the country in international education conventions, national education priorities, as well as urgent local needs. The resourcing of all these policy intentions posed a challenge to the Department.

With regard to PGDP education programmes, it transpired that the Cluster system had not succeeded in assisting the Department to leverage resources from other sectors through joint planning and implementation. Cluster POAs continued to be an expression of what provincial government departments were doing, individually, and clusters had not moved the Province from a situation of individual departmental planning and budgeting to integrated planning, budgeting and resource allocation. The shortcoming of the silo mentality within a cluster system was thought to be strengthened by a system of accountability in the Province which emphasised the performance of individual departments without any reference by legislature oversight structures to the cluster system of budgeting, joint-planning and implementation.

- **Capability alignment**

With regard to service delivery implementation capacity, it was found that without intersectoral cooperation and collaboration, the achievement of the PGDP education targets remained a pipe dream. The funding levels of the Department were too low to enable it build the required implementation capacity. While some progress was recorded in certain programmes like ECD, other programmes had significantly under-performed in the period between 2004 and 2009.

It also transpired that the Turnaround Plans that the various Heads of the Department had initiated had not showed much impact on the efficiency and effectiveness of the Department. The constant change of leadership, both administratively and politically, had a negative impact on the transformation of education in the Province.

- **Spatial alignment**

The emphasis of departmental plans and implementation was on the need to eliminate backlogs and support distressed areas. It was revealed that the key

interventions that the Department was focusing on were to mobilise the various stakeholders and their district offices in respect of the education outcomes and targets that the Department was pursuing. Road-shows had been embarked upon to communicate the departmental strategy.

- **Risks, constraints and proposed remedies**

Underfunding of the PGDP education programmes was found to be a major constraint that could be alleviated through untapped opportunities to secure financial support from the private sector, civil society organisations and international donor assistance. Secondly, weak monitoring and evaluation of PGDP programmes was viewed as a risk for implementation, since limited resources continued to be locked into under-performing programmes. A suggestion was made that a set of fixed provincial indicators needed to be formulated and communicated to relevant organisations to monitor performance on the basis of these indicators. Thirdly, the Cluster system was viewed as a constraint to the management of service delivery and development programmes, and that joint planning and cluster budgeting needed to be introduced practically. The focus group participants concurred in that the Cluster system had not been operationalised through ensuring that it was capable of facilitating integrated planning and budgeting. It was said that while working within a Cluster system provincial government departments continued to implement their individual plans. A typical example that was the pilot site that were identified by the Premier during the 2008 State of the Province Address, where the Mhlontlo Municipality was pronounced as a test case for rural development, and provincial government departments were instructed to channel resources into that municipality in order to reduce poverty levels. It was revealed that little happened on the ground. The little that happened were uncoordinated development interventions of individual departments. There was no interface between the four clusters in the Province. Clusters, perpetuated silos mentality in the management of service delivery. Provincial government departments, which were not part of other clusters, were denied knowledge of integrated programmes that were pursued by other clusters. In the view of the focus group participants, the Provincial Treasury needed to solicit the support of the National Treasury to test Cluster-based budgeting through ring-fencing and top-slicing the budgets of provincial departments to fund priority projects of the Province that have been determined through consultative processes. The work

of clusters would then be measured against these priority programmes and projects and not in terms of everything that provincial government departments do.

- **General comments**

The service delivery landscape in the Province could still be turned around despite the constraints that have emerged since the PGDP was adopted. Studies of this nature were viewed as contributing, favourably, towards this, as they sought to introduce a service delivery improvement discourse within the provincial policy environment.

There was evidence of high-level strategic thinking in the Department accompanied by a sound analysis of the provincial planning and budgeting landscape in the Province, including how it had evolved over time. Therefore, some level of understanding was reached of the factors that had contributed to the slow pace of implementation of PGDP and challenges confronting the envisaged Provincial Planning Commission. All programmes in the PGDP that relate to the Department were traceable in the departmental plans, but the extent to which these programmes were contributing to the achievement of 2014 PGDP targets was limited. It must be mentioned that the Province needed to decide whether this Department should focus on education management or continue to be responsible for other social services within the education system. The work of the Department was, at the time of the study, managed through its provincial office, twenty-three (23) districts and six thousand three hundred and four (6304) public schools. Performance management across this system posed a challenge. There was, thus, a need for re-engineering the education management system in the Province. The resourcing of education programmes in the Province required more creative ways than what had been attempted through a number of interventions that the Province had seen.

3. GOVERNANCE AND ADMINISTRATION CLUSTER

Presented below are the key findings of the qualitative evaluation of the alignment of the plans and processes with the PGDP: 2004-2014 in the selected provincial government departments that constitute the Governance and Administration Cluster. These are:

- The Department of Local Government and Traditional Affairs.
- The Office of the Premier.
- The Provincial Treasury.

3.1. Department of Local Government and Traditional Affairs

3.1.1. Alignment Evaluation Matrix Results

Table 15 below reflects the nature and extent of alignment between the plans of the Department of Local Government and Traditional Affairs (DLGTA) with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from the literature study.

Table 15: PGDP Alignment Evaluation Matrix for DLGTA

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Local Government and Traditional Affairs
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Extension of free basic services to the poor, in particular those living in rural areas and farms	-	Stakeholder mobilisation and communication in support of Urban Renewal and Integrated Sustainable Rural Development nodal programmes	Number and names of municipalities
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Support to municipalities on Municipal Infrastructure development	Support to municipalities on Municipal Infrastructure development	Support to municipalities on Municipal Infrastructure development	Number and names of municipalities
	Human resource development	Expanded Public Works Programme - Infrastructure	95% of the Municipal Infrastructure Grant is spent on labour-intensive basic water and sanitation projects	-	95% of the Municipal Infrastructure Grant is spent on labour-intensive basic water and sanitation projects	Number and names of municipalities
	Public sector and institutional transformation	Water and Sanitation Programme	The PGDP water and sanitation programme is mainly funded from MIG which has R1bn budget in 2008/09		R13,2m set aside for the provision of Municipal Infrastructure Services	Number and names of municipalities
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Local Government Capacity Building Programme	Strategic Goal 2: Viable and sustainable developmental municipalities and traditional institutions delivering basic services and supporting good governance through hands-on support	Spatial planning support to municipalities Integrated development planning support Support in developing credible Local Economic Development strategies	Municipal Support and Intervention Framework Database of support providers Support to municipalities on development of Comprehensive Municipal Infrastructure Support Plans	Number and names of municipalities
		Strengthening the Centre of Government to drive PGDP implementation	The Department facilitates inter-sphere alignment, integration and coordination	-	Facilitate inter-governmental relations for planning and service delivery coordination	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	<p>There is strong articulation of alignment with PGDP in departmental plans. Priorities emanating from the Presidency provide a planning framework to the department. The Five-Year Local Government Strategic Agenda is a key driver of departmental plans.</p>
Process Linkages	<p>Promotion of effective inter-governmental relations lies at the centre of the department's mandate. The Department is active in the Governance and Administration Cluster, Social Needs Cluster and the Economic Growth and Infrastructure Cluster.</p> <p>A practice of creating task teams to coordinate the work of the Department with other provincial departments, municipalities and public entities is common.</p>
General Observations	<p>Collaboration and cooperation with sector departments, outside clusters and task teams, is weak. There are no clear mechanisms on how alignment and integration across sectors is facilitated, other than through meetings.</p> <p>There does not seem to be a coherent strategy that the Department utilises to provide strategic leadership in its mandate, other than the Five-Year Local Government Strategic Agenda, and piecemeal approaches on various priority areas of the department.</p>

The results of the focus group interviews that were undertaken within this department provide additional context for the findings presented in the above matrix.

3.1.2. Findings of focus group discussion

As with the other provincial government departments selected to form part of the sample of this study, a focus group discussion was convened in this department to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP: 2004-2014. Unlike other provincial government departments, the Department of Local Government and Traditional Affairs does not have regional and district offices, since part of its work is to provide support to municipalities and traditional authorities. For this reason, only eleven senior and middle managers at head office participated in the focus group discussion. The key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussion in the DLGTA centred on its coordinating responsibility in respect of local government support within the Province. There was also consideration of the responsibility entrusted to the Department to lead targets on water and sanitation programmes, and to facilitate support to municipalities for local economic development, urban renewal and integrated sustainable rural development. It transpired that the Department does appreciate its responsibility to ensure inter-governmental coordination, integration and alignment on matters of planning and service delivery. The group discussion confirmed that the Strategic Plan of the Department is aligned with the PGDP goals and objectives with respect to these responsibilities. The organisational structure of the DLGTA was said to have provided for the coordination of integrated and spatial planning, municipal infrastructure, urban renewal, integrated sustainable rural development, municipal support, strategic planning, and monitoring and evaluation. It was furthermore indicated that the Department has a programme that manages traditional affairs issues working in collaboration with the House of Traditional Leaders in the Province. The above programmes were said to be supported by a unit that facilitates intergovernmental relations working in collaboration with the Office of the Premier.

Over and above these formal institutional arrangements the DLGTA was said to be leading two structures known as Technical MUNIMEC and MUNIMEC. These structures and their purpose have been unpacked in Section 2.1.2 (DHS) above.

The discussion further revealed that there were other administrative institutional mechanisms such as the Provincial, Municipal Infrastructure Task Team (PMITT), Inter-governmental Relations Forum, Provincial Disaster Management Forum, and the Water and Sanitation Forum that the Department was leading, which were aimed at coordinating service delivery programmes with other sector departments. The work of these committees was said to be feeding into the Technical Support Group, a forum chaired by the Provincial Director-General where Heads of Provincial Departments, Regional Managers of National Departments, and Municipal Managers are represented. The Technical Support Group was said to be accountable to the Premier's Coordinating Forum (PCF), a structure chaired by the Premier where Members of the Executive Council (MECs) meet with the Executive Mayors of district municipalities and the Nelson Mandela Bay Municipality.

With regard to the organisational structure of the Department, it was revealed that the function of coordinating Integrated and Sustainable Rural Development was in the process of being transferred to the Department of Agriculture and Rural Development. In addition, the components that coordinate local economic development, municipal support, municipal infrastructure, inter-governmental relations, integrated planning were working in collaboration with similar components in other provincial departments such as the Department of Economic Development and Environmental Affairs, the Provincial Treasury and the Office of the Premier.

- **Fiscal alignment**

One key PGDP programme that the Department was responsible for coordinating was said to be the water and sanitation programme wherein the PGDP set a target of ensuring that water and sanitation backlogs are eliminated by 2014. The responsibility of providing water and sanitation was said to be residing with municipalities and funded through the Municipal Infrastructure Grant (MIG) that municipalities receive from National Treasury based on a nationally-determined allocation formula. In 2006, ECSECC estimated the cost of eliminating the provincial

water and sanitation backlogs at R8,3 billion, with the average annual allocation of MIG to the Province sitting at R1,4bn. The MIG also supports the provision of roads infrastructure and housing, and hence it was found as inadequate to eliminate the water and sanitation backlogs in the Province by 2014.

- **Capability alignment**

With regard to the Department fulfilling its coordination responsibility in respect of intergovernmental planning and service delivery implementation, a point was made that the equitable allocation from the provincial fiscus was not adequate. The Department was confronted with a dual challenge of having to intervene in municipalities that lack capacity and at the same time lead in processes of ensuring alignment of the work of departments at a provincial level. This was said to have placed considerable strain on the departmental resources and the facilitation of horizontal integration of provincial government has not been effective. It transpired that the priority of the Department was to attend to the spending and technical capacity challenges within municipalities. To this effect, during 2006, the Cabinet approved the *Five-Year Local Government Strategic Agenda*, a programme aimed at ensuring that national, provincial and local government spheres consolidate their resources to improve service delivery in all municipalities. The key priorities of the *Agenda* were said to be the need to strengthen hands-on support to local government and thereby improve governance, performance and accountability; to enhance institutional arrangements to improve service delivery; and to improve the policy, regulatory and fiscal environment within the local government sphere. This was to be done by giving more attention to all compliance issues that had not been adhered to, in the Municipal Systems Act, Municipal Structures Act, Municipal Finance Management Act, and Inter-governmental Relations Framework Act.

- **Spatial alignment**

The discussions herein centred on both the coordination responsibility of the Department on spatial referencing of the plans of municipalities and in ensuring that a Provincial Spatial Development Framework (PSDF) that supports the PGDP was developed and maintained. It transpired during discussions that the Department continued to provide support to municipalities in ensuring that their Integrated

Development Plans were supported by Local Spatial Development Frameworks (LSDFs). This support was said to be incorporated in the Integrated Development Planning support that the Department was providing to municipalities every year.

The Provincial Spatial Development Framework was not yet in place, and it was reported that a consortium of service providers had been secured to assist the Department in the formulation of the PSDF.

- **Risks, constraints and proposed remedies**

The key risks that were highlighted included the proliferation of coordinating structures in the Province without consideration given to the legitimate institutional mechanisms that the *Inter-Governmental Relations Framework Act* provides. A need for the rationalisation of the existing coordination structures within the Province to ensure that they are aligned with the IGR framework was viewed as a priority. A decision taken by the provincial government was that that no structures other than those provided for in the IGR framework and the Provincial IGR Strategy would be permitted within the local government sphere, since the creation of parallel structures weakened those provided for in the legislation.

The lack of capacity within municipalities in the Province continued to constrain service delivery. While the PGDP priority programmes were under-resourced, the low spending levels within municipalities were a manifestation of a capacity challenge, which indicates that an increase in funding levels would not necessarily result in an improvement in service delivery. Municipal capacity, in this instance, was said to include the availability of competent service providers within municipalities for the execution of the conditional grant allocations of various sectors. This was said to be a year on year constraint in the provincial economy, and it affected service delivery. It was pointed out that the joint intervention regarding Emerging Contractor Development and Support, led by the Eastern Cape Development Corporation (ECDC) and the Departments of Public Works and Human Settlements, needed to be expedited.

- **General comments**

A concluding point made related to the Provincial Planning Commission that the Premier had pronounced on in the 2009 State of the Province Address, and the coordinating responsibilities of the Department in conjunction with the Office of the Premier and Provincial Treasury. It was indicated that attempts were being made by these three departments to coordinate their efforts, but the challenges and constraints were many. It was thought that another capacity in the form of a Provincial Planning Commission, following the national government approach, would assist in alleviating the burden of the three provincial departments.

It has to be mentioned that the coordination task entrusted upon this department was not only showing a mis-match with the existing capacity, but that it required critical skills. The achievement of programmes that provincial departments implement through municipalities was dependent on the extent to which this department succeeded in ensuring that an environment conducive to service delivery exists in all municipalities, and that municipalities were adequately capacitated to fulfil this role. The extent to which integration and coordination can be achieved at provincial level was also dependent on how the DLGTA succeeded in ensuring effective intergovernmental relations within the Province.

All the plans of the Department articulated this task and there was appreciation within the DLGTA of its responsibility to facilitate alignment, integration and coordination through an inter-governmental system of planning, implementation, monitoring and evaluation. What did not feature prominently in departmental plans and processes was a broad strategy for giving effect to intergovernmental coordination. Fragmented programmes continued to exist, and these were informed by different provincial and national guidelines. Interestingly, these programmes were thought to be assisting in the achievement of intended development outcomes, when brought together. The absence of an overarching strategy was found to be limiting the Department in determining how best to tackle its coordination task in a specific period in collaboration with key strategic partners. Adequate resourcing of the Department to fulfill its coordination responsibilities at provincial level in respect of providing oversight and support to local government and the strengthening of traditional institutions was crucial, but this needed to be informed by a clear strategy.

The Department also needed to improve on the coordination of support provided by other provincial government departments and development agencies such as the Development Bank of Southern Africa to municipalities and find creative ways of ensuring that this support is directed to areas of greatest need to ensure a positive impact on service delivery.

3.2. Office of the Premier

3.2.1. Alignment Evaluation Matrix Results

Table 16 below illustrates the nature and extent of alignment between the plans of the Office of the Premier (OTP) with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that has been applied throughout this chapter.

Table 16: PGDP Alignment Evaluation Matrix for the Office of the Premier

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Office of the Premier
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Vision: Leader in excellence at the centre of a coherent pro-poor Provincial Administration	Strategic Goal 3: Facilitate sound, effective, appropriate and integrated provincial policies, strategies and planning, and evaluate the impact thereof	Strategic Goal 3: Facilitate sound, effective, appropriate and integrated provincial policies, strategies and planning, and evaluate the impact thereof	Number and titles of macro-policies, strategies and plans developed and evaluated

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	-	-	-	-
	Human resource development	Expanded Public Works Programme - Infrastructure	Strategic skills that support the economy developed	-	Strategic skills that support the economy developed	Skills programmes undertaken
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works		Strategic goal 1: Ongoing transformation of institutional capacity to improve the Provincial Administration efficiency and effectiveness	Support JIPSA priority projects	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Local Government Capacity Building Programme	Support to Integrated Development Planning processes in municipalities Support in the rolling out of Inter-Governmental Relations Framework Act	-	Support to Integrated Development Planning processes in municipalities Support in the rolling out of Inter-Governmental Relations Framework Act	Number and names of municipalities supported
		Strengthening the Centre of Government to drive PGDP implementation	Strategic Goal 3: Facilitate sound, effective, appropriate and integrated provincial policies, strategies and planning, and evaluate the impact thereof.	Lead and facilitate development, and ensure monitoring and evaluation of PGDP, IDPs, ISRDP, URP Ensure mainstreaming of needs of women, youth, people with disabilities, children, and elderly persons in plans and programmes of departments, municipalities, and public entities	-	Number of plans and strategies developed and evaluated Special programmes implemented, and number of special groups that have benefitted from such programmes
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	Strategic objective: Efficient, effective and self-sustaining information society	Office of the Premier and Provincial ICT policies implemented and aligned to national policies ICT infrastructure in place Computer literacy of provincial government employees	-	Policies developed ICT infrastructure in place Computer training programmes implemented for government employees
		Scarce Skills for the Public Sector Programme	Financially needy students supported to study in PGDP/JIPSA priority areas	Financially needy students supported to study in PGDP/JIPSA priority areas	Rand value of bursaries awarded	Number of students supported
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	Coordinate implementation of national skills imperatives, provincial HRD strategies and policies	-	-	Number of programmes
		Provincial Learnership Programme	Placement of learners in PGDP targeted growth sectors	Placement of learners in PGDP targeted growth sectors	-	Number of learners placed

Technical analysis:

Context Linkages	<p>There is strong articulation of the PGDP outcomes in the plans of the department. Reference is constantly made to national priorities that the Province should align to. There is appreciation of a need for local government sphere to be supported.</p>
Process Linkages	<p>The Department provides leadership and technical support to clusters, cabinet committees and cabinet through which the work of provincial departments is channelled.</p> <p>The Department provides leadership and technical support to the Inter-Governmental Structures such as Technical Support Group, chaired by the Provincial Director-General, and the Premier's Coordinating Forum, chaired by the Premier.</p> <p>The Department possesses an appreciation of the fact that it is responsible for development, and monitoring implementation of provincial macro-plans, policies and strategies.</p>
General Observations	<p>The Department seems to have defined its business around leading an efficient, effective and coherent Provincial Administration, and is striving to position itself as a learning organisation in this regard.</p> <p>The role of the Office of the Premier in providing strategic leadership and in directing policy implementation within the Province is understated in all the plans of the department, as has emerged during the review of the Strategic Plan, Policy Speech and Annual Performance Plan of the Department.</p> <p>The organisation of the business of the Office of the Premier creates an impression of a department that drives strategic priority programmes in a piecemeal approach, without appreciating the inter-relatedness and inter-dependencies across these programmes, including how these programmes should contribute to the attainment of broad development outcomes of the Province. During the review of plans of the Department, including its Organisational Structure that is attached to the Annual Performance Plan, it became apparent that the Office of the Premier was organised in three branches, Institution Building and Transformation, Policy and Governance and Administration. Key priority programmes of the PGDP were found attached to these three branches, without clear mechanisms of how these functions interface, in practice. For instance, the Human Resources Development unit was located in another branch, while the Provincial Anti-Fraud and Corruption was also located in another branch. These two functions were found not to be the focus of the Monitoring and Evaluation Unit that tracks implementation on the PGDP priority programmes. The Monitoring and Evaluation Unit was also located in another branch, different from the above two.</p>

While the preceding Matrix reveals, in a technical sense, the key linkages between various plans of this department and the PGDP: 2004-2014, these outcomes should be read in conjunction with the results of the focus group discussion that was undertaken with key officials from the Office of the Premier.

3.2.2. Findings of focus group discussion

A focus group discussion was conducted with twelve senior and middle managers at head office in the Office of the Premier. These managers were drawn from components such as Provincial Planning, Monitoring and Evaluation, Premier's Priority Projects, Intergovernmental Relations, Special Programmes, Human Resource Development, Information and Communication Technology, Knowledge Management and Office of the Director-General. The focus group discussion was preceded by a meeting between the Researcher and the Policy Planning component of the Department wherein the purpose of the study was introduced, and the format of the focus-group discussion was considered. Preliminary discussions on the subject-matter commenced during the introductory meeting, and included the exchange of notes that would enhance the focus-group discussion session. A standard presentation that the Researcher prepared was circulated to the focus group participants a week before the conversation. Key findings of these interactions are presented below following specific thematic areas. However, it is important to note that the interaction with the Office of the Premier was in respect of its coordinating role within the Province.

- **Institutional alignment**

The discussions herein were more centred on the relevance of the PGDP in the Province, structures that facilitate its implementation, and systems that support it as a broad development strategy of the Province. Firstly, discussions confirmed that the momentum that was maintained during the PGDP formulation was somehow lost after its adoption. However, the PGDP continued to be a recognised strategic framework that guides socio-economic planning within the Province, at least until the 2008/09 financial year. However, towards the end of the 2004-2009 term of government the PGDP was no longer at the centre of policy implementation within

the Province. The discussions revealed that the 2009 Assessment of the PGDP that the Office of the Premier commissioned the ECSECC to perform was, somehow, intended to close the PGDP chapter in the provincial planning space, and give in to the new outcomes-based approach to management of service delivery that was introduced in the 2009 term of government. The discussion pointed out though that when the Assessment Report was tabled the provincial government decided to retain the PGDP. However, its operational relevance could not be confirmed since the Province is focusing on the 2009-2014 Medium Term Strategic Framework priorities.

It was noted during discussions that the Information and Communication Technology Strategy of the Province remained weak and did not succeed to brand the PGDP as a strategic framework of the Province. In addition to this, the Province has taken time to generate an Intergovernmental Relations Strategy that should assist in intergovernmental coordination of service delivery including alignment in planning. For this reason, no service delivery protocols are in place within the Province.

The point was also made about the weak strategic plans of the provincial government departments, that did not give comfort of real alignment with the PGDP (including the MTSF priorities) having been achieved. There did not seem to be clear management decisions on how much a provincial department was contributing to a particular priority, and how that contribution relates to contributions of other provincial departments. This was referred to as a programme mix during departmental planning that lacked a theoretical base. What was observed was that departments continued to be output and activity driven, seeking to execute the allocated budget within a financial year, and with no consideration of the consequences of activities that are undertaken to the communities in need of services. As a result, annual reports of provincial departments were said to reflect good performance while service delivery levels, on the ground, continued to decline.

- **Fiscal alignment**

Reference was made to the 2009 PGDP Assessment Study that was commissioned to the ECSECC which revealed that, by and large, the PGDP priorities did not get adequate resources, hence the Province under-performed on various targets of the PGDP. While resources were said to be limited, a point was made of under to non-

performing PGDP flagship projects that provincial departments continued to sustain. A typical example given was the Massive Food Production Programme led by the Department of Agriculture, which had not succeeded in the Province. Evaluation studies undertaken within the University of Fort Hare had confirmed this, and yet the Programme had not been terminated by the department. Another typical example in the Department of Agriculture was the Programme for the revitalisation of certain irrigation schemes in the Province, which previous studies confirmed as economically unviable. They were being revived at the expense of community agricultural initiatives that did not get support from the Department. These activities were said to be straining the limited resources at the disposal of the Province.

- **Capability alignment**

The discussions noted that the capacity to implement the PGDP programmes was a challenge within the provincial government departments. However, the first challenge was planning capacity which was lacking to non-existent at both provincial and local government spheres. This affected the very process of ensuring that there was alignment between the PGDP and strategic plans of provincial government departments and Integrated Development Plans of municipalities. Municipalities continue to rely on consultancies to facilitate IDP processes. Provincial government departments were invited to IDP planning sessions to indicate the work they would be doing within a municipality, and this was regarded as integration. This situation was, furthermore, compounded by the different planning cycles between the local government sphere and the provincial and national spheres. There was no planning capacity within municipalities and provincial departments to manage the disjointed planning cycles, and ensure that one cycle feeds nicely into the other.

- **Spatial alignment**

The discussions noted that the PGDP recognised spatial referencing of government programmes as an important tool for facilitating integration across sectors and ensuring that government programmes respond to areas of greatest need. This was said to be lacking in the implementation of the PGDP programmes. Recent attempts sought to ensure that spatial alignment is introduced at the planning level with the

support of the Geographic Information Systems. However, GIS capacity was also a challenge within provincial departments and municipalities.

One other challenge noted was the absence of a Provincial Spatial Development Framework and the Local Spatial Development Frameworks of municipalities. The Department of Local Government and Traditional Affairs was reported as engaged in a process of closing the gap. It was hoped that this would go a long way in influencing intergovernmental planning, direct policy implementation and ensure maximisation of the impact of available resources.

- **Risks, constraints and proposed remedies**

The fact that PGDP programmes initiated since 2004 have not been evaluated was highlighted as a risk, as non-performing programmes will continue to be implemented in the manner in which they were designed. Secondly, the status of the PGDP within the policy environment in the Province was said to be posing a risk to future stakeholder mobilisation. Thirdly, a shortcoming of the PGDP, of identifying programmes that cannot be traced in provincial department plans was further cited as a flaw in planning that should be avoided in the future.

- **General comments**

A concluding point made was that there was, perhaps, virtue in simplicity, and that the provincial government should learn from forward planning. Simplicity in this instance meaning selecting few high impact focus areas that the Province would focus on, and rallying all the stakeholders around those few critical areas. Resources needed to be channelled to those critical areas by all affected provincial government departments and performance monitored closely through the adoption of a set of performance indicators that would be traceable in plans of provincial government departments.

It must be mentioned that the plans and processes of the Office of the Premier pointed to a critical gap in the provincial administration, that of the provision of strategic leadership on macro-planning and strategy development. The plans of the Department recognised the PGDP as a key planning framework that informs

departmental plans. However, it was surprising to note that the traction of the PGDP over provincial planning remained understated. In fact, while the Department appreciated its responsibility for facilitating alignment of the PGDP with its plans and those of other provincial departments, and monitoring and evaluating the implementation thereof, this task was not pitched at the highest level in the organisation. The Department seemed to be considering its business as that of ensuring efficiency and effectiveness of the provincial administration, and proceeded to assert itself as a role model for provincial government departments in this regard. The immediate consequence of inability by the Department to properly conceptualise its role and position itself as a leader in the implementation of the PGDP created a situation where the departmental activities overlap with what line departments do, as part of their mandates. The latter was bound to lead to administrative tensions and strained interdepartmental relations.

The re-engineering of the Office of the Premier cannot be postponed. This organisational renewal process should begin with the Department redefining its mandate, and reorganising itself in terms of the purpose of its existence. Furthermore, the resourcing of the Department should be linked to a re-engineering process, since additional resources will not have any impact on service delivery in the Province if the coordinating centre is not operating effectively.

3.3. The Provincial Treasury

3.3.1. Alignment Evaluation Matrix Results

Table 17 below indicates the nature and extent of alignment between the plans of the Provincial Treasury with the Provincial Growth and Development Plan 2004-2014. These findings emanate from the desktop review of departmental plans and reports aided by the Strategic Planning Alignment Model that emerged from the literature study.

Table 17: PGDP Alignment Evaluation Matrix for Provincial Treasury

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Provincial Treasury
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	Strategic Goal 2: Allocate resources in line with National Government and the Provincial Growth and Development priorities	Strategic Objective; Alignment of budgets to PGDP, Strategic and Performance Plans and IDPs Departmental priority: Increased focus on PGDP strategic objectives over the MTEF up to 2014	Implementing the changed Provincial Treasury structure that is aligned with the recommendations from National Treasury Ensuring that the strategic plan is guided by the provincial growth and development priorities	
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Infrastructure development	Integrated Agricultural Infrastructure Programme	Strategic objective: Provide strategic leadership in Supply Chain Management, Infrastructure Coordination and Public-Private Partnership projects	Prioritisation of infrastructure investment and the design of current funding and reporting arrangements put treasuries at the centre of infrastructure planning, implementation, monitoring and reporting		
	Human resource development	Expanded Public Works Programme - Infrastructure	-	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	Strategic objective: Provide strategic leadership in Supply Chain Management, Infrastructure Coordination and Public-Private Partnership projects	Infrastructure planning, implementation support and monitoring	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	-	-	-
		Victim Empowerment Programme	-	-	-	-
		Improved Service Delivery in Health, Education, Social Development and Public Works	Strategic objective: Render effective technical and strategic support to departments	Strategic plans of departments that are aligned to PGDP tabled timeously	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Local Government Capacity Building Programme	Strategic objective: Strengthen and provide technical and strategic support for the institutional capacity of provincial and local government	Promote sound municipal and provincial finance management	-	-
		Strengthening the Centre of Government to drive PGDP implementation	Implementing the changed Provincial Treasury structure that is aligned with the recommendations from National Treasury	-	Implementing the changed Provincial Treasury structure that is aligned with the recommendations from National Treasury	
		Strategic Infrastructure Programme	Strategic objective: Provide strategic leadership in Supply Chain Management, Infrastructure Coordination and Public-Private Partnership projects	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development Finance Programme	-	-	-	-
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	<p>There is a strong articulation of PGDP alignment in departmental plans.</p> <p>The Department is sensitive to National Treasury guidelines.</p> <p>There is an appreciation of priorities that emanate at local government sphere, and the fact that municipalities lack capacity to articulate and channel their needs.</p>
Process Linkages	<p>The Department is oriented to be of service to provincial government departments on matters of financial management and budget alignment in planning.</p> <p>The Department participates in national finance structures.</p> <p>There is an appreciation of the need for strengthening intergovernmental relations for planning, service delivery implementation and monitoring.</p>

General Observations	There is a sound appreciation of the primary treasury functions in the plans of the department, and work is organised along clearly defined treasury responsibilities. Lacking in departmental plans are mechanisms for collaboration with key departments such as Office of the Premier and the Department of Local Government and Traditional Affairs, especially in relation to local government support, and macro-planning, viz. Provincial Infrastructure Plan.
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While the preceding Matrix depicts, technically, key linkages between various plans of this department and the Provincial Growth and Development Plan 2004-2014, these outcomes should be read in conjunction with the results of the in-depth qualitative focus group discussions that were undertaken within this department, and which are tabled below.

3.3.2. Findings of focus group discussion

A focus group discussion was convened in this department to interrogate, in greater detail, the extent to which the departmental plans and processes were influenced by the priorities, objectives and targets enunciated in the PGDP 2004-2014. Eleven senior and middle managers at head office participated in the conversation since Provincial Treasury does not have regional or district offices in the Province. Components that were represented in the focus group discussions are Economic Research and Analysis, Fiscal Policy, Budget Planning, Municipal Finance Support, Strategic Management, and Special Programmes. The key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussions confirmed that the Strategic Plan of the Department acknowledged the central role of Provincial Treasury in influencing resource allocation against government policy priorities. The Provincial Treasury was structured to provide budget planning support to provincial government departments and analyse departments' budget submissions to assess alignment with local, provincial and national priorities. However, the point was made that the PGDP was not at the centre of the work of Provincial Treasury. The focus of the Provincial Treasury was said to be on managing the provincial budget process, and monitoring of expenditure trends against the allocated budget.

It was revealed that there was no structure to bring together the Provincial Treasury, the Office of the Premier and the Department of Local Government and Traditional Affairs to consider provincial priorities and how these priorities should resonate in performance plans of sector departments in the Province. This was evidenced by the fact that there was no tool in place, within the Provincial Treasury, to track the alignment of budget submissions from provincial government departments with the pre-determined provincial policy priorities as would be enunciated in the Provincial Growth and Development Plan. The Budgeting and Planning Guidelines were said to be in place, and every year reviewed, to guide budgeting processes. However, these guidelines were weak in the area of providing guidance to departments on alignment with government policy priorities.

It was also revealed that the Office of the Premier and Department of Local Government and Traditional Affairs appeared before the Provincial Treasury along with other provincial departments, and when they appeared it would be in pursuit of their departmental interests on resource allocation. The relations between these three departments were also said to be weak, even though they were entrusted by the Executive Council with a joint responsibility to provide support to the local government sphere on matters of planning, municipal finance and infrastructure delivery coordination.

Emphasised during the discussion was the fact that the Provincial Treasury had intra-departmental coordination challenges which were stifling its efforts to reach out to other provincial government departments. For a long time the Budget Planning, Fiscal Policy, Economic Research and Municipal Finance Support units were working in isolation. An Inter-functional committee had, recently, been established.

- **Fiscal alignment**

On budget alignment, the discussion noted that there was some appreciation within Provincial Treasury that the budget process was not necessarily about figures or accounting, but was more about the translation of policy imperatives into budget priorities. However it was revealed that, the budget process, at a provincial, level, was faced with the following shortcomings:

- The national budget itself was incrementally allocated to provinces and the national departments on the basis of a five per cent increase every year based on previous year's expenditure performance.
- In the R48bn allocation to the Province during that year, 71 per cent was for a long-term commitment to personnel expenditure and only 29 per cent remained for resourcing the PGDP and other policy priorities.
- The National Treasury issued ministerial directives to provinces to prioritise certain sectors in the distribution of the provincial allocation.
- The Provincial Treasury had a limited role in resource allocation and this was compounded by inadequate funds to meet competing provincial priorities.
- The Departmental Budget Programmes or Business Units that were established within provincial government departments before the PGDP was adopted were still in existence and receiving annual funding allocations, despite the fact that the PGDP was meant to revolutionise the service delivery landscape within the Province. This situation resulted in the PGDP becoming an add-on priority without the resources that were required to support its implementation.

While, on one hand, the National Treasury was said to be giving directives to Provincial Treasuries on resource allocation, on the other hand, provincial government departments were said to be advocating national sector priorities during the provincial budget processes, with the hope that these interests would contribute to the achievement of provincial outcomes. This relegated the PGDP priorities that do not coincide with sector priorities to unfunded mandates.

The need for an urgent and independent review of the Provincial Budget was mooted. This review would seek to determine the extent to which the provincial budget responds to national, provincial and local government development priorities.

- **Capability alignment**

In view of the fact that the Provincial Treasury did not have specific PGDP programmes but was expected to provide support to the provincial administration, the Department was comfortable with the level of capacity it had at its disposal.

- **Spatial alignment**

The discussions in this respect revealed some thinking within Provincial Treasury on moving towards an Integrated Resource Allocation that is derived from a spatial perspective of needs. However, to achieve this would require:

- Improvement in provincial infrastructure planning, which remained poor and revolved more around the submission of infrastructure projects shortly before the tabling of the Provincial Budget, thus limiting the ability of Provincial Treasury to assess the alignment of the projects to the spatial needs of the Province.
- A Provincial Spatial Development Framework that is informed by the Local Spatial Development Frameworks of municipalities, influencing resource allocation within the Province.

- **Risks, constraints and proposed remedies**

One risk identified was the coordination of planning at a provincial level. The Office of the Premier was found not to have been able to meet the expectations that are enunciated in the PGDP despite the establishment of the PCMU. Secondly, the Eastern Cape Socio-Economic and Consultative Council was found to have been subsumed in the provincial government thinking and weaknesses such that it was not succeeding in providing an uncontested policy advice based on ongoing socio-economic research. The latter was said to have created a gap in the macro-planning and policy environment in the Province, hence the emphasis on the need for the creation of a Provincial Planning Commission. Thirdly, the arrangement that the Provincial Treasury should coordinate intergovernmental planning, together with the Office of the Premier and the Department of Local Government and Traditional Affairs, was found not to have worked well on the ground, since these three departments had capacity challenges which made it difficult for them to coordinate planning for other provincial government departments.

- **General comments**

The discussions concluded that the Office of the Premier should drive provincial planning and that the role of ECSECC requires a re-look. It may be necessary for Provincial Treasury to utilise the budget process to influence resource allocation to provincial priorities, but this will require the support of the Office of the Premier.

It must be stated that plans of Provincial Treasury accurately expressed the coordinating role of this department. Also found was a deep appreciation of treasury functions and how these relate to the implementation of provincial priorities. However, the interaction with this provincial government department during the study revealed that there was little room for the Province to maneuver its resource allocation towards provincial priorities, without radically changing the structure and functioning of the provincial government. This notion seems to be limiting this department in its role to facilitate the re-orientation of the provincial budget towards provincial development priorities. A strategic conversation between the Office of the Premier, Provincial Treasury, and the Department of Local Government and Traditional Affairs, in this regard, was needed. The Provincial Treasury seemed to understand that the facilitation of this strategic discourse in the Province remained one part of its responsibility, in light of the efficacy studies that it periodically conducted to track alignment of policy priorities in plans of provincial government departments, including the Provincial Budget Reviews.

4. JUSTICE, CRIME PREVENTION AND SECURITY CLUSTER

4.1. The Department of Safety and Liaison

4.1.1. Alignment Evaluation Matrix Results

Table 18 below illustrates the nature and extent of alignment between the plans of the Department of Safety and Liaison with the PGDP: 2004-2014. These findings emanate from the desktop review of departmental plans following the Strategic Planning Alignment Model that emerged from literature study.

Table 18: PGDP Alignment Evaluation Matrix for the Department of Safety and Liaison

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	Safety and Liaison
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	Massive Food Programme	-	-	-	-
	Agrarian transformation and strengthening of household food security	Siyazondla Homestead Food Production Programme	-	-	-	-
	Consolidation, development and diversification of the manufacturing base and tourism potential	Comprehensive Nutrition Programme	-	-	-	-
	Infrastructure development	Integrated Agricultural Infrastructure Programme	-	-	Rennovation of police stations	Names of police stations and localities
	Human resource development	Expanded Public Works Programme - Infrastructure	-	-	-	-
	Public sector and institutional transformation	Water and Sanitation Programme	-	-	-	-
		Housing Programme	-	-	-	-
		Comprehensive HIV/AIDS and TB Programme	-	Implement employee awareness, counseling and support programmes	-	-
		Victim Empowerment Programme	Strategic Goal: Ensure effective	Facilitate the implementation of the Provincial Crime	-	--

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			social crime prevention	Prevention Strategy and Action Plan		
		Improved Service Delivery in Health, Education, Social Development and Public Works	-	-	-	-
		Local Government Capacity Building Programme	Strategic Goal: Ensure effective social crime prevention	Facilitate the implementation of the Provincial Crime Prevention Strategy and Action Plan	Hands-on support to 18 municipalities in establishing and ensuring functional Community Safety Forums NGOs recruited to assist in the facilitation of integration of Community Policing Forums with SAPS programmes at municipality level	Number of municipalities Number of NGOs
		Strengthening the Centre of Government to drive PGDP implementation	-	-	-	-
		Strategic Infrastructure Programme	-	-	-	-
		Automotive Industry Development Programme	-	-	-	-
		Industrial Support Programme	-	-	-	-
		Enterprise Development	-	-	-	-

PGDP Vision	PGDP Goals	PGDP Flagship Programmes 2004-2007	Content Linkages			
			Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
		Finance Programme				
		Agro-Processing Support Programme	-	-	-	-
		Tourism Programme	-	-	-	-
		Timber Industries Development Programme	-	-	-	-
		2010 Cultural Industries Programme	-	-	-	-
		Information and Communications Technology Programme	-	-	-	-
		Scarce Skills for the Public Sector Programme	-	-	-	-
		FET Transformation Programme	-	-	-	-
		Adult Basic Education and Training Programme	-	-	-	-
		Early Childhood Development Programme	-	-	-	-
		Comprehensive Human Resources Development Programme	-	-	-	-
		Provincial Learnership Programme	-	-	-	-

Technical analysis:

Context Linkages	<p>The National Crime Prevention Strategy that is led by the National Crime, Justice and Security Cluster and the PGDP inform the work of the Department.</p> <p>In recent years, the Department is fostering collaboration and partnership with Private Security Industry in its endeavour to reclaim its custodianship role over safety and security policies.</p>
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Process Linkages	<p>The Strategic Planning, Monitoring and Evaluation Unit was only established in 2007/08 financial year. The work of the Department is coordinated through the provincial office, six districts and the Nelson Mandela Bay Metropolitan Municipality that has been accredited to manage safety and security programmes, upon a delegation of functions.</p> <p>At provincial government sphere, the Department is actively involved in clusters and also leads the Justice, Crime Prevention and Security Cluster. It also participates in various task teams and committees. At local government sphere, its work is channelled through its district offices that interface with municipalities through Intergovernmental structures.</p> <p>Various community-based structures drive the work of the Department, and these include Street Committees, Community Policing Forums, and Community Safety Forums wherein civil society organisations participate.</p>
General Observations	<p>The Department is a smallest in the Province, in terms of size and resource allocation, and its programmes are mainly focused on its core mandate of crime prevention and security services to promote economic growth and social cohesion.</p> <p>There is no direct correlation between the mandate and strategy of the Department and the PGDP goals, objectives, targets and priority programmes. The work of Department seeks to create a conducive environment for the successful implementation of PGDP programmes and, in particular, for the promotion of investor confidence in the provincial economy.</p> <p>The Department needs to invest more in social research and management of crime statistics in order to advise and inform macro-planning and strategy development in the Province.</p>

While the preceding Matrix demonstrates, technically, the key linkages between various plans of this department and the Provincial Growth and Development Plan 2004-2014, these outcomes should be studied in conjunction with the results of the in-depth focus group discussion that was undertaken with key officials within this department.

4.1.2. Findings of focus group discussion

A focus group discussion was convened with seven senior and middle managers at head office, and two representatives from its six district offices. Key findings of these interactions are presented below following specific thematic areas.

- **Institutional alignment**

The discussions revealed that the Department's mandate is centred on the PGDP objective of fighting crime and corruption to ensure investor confidence in the Province and to ensure economic growth. As such, there are no specific targets in the PGDP that have direct implications for the Department. The focus group discussion confirmed that the Department is managing a *Provincial Crime Prevention Strategy* (PCPS) that was developed in 2005. The PCPS is considered to be a plan

which supports directly the intentions of the PGDP, to coordinate the activities of provincial government departments in the prevention of crime and corruption .

In the implementation of the PCPS the Department collaborated with other departments, and key amongst them are:

- The Department of Social Development which championed the Victim Empowerment Programme.
- The Department of Education which spearheaded the Safer Schools Programme.
- The Department of Economic Development and Environmental Affairs which led the Fight against Substance Abuse.
- The Department of Agriculture and Rural Development which was responsible for the Eradication of Stock Theft.
- The Office of the Premier which pioneered the development and implementation of the Provincial Anti-Fraud and Corruption Strategy.

It also transpired that the Department works with the Department of Local Government and Traditional Affairs in establishing and ensuring the functionality of Community Policing Forums within municipalities in the Province.

A Provincial Inter-sectoral Crime Prevention Committee was reported as in place. The committee, *inter alia*, comprised the Departments of Safety and Liaison, Education, Agriculture and Rural Development, Social Development, Local Government and Traditional Affairs, Economic Development and Environmental Affairs, Eastern Cape Liquor Board, and South African Police Services.

One challenge noted within municipalities was that the crime prevention programmes were supposed to be coordinated through the intergovernmental structures that were reported as either weak or non-existent. Unfortunately the Department chose to rely on these structures for the coordination of its programmes within the local government sphere.

- **Fiscal alignment**

With regard to fiscal or budgetary alignment, the Department had set aside, over the years, funds for the coordination and implementation of the Provincial Crime Prevention Strategy (PCPS), although these were reported to be inadequate. It was noted that the implementation of the Strategy was managed through an Inter-Sectoral Action Plan or Programme of Action that detailed key interventions that are driven by other role-players. Funding for such interventions was said to be seated in those organisations. For instance, the Department of Social Development had funds to the value of R90m during 2008/09 for Victim Empowerment programmes, and the Department of Education had, during 2008/09 financial year set aside funds for fencing of hot-spot unsafe schools in the Province as part of the Mud Structure Eradication programme, which had been allocated R132m.

- **Capability alignment**

The Department noted that capacity to facilitate and monitor the implementation of the PCPS was not adequate. In the same vein, departments who were implementing crime prevention programmes were equally faced with a similar challenge. It also transpired that the private sector and civil society organisations had not come on board in respect of programmes aimed at fighting crime and corruption in the Province, thereby limiting provincial capacity in this area. The inter-sectoral committee was said to have been established, in a bid to mobilise other key stakeholders in order to leverage on their capacity.

- **Spatial alignment**

With regard to spatial targeting of departmental interventions in preventing crime, the discussions brought to the fore that crime prevention, by its nature, related to a particular space in a specific time. The Department, therefore, responded to crime analysis reports and focused on the so-called crime “hot spots”. The work of the Inter-Sectoral Committee was also informed by crime analysis reports that the Department managed and utilised to advise sector departments.

- **Risks, constraints and proposed remedies**

The key risks and constraints that were said to hinder the roll-out of the PCPS were inadequate equitable share allocation to the relevant provincial departments for the implementation of crime prevention programmes; and weak intergovernmental structures within municipalities to coordinate crime prevention work within the local government sphere. Leveraging support from the private sector and civil society organisations was being pursued.

- **General comments**

A concluding point made was that the strategic planning processes of the Department were influenced by national directives and expressed needs of local communities, rather than a provincial macro-plan such as the PGDP. An opinion expressed was that provincial strategies were understood to guide the Department and not to drive implementation. It was also noted that the Inter-Sectoral Crime Prevention Programme of Action was a recent initiative and was still fraught with infancy challenges.

It must be noted that the Department of Safety and Liaison presented good practice in a provincial department that was focusing on its core business while seeking to reach out to other provincial and national government departments, civil society organisations, municipalities and the private sector that have a role to play in crime prevention in the Province. The Department had made progress in ensuring that the achievement of the provincial crime prevention and security outcomes are located within the mandates of other departments in the Province.. The Department was investing in community-based mechanisms to drive its mandate in a sustainable way. However, the Department lacked resources to fulfill its coordinating responsibility over the implementation of the *Provincial Crime Prevention Strategy*, and engage in ongoing research.

5. EASTERN CAPE SOCIO-ECONOMIC AND CONSULTATIVE COUNCIL

Presented below are the key findings of the qualitative evaluation of the alignment of the plans and processes of the Eastern Cape Socio-Economic and Consultative

Council (ECSECC) with the PGDP: 2004-2014. These findings incorporate the outcomes of a focus-group discussion that was convened with the ECSECC.

5.1. Eastern Cape Socio-Economic and Consultative Council

The Eastern Cape Socio-Economic and Consultative Council (ECSECC) is a provincial government public entity that was established in 1995 with a mandate outlined in its Founding Document as *“to advise and assist provincial government achieve an integrated development strategy for the Province and its constituent regions in order to address the economic development of the Province, in terms of the Reconstruction and Development Programme, and in particular the needs of the deprived communities and under-developed areas.”* (ECSECC, 2008). The work of ECSECC is organised around the following programmes or business units:

- Strategy and Planning Programme.
- Stakeholder Mobilisation Programme.
- Information and Monitoring Programme.
- Local Economic Development Support Programme.
- Eastern Cape AIDS Council Support Programme.
- Premier’s Discretionary Fund Programme.

A focus group discussion was convened and constituted of seven officials drawn from the above business units within the Eastern Cape Socio-Economic and Consultative Council. ECSECC was not initially part of the proposed sample. However, after engagements with provincial government departments constant mention was made of this organisation in relation to the macro-planning and strategy development support it should provide to the provincial government, through the Office of the Premier.

Key issues that were raised by provincial departments and that needed verification with ECSECC, as these pertained to the alignment of departmental plans with the PGDP, included:

- Contestation over the setting of targets in the PGDP, which in the view of some departments they were not adequately consulted on nor were they informed by provincial baseline studies per sector.
- A view that the PGDP document combined both strategy and implementation plan which made it difficult for departments to align their plans with its goals and objectives. Firstly, provincial government departments were not certain whether the PGDP was a framework that guided planning within provincial government departments nor was it a provincial plan that departments were expected to implement. Secondly, there were no performance indicators for the PGDP that provincial government departments would utilise to incorporate priority programmes, and on which their performance would be monitored and measured.
- The perceived key shortcoming in the drafting of the PGDP was that it did not consider sector priorities driven at a national government sphere which was that the provincial government departments would be expected to develop plans for, on the basis of the national conditional grants allocated to departments annually. This situation created competition among priorities at departmental level, with departments having to find their own means of addressing this within a context of limited resources.
- A shared understanding amongst all role-players that the PGDP would be reviewed, from time to time, to consider changing material conditions on the ground as well as policy shifts while implementation was in progress.
- The relevance of the PGDP, at the time of completion of the study, in view of developments within the national planning environment that sought to emphasise outcomes that must be achieved, and the systems, structures and processes that were being put in place at a national level under the auspices of the National Planning Commission.

The results of the qualitative focus group discussion undertaken with the ECSECC management are presented and discussed below under specific themes. However, it must be mentioned that a limitation of this focus group discussion was that officials within ECSECC had joined the organisation after the adoption of the PGDP, while key officials who were central to the development of the PGDP had since left

ECSECC and were therefore not available to comment on issues pertaining to the formulation and design of the PGDP.

5.1.1. The design of the PGDP

The focus group discussion revealed that there was some political pressure during the development of the PGDP. A thorough situational analysis was done, based on the information available at the time. More detailed working papers informed the various sections of the PGDP document, but it was noted that there were shortcomings in translating these working papers into the final PGDP document.

The combination of strategy and implementation plan within the same document, making it cumbersome and incomprehensible, was noted as a design anomaly of the PGDP. It was pointed out that this was cited in the *End-of-Term PGDP Assessment Report* released in March 2009 and that a planned PGDP review process would address this.

The discussion further confirmed a point which was made by other provincial government departments that the PGDP entailed any programme that a province, like the Eastern Cape, would pursue and that there was no selection of key priority or focus areas. In this instance, the discussions revealed that the macro-planning and strategy development processes in the Province were faced with a disconnection between those who draft policies and strategies and those who implement them, and that the processes of developing macro-strategies occur outside the implementation environment. It also transpired that the macro-plans and strategies that had been generated at provincial government level, including the PGDP, were inclined towards being comprehensive rather than selective. The latter was viewed as arising from the desire not to contradict or understate Constitutional entitlements or human rights.

5.1.2. Competing development priorities within provincial departments

A view mooted was that there has always been an over-emphasis on competing priorities. From the ECSECC point of view, two clear outcomes that the Province had

been seeking to realise since 1994 were poverty eradication and the stimulation of economic growth. ECSSEC officials held the view that the three spheres of government use different terms to refer to essentially the same priorities and that this remained a challenge for planning.

5.1.3. Integration and alignment of plans across sectors

Integration and alignment across sectors was confirmed by ECSECC as lacking. The challenge, herein, was viewed as being in the planning ethos of the provincial government. The Office of the Premier was viewed as having been more concerned with strengthening itself and defining its purpose of existence rather than being concerned with facilitating the coordination of service delivery across the various provincial government departments. Intergovernmental relations systems that provide mechanisms for steering integrated intergovernmental planning and service delivery were found to be weak within the Province. The Office of the Premier and the Department of Local Government and Traditional Affairs were responsible for facilitating intergovernmental relations, but were found to lack this capacity. A further point made was that the PGDP was designed to be implemented within a cluster-based system, with related provincial government departments which were grouped together, meeting from time to time to coordinate their efforts, and align their budgets accordingly. Administrative clusters within the Province were established in 1999, but have remained ineffective thereby hampering integration and alignment across departments.

One other noted weakness of the provincial planning system was that an *Integrated Infrastructure Delivery Plan (IIDP)* had not yet emerged. The Provincial Treasury and the Department of Public Works were jointly-responsible for coordinating the development and monitor the implementation of this Plan. A *Provincial Infrastructure Plan* was viewed as a key driver of integration across sector departments as it would provide details of concrete infrastructure projects that were underway and planned for the future, with clear deadlines of when such projects were envisaged to commence and be completed. The *Provincial Infrastructure Plan* would be designed

to implement one of the foundational objectives of the PGDP, namely, the infrastructure development.

5.1.4 Relevance of the PGDP

ECSECC confirmed that the PGDP lost its formulation momentum when implementation had to commence. This was found to have been the result of the PGDP communication strategy, which over-emphasised the provinciality of the plan, when in fact provincial planning does not exist in a vacuum. Rather, development priorities are determined by the national government and contextualised within provinces for the purposes of implementation. Another contributory factor were the developments in the national policy environment since the PGDP was introduced in 2004. Key amongst these developments was the establishment of the National Planning Commission (NPC) within the Office of the President. The establishment of the NPC was informed by the Green Paper on National Strategic Planning, which should be read in conjunction with the Green Paper on Performance Monitoring and Evaluation. These two policy documents influenced planning in the provinces, especially the structures, systems and processes. To keep pace with these changes, the PGDP needed updating.

Another shortcoming of the PGDP, according to the ECSECC, was that it was a well-meaning plan that was not appropriately resourced. The PGDP highlighted priorities for implementation, yet there was no alignment of these plans with the budgets of provincial government departments and municipalities.

The ECSECC focus-group discussion confirmed that the provincial government still viewed the strategic thrust of the PGDP as being relevant for the purposes of managing service delivery. However, it was emphasised that the PGDP needed to be reviewed to consider developments within the national policy environment, as well as changes at a local level which might have arisen as a consequence of PGDP implementation.

5.1.5 Key tasks of the Provincial Planning Commission

The ECSECC officials emphasised that the envisaged Provincial Planning Commission should not be viewed as a panacea for the service delivery challenges confronting the Province, or their structural and system dysfunctions within provincial government departments. It was noted that the effectiveness and efficiency of the state machinery after the amalgamation of the former Transkei, Ciskei and Cape Provincial administrations needed more attention in the Eastern Cape. Service delivery challenges and administrative instability within the Departments of Education, Health, Human Settlements, and Local Government and Traditional Affairs were noted as requiring close attention.

Despite this, the Provincial Planning Commission was viewed as being necessary for pioneering government priorities across provincial government departments and municipalities. However, for the PPC to succeed in its task, it must be constituted by people with a deep comprehension and knowledge of sector issues. Furthermore, it was asserted that the PPC should be a body that is capable of influencing macro-planning and decision-making processes within the Province so that the Province can be assisted in making appropriate choices on resource allocation, striking a balance with the need to address urgent social issues such as poverty and homelessness, and implementing programmes aimed at stimulating the provincial economy. In so doing, the the poor would be moved from a situation of depending on the Province for their livelihoods, to a point where they would be self-sufficient and can lead prosperous lives.

6. GENERAL OBSERVATIONS

During the review of plans and reports of the ten provincial government departments and the ECSECC, including the focus group discussions that were undertaken in each of these institutions some common issues that warranted attention arose. These issues, listed below, are analysed in detail in the next chapter and recommendations on how these could be addressed have been provided.

- (a) Common alignment challenges
 - Design and updating of the PGDP.

- Competing development priorities.
 - Resourcing of PGDP priorities and programmes.
 - Spatial targeting of development interventions.
 - Institutionalisation of planning for development management.
 - Monitoring and evaluation of PGDP programmes.
- (b) Fragmented planning capacity within provincial government departments.
- (c) Inadequate policy analysis and planning capacity within the Province.
- (d) The effectiveness of the coordinating and PGDP monitoring provincial government departments.

7. CONCLUSION

This chapter has presented and analysed the main findings of the study with the purpose of determining the nature and extent of alignment between the plans of selected provincial government departments in the Eastern Cape and the Provincial Growth and Development Plan: 2004-2014. Ten provincial government departments and one public entity were qualitatively evaluated to assess the nature and extent of alignment of their plans and processes with the PGDP.

This chapter has revealed both positive and negative factors in the implementation of the PGDP in the Province after its adoption by the Provincial Cabinet in 2004, at least, from a process design perspective. These factors, in no order of importance, range from the design of the PGDP, to the key assumptions that underpinned PGDP implementation, the influence of national policy shifts on PGDP implementation, the effectiveness of the coordinating centre to drive the implementation process, capacity for implementation within the provincial and local government spheres, intergovernmental relations, planning capacity and adapting the planning philosophy at all levels to the changing political landscape.

This study has revealed that the PGDP targets were not realistically arrived at since no evidence of consultation of affected provincial government departments, and baseline studies that were conducted could be found. The study noted that an honest appreciation of what the Province could possibly achieve by 2014 within the context of prevailing constraints and the extent of service delivery backlogs, as determined by baseline studies that preceded the PGDP formulation process, was not evident. Furthermore, the PGDP development process did not consider the impact of national sector priorities on resource allocation within line departments. It was thus left to provincial departments to merge provincial and national priorities at the level of implementation. This had a significant influence on the extent of alignment of departmental plans with the PGDP, especially where the budget and other resources were a determining factor.

Secondly, the formulation of the PGDP missed an important element of strategic planning, that is, the development of performance measures or indicators that would be utilised to track implementation progress. The study argues that one of the reasons for this shortcoming is that the PGDP vacillates between being a macro-strategy that guides socio-economic planning in the Province, and an implementation plan that steers economic growth and social development. It was left to provincial government departments to determine how they would align their plans to the PGDP as both a strategy and implementation plan. A compounding factor was that the PGDP was never reviewed after its adoption, even after the Department of Provincial and Local Government, at a national level, issued guidelines for Provincial Growth and Development Strategies during 2005....

Thirdly, the study confirms that strategic alignment exists to some degree, between the strategic performance plans of provincial government departments and the PGDP. This alignment ranges from a clear articulation of the PGDP intentions in departmental plans, to a reconfiguration of strategic goals and objectives of provincial departments along the PGDP outcomes, as well as measurable objectives within departmental plans that are derived directly from PGDP priority programmes. However, the translation of these intentions into departmental projects that are linked to budgets varies greatly from department to department. The study attributes this disjuncture to a combination of factors, including, inadequate resources, lack of

capacity, competing priorities, limited stakeholder mobilisation to leverage their resources, and continuing maintenance of programmes that are not linked to the PGDP. As such, the study confirms that the PGDP has thus far not succeeded in transforming the manner in which service delivery is managed in the Province, as was envisaged during its adoption. This is attributed to the lack of consistent political and administrative strategic leadership that was required to steer PGDP implementation, weak coordinating structures, inadequate monitoring and evaluation mechanisms, and the absence of consensus-building on trade-offs and spatial choices that should inform resource allocation and capacity building.

Fourthly, despite a myriad of challenges and constraints that have impacted on PGDP implementation in the Province, the study reveals a certain measure of strategic thinking within the senior and middle management echelon across provincial departments. It is encouraging to note that some provincial government departments accurately appreciate the sources of misalignment between the PGDP and departmental planning processes and were able to offer suggestions on how the situation can be turned around.

What remains for the provincial government to do, is to advise and direct policy implementation on the basis of strategic thinking that has emerged from this study. The next chapter will unveil key conclusions and recommendations to improve the situation.

CHAPTER 9

CONCLUSIONS AND RECOMMENDATIONS

“All Working Groups assessing the PGDP concluded that poor alignment and the inability of departments to translate plans into well-costed operational outcomes were key weaknesses in the PGDP implementation. This can partly be attributed to the structure of the PGDP itself which combines strategy and plans, making application difficult for many government institutions.” (Office of the Premier, 2009:17)

INTRODUCTION

An empirical study that was conducted in the ten selected provincial government departments in the Eastern Cape revealed a number of both positive and negative factors relating to the nature and extent of alignment of departmental plans to the PGDP: 2004-2014. These factors, which have been presented, analysed and interpreted under each provincial government department in Chapter Eight of this report constitute the findings of this study. This chapter takes the preceding analysis further by drawing conclusions through a brief discussion of the main findings emerging from this study. Recommendations are thereafter made on how best to improve on the identified areas.

For purposes of analysis and ease of comprehension, the approach followed in this chapter is that of addressing the salient findings of the study, firstly, by looking into issues that are common to the eight provincial government departments, and secondly, by attending to issues that have emerged in the coordinating centre, which should, in fact, be providing responses to sector planning challenges. At this stage, it will be revealed whether the coordinating centre is functioning effectively or not.

The chapter, thereafter, proceeds to an analysis of the Strategic Planning Alignment Model that is suggested for managing and guiding alignment of provincial

government departmental plans to overarching sub-national (and even national) development plans and frameworks. Alignment, in this instance, is considered from the perspective of implementation processes, rather than looking at alignment as an outcome of implementation. The latter would call for a different instrument of measurement. This chapter concludes by highlighting gaps and uncertainties that require further research, including possible policy considerations resulting from the findings.

However, prior to proceeding to the conclusions of this study, it is important to note that this research focused on the evaluation of the nature and extent of alignment between the strategic and performance plans of selected provincial government departments in the Eastern Cape and the Provincial Growth and Development Plan: 2004-2014. The main objectives of this study were, therefore, to: gain insight into the nature and extent of alignment between the Strategic Performance Plans of selected provincial government departments and the PGDP objectives, indicators and targets; assess the logical flow and ascending linkages between the strategic performance plans of selected government departments and the PGDP strategic goals, objectives and targets; identify the new service delivery mechanisms, policies, procedures and the change management plans that have been introduced, if any, to ensure the successful implementation of the PGDP programmes; and finally identify risks and gaps that pose a threat to the successful implementation of the PGDP programmes and attainment of overall outcomes within government departments.

It was mentioned earlier in this study that a comprehensive audit of alignment between the PGDP and Strategic Performance Plans of provincial government departments was not limited to assessing the nature and extent of harmony or strategic fit between the two planning levels. In this regard, the evaluation further sought to describe and examine the bases of alignment between departmental and sub-national strategic frameworks. This study, therefore, does not only suggest strategies for addressing identified points and or sources of misalignment between plans, but proceeds to generate a conceptual framework to guide the alignment of lower- and higher-order plans in the South African public sector.

While there are positive findings in respect of how the selected provincial government departments have creatively moved towards incorporating the PGDP targets in their planning and implementation processes, the following sections highlight commonalities across departments, and lean more towards identifying areas that need improvement. Attempts shall be made to weave in good practices, where this exists, when the key findings are discussed.

1. COMMON ALIGNMENT CHALLENGES WITHIN SELECTED PROVINCIAL DEPARTMENTS IN THE EASTERN CAPE

Both the desktop review of plans and reports of selected provincial government departments, as well as the in-depth focus group discussions that followed, have revealed key challenges that all the selected provincial government departments seem to be confronted with as they grapple with the implementation of the PGDP programmes. Some of these challenges were anticipated during the PGDP development process itself with some remedies suggested at the time. However, as the PGDP implementation unfolded, new challenges emerged. The findings of the study are discussed below in terms of the specific themes that emerged.

1.1 Design of the PGDP

One of the findings of the study is that provincial government departments have, during their planning processes, struggled with translating the PGDP priorities and targets into operational plans. The PGDP was designed as a provincial plan, which is not mandatory in terms of the law and yet it is regarded as a strategic framework that should guide socio-economic planning within the Province. Therefore, the PGDP was found to be straddling between being a strategic framework and an implementation plan. A strategic framework provides a broad vision and outcomes that must be achieved based on the analysis trends, per sector, and forecasting these into the future. A strategic framework serves to guide organisations on what their efforts should contribute to, based on a situational analysis that has been conducted. A strategic framework is not confined to the resources at the disposal of an organisation in the exploration of solution to complex issues facing an organisation or a country. However, an implementation plan is at a lower level and

more concerned with outlining in detail the key activities that must be undertaken to achieve the predetermined outcomes, considering the realities of resources available, institutional capacity, time within which results are expected, and the societal pressure and for how long the electorate can be patient of further delays in service delivery. An implementation plan, therefore, is more inclined to delineate responsibilities to various people and components, link activities to resources that are available and set timeframes for the achievement of targets. When the above two responsibilities or intentions are captured in one document, the intentions are not easily understood, the priorities are not clear and responsibility allocation does not come up prominently.

Secondly, the PGDP was found to cover almost everything that provincial government departments were doing at the time of its inception. As such, the PGDP was found to be lacking in providing strategic direction because it failed to select the critical few priorities that the Province would channel resources to for the ten-year period to guide economic growth and social development. Thirdly, the targets set in the PGDP were found to be unrealistic in the context of capability and resources at the disposal of the Province. There was, therefore, no technical basis for determining the targets. A basic assumption that underlay PGDP target setting was that the implementation of the PGDP would include a parallel process of resource mobilisation beyond the parameters of the provincial fiscus, since what the PGDP promised could not be achieved through the single input of government.

The findings of this study point to flaws in the process of developing the PGDP. It can be said that the PGDP was an ambitious plan from a prioritisation point of view and that the targets were set with the assumption that external financial inputs would be forthcoming despite the fact that the provincial government has no control over this. This is an important issue from an alignment point of view since the targets set should correspond with the capacity to deliver. Capacity includes skills, competences, attitudes, finances, and all other enabling factors critical for the success of a programme or project. In planning, baseline studies need to be conducted to determine the current state of affairs and what can be realistically achieved over a specified timeframe, given the resources that are available and those that have been confirmed will be available at a particular stage of

implementation. Targets and indicators are then determined taking due cognisance of the status quo and realistic forecasts of anticipated resources.

1.2 Competing development priorities

The study, furthermore, revealed that attempts by provincial departments to align their plans with the PGDP were met with a myriad of priorities that competed for the limited resources at their disposal. While the PGDP gave direction to provincial government departments on key priorities for each of its six strategic objectives, sector priorities emerged at a national level, with municipalities pointing to other priorities that required the urgent attention of provincial departments. There has not been a 'clearing house' at provincial level for all these priorities. It has been left entirely up to provincial government departments to determine for themselves, for reasons known only to them, why certain programmes needed to be prioritised over others. Those priority programmes would be presented within the administrative clusters for inclusion in what is considered as the *Provincial Integrated Programme of Action*. The challenge of competing development priorities, compounded by the absence of a provincial clearing house, led to disjointed programmes on the ground and, in some instances, duplication of efforts by various national and provincial government departments.

It transpired during the study that the different planning cycles of the provincial and local government spheres also posed a challenge to priority setting, as new priorities and foci would emerge from each political process. Another factor that was registered as constraining prioritisation in planning was the change of political office bearers within provincial government departments. It appeared that the new political office bearers would arrive with their own focus areas for their particular term of office. Administrators would naturally succumb to such pressures despite the negative implications of this 'short-termism' for the medium- and long-term development agenda of the province.

The matter of competing priorities is, once again, a design matter in planning. A ten-year strategic framework or implementation plan within a Province is a product of wide consultation, policy analysis and rigorous research. Such a strategic framework

or implementation plan should be clear on a limited set of priorities that the province and its stakeholders have agreed on for the specified period. A strategic framework strategy and or implementation plan would then be adjusted during review processes to address new issues that have emerged to assess whether such issues warrant urgent attention or whether they can be deferred for the next planning cycle. If the strategy is still sufficient to achieve the predetermined outcome, there is no need to review the strategy. A provincial government, working within its constitutional powers of determining resource allocation in a Province, has the liberty to identify and sequence activities to achieve the nationally-determined development outcomes. Some measure of certainty needs to be introduced within the provincial planning environment and this will emerge when a Province moves from the compliance mode which assumes that for a Province to realise the set national development outcomes, it needs to replicate all national processes. National government provides guidelines to provinces who, with due regard to their particular contexts, should determine what is workable at any point in time.

1.3 Resourcing of PGDP programmes and priorities

For each of the six strategic goals of the PGDP, flagship programmes with clear milestones and targets were endorsed by the Executive Council for the MTEF Period 2004-2007. Lessons learnt from the implementation of these programmes were to inform the comprehensive roll-out of the PGDP. The study has revealed, however, that the lack of adequate funding and technical resources had acted against the progress that could have been made on various PGDP targets.

While the matter of competing priorities was cited earlier on as a hindrance to the realisation of PGDP targets, it must be emphasised that activities emanating from the PGDP were found not to be matching available resources within provincial government departments. This challenge has two dimensions. Firstly, the Eastern Cape is one of the historically underdeveloped areas within the national geographical context, with huge backlogs in various sectors needing attention prior to addressing new service needs that are keeping pace with population growth. For instance, the Department of Human Settlements would require almost R57 billion to clear the housing backlog of almost 750 000 required houses. At the time of finalising this

study, this department had an annual budget of R1,5 billion, 75 per cent of which was allocated to houses that will be completed by the end of a financial year. An average annual output of this department is 16 000 houses. At this rate, even if the conditional grant funding levels were increased, the institutional capacity to deliver would remain a challenge affecting the spending of the appropriated grant funding. Capacity in this instance relates to the availability of skills within the department at provincial and municipal, as well as the number of competent construction service providers within the provincial economy who are able to absorb the grant funding for the purposes of programme implementation. The lack of programme implementation capacity in the Department of Human Settlements is just one example of the challenges confronting PGDP programmes in provincial government departments that participated in the study.

The mobilisation of external resources to support PGDP implementation, which was found to have been both disjointed and inadequate, is a resourcing matter that requires attention in future planning processes in the Province. Despite the global economic recession that is cited by other PGDP assessment reports as having contributed to the under-performance in some PGDP targets, the study has revealed two issues that need to be attended to, namely, that target setting should correspond with capacity enhancement outcomes and where targets are to be achieved through financial input of other organisations, there should be a clear and coherent plan for achieving them.

1.4 Spatial targeting of development interventions

The study confirmed the apparent challenge of a lack of spatial decisions to drive economic growth and social development within the Province. While the PGDP noted, during its inception, the critical importance of spatial referencing of development interventions by all actors in a municipal space, very little progress had taken place in that regard. In fact, the choice of spaces was entirely left to provincial departments and municipalities in the absence of both a *Provincial Spatial Development Framework* and *Spatial Development Frameworks* of municipalities. Planning capacity for both the Province and municipalities was cited as a reason for the absence of these critical planning platforms.

A further challenge with spatial targeting of development efforts has been the absence of clear choices that are made about geographic locations where public funds should be channelled. It has been left up to the provincial government departments, the municipalities, the private sector, and even the non-governmental organisations to decide on areas they intend to prioritise. This remained the situation even after provincial studies that pointed out that eleven poorest municipalities in the Province needed development interventions. In fact, this study revealed that a number of provincial government departments were handicapped by external capacity challenges, in their attempts to re-orient public funds to the areas of greatest need. While it is a known fact that the Eastern part of the Province is the most under-developed and under-serviced, and where more than 50 per cent of the provincial population resides, service delivery efforts continued to be concentrated in the Western part of the Province. A closer examination of this planning disjuncture further revealed that this situation was perpetuated by weak local government and civil society organs in the Eastern part of the Province. Pressure within the provincial departments to speed up spending of the nationally-allocated conditional grants for various programmes, resulted in continued higher proportions of resource allocation to municipalities and external organisations located in the Western part of the Province. Of course, there are some departments (that must be commended) that made attempts to tilt the balance of forces, through ensuring that absorptive capacity is created in the Eastern part of the province within the context of the role of a developmental state. Such attempts can be found, in the main, in infrastructure departments that have gone out of their way to establish components and desks within their departments that provide support to Small, Medium, and Micro-Enterprises. Some of these departments also have mentorships, incubators, as well as training programmes including bridging financial support for small enterprises working within their sectors to build capacity in the most impoverished areas within the Province.

1.5 Institutionalisation of planning for development management

One positive development of note is that all the provincial government departments that participated in the study had managers appointed for the purposes of strategic

planning facilitation. Organograms of departments provided for some planning units indicated that these managers varied in post establishments and levels across departments. It must be mentioned though that the strategic planning functions were not necessarily prioritised because the province has a PGDP to be implemented. The study revealed that this was the case because government departments are expected through the *Public Finance Management Act, 1999*, the *Public Service Act, 1994*, and their concomitant regulations to maintain a set of mandatory plans that are used by Parliament and provincial legislatures to pass budgets for departments and to serve as a basis for future parliamentary oversight over departmental work. As such, the strategic planning components of departments were found to be more inclined towards the Provincial Treasury requirements than the provincial planning mandates led by the Office of the Premier.

Further to the above, there are other planning functions such as infrastructure, development, spatial, and municipal planning support that can be found in some departments. These components were also created to serve specific legislated functions drawn from sector policies. This has created a challenge in terms of disjointed planning capacities within provincial departments themselves, and across departments. Duplication of efforts and under-utilisation of existing capacity was found to be affecting planning within departments.

It was not only the planning function within the selected provincial government departments that was found to be disjointed, but also the planning support provided to municipalities. Provincial government departments continued to provide sector-based planning support to municipalities. This was found to be of great concern to the municipalities and the Department of Local Government and Traditional Affairs which were entrusted with the responsibility to ensure administrative coherence within municipalities.

The planning function within provincial government departments was found to be lacking in critical competencies for driving planning from a development management perspective that the PGDP envisaged (including the emerging national long-term strategic planning).

1.6 Monitoring and evaluation

It must be noted at this stage that the provincial departments have progressed with respect to establishing monitoring and evaluation (M&E) units, as a consequence of the initiative of the Planning Coordination and Monitoring Unit within the Office of the Premier. These M&E units were established from 2006, even before the national *Government-Wide Monitoring and Evaluation Framework* was released, including the current national move to strengthen monitoring and evaluation capacity in order to track performance of sectors on nationally-determined outcomes.

What the study has noted as a limitation is the fact that the M&E units were found to be more focused on compiling compliance reports. It was not clear how those reports facilitated the tracking of the achievement of PGDP outcomes. It transpired, however, that M&E units were being utilised for Treasury non-financial reporting, and to facilitate reports to provincial clusters on programmes that provincial departments submitted to form part of the Cluster Consolidated Programme of Action. At the time of directly engaging departments as part of this study, reporting on PGDP programmes had been substituted by the requirement that provincial government departments are expected to report only on the eight provincial priorities that are encapsulated in the 2009-2014 *Provincial Medium Term Strategic Framework*. This revelation pointed to some kind of a shift in provincial priorities, from the PGDP: 2004-2014 to the Medium Term Strategic Framework for 2009-2014. As such, monitoring and evaluation processes followed suit.

How the shift in policy and planning priorities has been managed in the Province is an issue that this research investigated. The study could not identify a conscious decision having been made to the effect that the PGDP was no longer a guiding framework for economic growth and development in the Province. However, from 2009 there was no longer a reporting requirement from provincial departments in respect of the PGDP, as had been the case in previous years. The provincial administration shifted to the planning regime (national outcomes) spearheaded by the Presidency. In fact, some study participants even doubted the relevance of the findings of the study, and whether its recommendations would still add value since their perception was that the PGDP had ceased to function as the overarching

provincial strategic planning framework. Interestingly, provincial reports towards the end of the 2004-2009 term of government, disputed that the PGDP had been replaced by some other plan. The reports noted that the overall thrust of the PGDP was still relevant and was in congruence with the eight priorities of the Province for 2009-2014 as outlined in the Eastern Cape Medium Term Strategic Framework.

With the latter point in mind, the next section briefly analyses the results that relate to the coordinating centre that should be guiding planning processes in the Province, including the alignment of departmental plans with the Provincial Growth and Development Plan: 2004-2014.

2 THE ROLE OF THE COORDINATING CENTRE

It is important to note that the PGDP formulation process was led by the Eastern Cape Socio-Economic Consultative Council (ECSECC) and the monitoring and evaluation framework of the PGDP noted the need for greater collaboration between the Office of the Premier (through its PCMU), the Department of Housing, Local Government and Traditional Affairs, and the Provincial Treasury during the implementation of the PGDP. The alignment evaluation findings across the selected eight provincial government departments raised important questions about the leadership and coordination of the PGDP in the Province. These questions were posed to all the relevant provincial government departments which were conceived as central to PGDP coordination and, as a result, the following coordination shortcomings were cited:

- The competing national, sector and local government priorities that were not filtered at the centre to inform planning within provincial departments and their public entities.
- The static PGDP, which was never reviewed to take account of changed social, economic and political conditions within the Province, including shifts in policy priorities across sectors at the national government sphere.
- The inadequate communication, marketing and awareness in respect of the PGDP for new employees and to mobilise various stakeholders around its implementation.

- The lack of ownership of the PGDP during changes in political leadership.
- The insufficient coordination of private sector investment and donor support in respect of targeted high-impact PGDP programmes.
- The lack of monitoring, evaluation and reporting to track implementation progress.

The study revealed that collaboration between the three coordinating departments (including ECSECC) was limited and fraught with its own challenges. It transpired during engagements with these departments that there was no organic and structured engagement between them. This was attributed to leadership tensions, arising from opinions that were said to have differed at some point. Limitations arising from the legislative framework were also cited. For instance, it was suggested that the Office of the Premier did not have much power to elicit cooperation from provincial departments as both the Director-General of the Province and Heads of Departments were viewed in the same light as Accounting Officers of their departments. As such, the Provincial DG can only guide and advise the HoDs of other provincial government departments. Further to this, the Provincial Treasury was found to be constrained by directives from National Treasury regarding which sectors provincial resources should be channelled to. This was found to be limiting the Provincial Treasury in exercising its allocative efficiency function in the allocation of resources to provincial departments.

It must be mentioned that even though these departments were expected to join hands and coordinate other provincial government departments, they were confronted, equally, with similar capacity challenges in fulfilling this role. This is particularly crucial for the Department of Housing, Local Government and Traditional Affairs that has a support and oversight responsibility over a weak local government in the Province.

With regards to the Office of the Premier, the study revealed that the PCMU that was established to drive PGDP implementation in the Province had since been restructured and renamed as Policy and Governance Branch. However, provincial planning, monitoring and evaluation functions were still located within this new

Branch. On close examination of this restructuring that commenced in 2007, it emerged that this was in line with national processes of standardising Premiers' Offices across the country and that a new Budget Structure that was approved by National Treasury in 2008 had emerged, and all provinces were beginning to align their organisational structures. In the same vein, the Department of Housing, Local Government and Traditional Affairs had since been separated into two departments and the Department of Housing was no longer regarded as forming part of the provincial coordinating centre. The Department of Housing had since 2008 been renamed nationally and in all provinces as the Department of Human Settlements.

It must be emphasised that the study revealed that the Office of the Premier and the Department of Local Government and Traditional Affairs were working closely on matters of planning support to municipalities and intergovernmental relations. However, the same level of commitment and cooperation in respect of facilitating horizontal alignment of plans within the Province was not evident although these departments understood the latter function to be their key responsibility.

On closer examination of the coordinating centre that is comprised of three separate departments plus one public entity, it was found that there existed no common appreciation of what the coordination responsibility requires of these departments. The study could not find evidence of tools being in place to facilitate alignment across departments. In this respect, the alignment function was limited to the consolidation of plans of departments into a provincial action plan through the cluster system. Furthermore, focus was on IDPs of municipalities and the participation of provincial departments was noted as lacking. Coordination also focused on ensuring functional IGR structures across municipalities..

The study, also, revealed that the coordination of certain macro-policies had been delegated to provincial government departments. These include:

- The Provincial Crime Prevention Strategy.
- The Poverty Reduction Strategy.
- The Industrial Development Strategy.
- The Rural Development and Agrarian Reform Strategy.

- The Expanded Public Works Programme.

While delegating the coordination responsibility to provincial government line departments is not problematic, the risk identified was that there was no clear interface between the Office of the Premier and the relevant provincial government departments, around the implementation of these delegated macro-strategies.

It can be concluded, therefore, that the missing link of coordination in provincial planning, does exist and is a matter that requires the immediate attention of decision-makers within the Province. The Province lacks a coherent centre to drive medium- to long-term planning and implementation by filtering development priorities and advising provincial departments on strategic implementation, through the Executive Council, based on ongoing research and policy analysis.

To have a well-capacitated Central Planning Unit within the Province would be a move in the right direction. However, for the unit to succeed in its task, it should have a clear purpose. A key task of such a unit would be to facilitate the integration of development priorities in departmental plans and programmes, thereby steering policy implementation and influencing resource allocation. For this unit to fulfil this role meaningfully, it would need a tool or a comprehensive conceptual framework to drive strategic alignment from both a horizontal and vertical perspective. The next section presents the proposed tool to drive strategic planning alignment in the South African public sector. This tool has been informed by a combination of an in-depth literature study and a careful analysis of the findings emerging from this study.

3 STRATEGIC PLANNING ALIGNMENT MODEL

Chapter Five of this study provided a critical review of the alignment concept, and leading theories in strategic alignment discourse were analysed in relation to private and public sector practice. Key conclusions that have been drawn, on the basis of this analysis, include the following:

- Alignment in the private sector focuses primarily on ongoing attempts to align business and IT strategies.

- Alignment studies either measure the outcome of alignment interventions or the process by which alignment of policies and programmes unfolds within, between and across organisations.
- Process alignment is dynamic.
- Attempts to facilitate and measure alignment within organisations should consider both the strategic and operational environments of an organisation.
- If a strategy is viewed as an unfolding pattern in the stream of decisions, both planned and unplanned, then strategic alignment can be viewed as:
 - A process in which decisions are continually integrated into a mutually reinforcing pattern; and
 - A formulation of sets of decisions at periodic intervals.
- Strategic alignment is a recurring issue to be managed rather than a problem to be solved or decision to be made at a particular point in time.

Previous studies conducted within the Eastern Cape aimed at evaluating the alignment of strategic performance plans of provincial government departments to the PGDP recorded a high level of strategic alignment of plans with a low operational alignment. It can be argued at this stage that this finding relates to the extent to which departmental plans articulated the PGDP's goals and targets, that is, whether departmental strategies (as expressed in strategic goals) adequately expressed the intended PGDP outcomes. While policy articulation for implementation is commended, it is not adequate to make an accurate judgment on the level of strategic alignment and whether sound government policies will ultimately be implemented.

Strategic alignment, as revealed by this study should, over and above the articulation of policy, provide concrete answers to precise questions, such as:

- Whether the department has consciously planned to exploit its internal strengths, address existing weaknesses, and achieve a goodness-of-fit among its efforts and those of other role-players – **strategic sufficiency**.
- Whether the plan of the department covers all necessary planning issues – **strategic comprehensiveness**.

- Whether the plan of the department makes sufficient sense to its employees and stakeholders to ensure that the plan can be implemented without a lot of guesswork – **strategic comprehensibility**.
- Whether coordination steps have been identified and agreed-upon within and beyond the department to ensure effective implementation of the plan – **solid strategic joints**.
- Whether goals, objectives and targets can be attached to specific offices, individuals and organisations who clearly understand their contributory roles relative to the plan's defined outcomes – **strategic traceability**.

In the same vein, previous studies assessing progress made in the implementation of the PGDP have tended to reduce operational alignment to whether departments' plans were well-costed and whether targets corresponded with outcomes. While it is understood that these studies were leaning more towards *ex-ante* evaluation theories, their evaluation framework is found by this study to be inadequate to pass a judgment on the degree of operational alignment of departmental plans to the PGDP. In this respect, this study revealed that the operational alignment evaluation framework should furthermore raise questions of whether:

- Policies, processes, structures and systems have been adjusted to meet the requirements of new development priorities – **institutional alignment**.
- Set targets correlate with the existing funding levels and whether strategies to mobilise additional funding sources have been formulated in cases where existing funding is inadequate – **fiscal alignment**.
- Tasks to be performed to realise set targets correspond with existing skills within the department, including capacity to be sourced from other state agencies and the private sector; and whether external capacity shall be availed at an appropriate time, expected volume and acceptable quality to ensure attainment of targets - **capability alignment**.
- Spatial choices of the department have been tested in respect of spatial interests, norms and standards of other sectors and organisations whose contributory roles are important for the achievement of set outcomes, and whether the spatial choices made are in sync with the spatial development

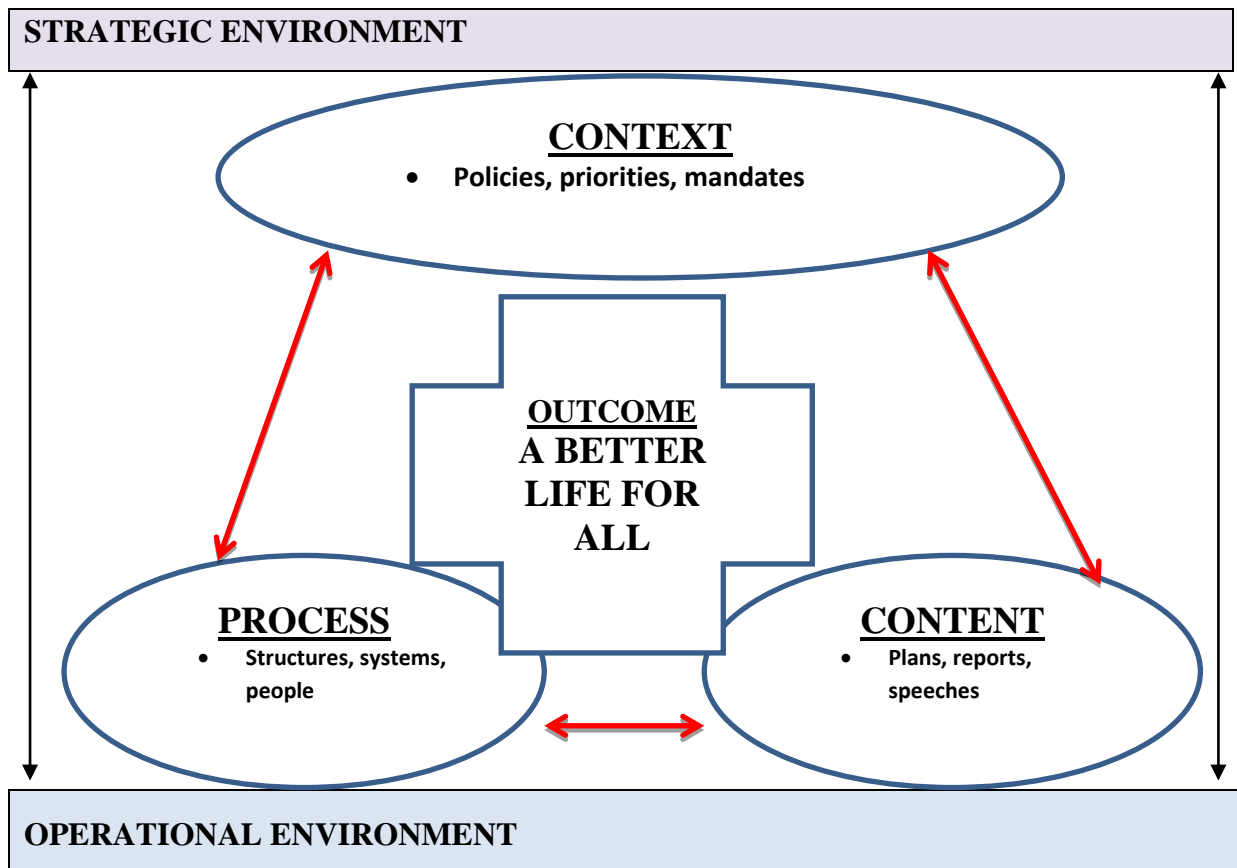
priorities of an area where the proposed development will take place – **spatial alignment**.

The bases of alignment and sources of misalignment cited above can, in the final analysis be looked at from the perspective of Alignment Mechanisms. This perspective asserts that any attempt to measure alignment phenomena should:

- Take the relevant organisation and its '**context**' into account.
- Consider the '**content**' of decisions being aligned.
- Examine the '**process**' during which alignment unfolds.

The analysis of various strategic management and public policy theories in relation to the key findings of this study has yielded a conceptual model which practitioners and policy-makers should consider in the management of processes aimed at ensuring effective implementation of government policies. This model has been suggested as a Strategic Planning Alignment Model for the Public Sector, and is presented in Figure 23 below.

Figure 23: Strategic Planning Alignment Model for the Public Sector



(Source: Mbanga, 2011)

At the centre of the Model is a typical example of an outcome that governmental institutions would seek to achieve. At the top of the 'outcome' is a circle in which a set of external environmental factors that inform and influence plans and programmes of an organisation are located. On the bottom left is a circle that provides for the systems and processes that an organization will create to realise the outcome, informed by policies and mandates that sit in the 'context circle.' On the bottom right is a circle that provides for organisational plans and policies that are aimed at outlining that which an institution will do to realise the set outcome, at the centre. The three focus areas of context, content and process are located within strategic and operational environments that influence each other. It is important to note that the context, content and process channels constantly influence each other. Public managers should always be kept abreast of developments in any of the channels to ensure the achievement of set outcomes. Equally important to note is that decisions taken in the content channel may require adjustments in the process channel, and vice versa.

While the Strategic Planning Alignment Model yields some answers to key alignment challenges facing provincial government departments, in particular with respect to how the process of ensuring that departmental plans take care of national and local government priorities, there are specific issues that require the attention of the provincial government. These issues are captured as recommendations in the next section.

4 KEY RECOMMENDATIONS

The recommendations that are presented in this section do not seek to respond to all risks and challenges identified in this study. Firstly, the Strategic Planning Alignment Model that has been analysed in the preceding section seeks to take care of technical planning anomalies revealed through this study, including how such anomalies should be assessed in future to ensure that the solutions provided address real problems. Secondly, in the presentation of common alignment challenges earlier on in this Chapter, some suggestions on how misalignment challenges can be addressed were provided. The recommendations hereunder will not seek to repeat what has been discussed previously but to rather focus on the critical issues that need urgent attention to enhance strategic alignment in the Eastern Cape Province.

4.1 Centralised planning through the establishment of a Provincial Planning Commission

The existing gap with respect to macro-planning and strategy development in the Province requires the establishment of an entity above provincial departments, capacitated with adequate authority and skills to direct policy implementation across sectors. This entity should serve as a “clearing house” of development priorities, including facilitating spatial choices on the basis of predetermined spatial development priorities. Appendix 11 provides for a detailed proposal on the key responsibilities of the proposed Provincial Planning Commission, including suggested institutional arrangements.

4.2 Creation of a Policy and Planning Development Institute within one of the higher education institutions in the Province

A Policy and Planning Development Institute or Academy should be championed by one of the higher education institutions located in the Province. This Institute would form the hub of relevant high-level policy analysis and development planning skills that could be channelled to various areas of the public sector in the Province that require them the most. This Institute would facilitate the cross-pollination of ideas, knowledge sharing, and facilitate the generation of medium- to long-term policy options for the public sector, based on ongoing and sector-focused research.

4.3 Public Sector Strategic Planning Short Learning Programme

In the short- to medium-term, either the Fort Hare Institute of Government or one of the higher education institutions located within the Province should develop and offer a Strategic Planning Short Learning Programme for public sector leaders and officials in the Province within the provincial and local spheres of government. This Programme should draw its content from some of the matters raised in this study and be funded through the Skills Levy Fund of provincial departments. Presenters of this programme should be experts in public sector strategic planning, locally and internationally.

4.4 Updating and adjusting the PGDP

There is an urgent need for the initiation of a review process of the PGDP under the leadership of ECSECC. The review process will serve *inter alia* to assess the relevance of the PGDP within the outcomes-based approach that has been adopted at the national government sphere. The process of updating the PGDP should also be used for stakeholder mobilisation in the suggested Provincial Planning Commission and, in particular, on the need to develop a longer-term strategic development plan for the Province.

To initiate the review process, ECSECC may need to convene a strategic planning seminar with a few experts who could make presentations regarding suggested directions for the review process.

4.5 Rationalisation and restructuring of planning and other functions within provincial government departments

The study pointed to internal alignment challenges within provincial government departments themselves. Divisions, components, or business units within departments were reported as working in silos and that there was poor integration of efforts within departments. What the study revealed was that problems of intra-departmental misalignment arose from fragmented planning functions within departments. It was found that, within a department, it is possible for different centres of planning to co-exist, which are expected to collaborate and cooperate with each other, yet there did not seem to be a clear justification for these competencies continued to be structurally uncoordinated. An observation made was that this came about as a consequence of the ongoing retention of old functions or programmes even after new priorities had necessitated the creation of new programmes. This was found to be seated in the incremental management of work re-organisation within provincial departments due to the fear of engaging in radical restructuring of departments that would have labour relations implications. This matter relates to the public sector transformation strategic goal of the PGDP, where no real progress has been recorded.

5 POSSIBLE DIRECTIONS FOR FURTHER RESEARCH

The study will make a valuable contribution to the current processes within the country aimed at refocusing planning to achieve high-priority development outcomes. Planning processes within provincial government departments are expected to ensure greater alignment with these nationally determined outputs and outcomes. However, at the time of completing the study, it was not clear what mechanisms are in place or are offered to provincial government departments on how best to align with the national vision. In fact, one of the shortcomings of the *National Strategic*

Planning Green Paper has been a lack of analysis of the status of planning in the country, including reflections on why the outcomes identified through PGDSs have not been realised. This study has attempted to fill this gap by providing a deeper analysis of the situation as it pertains to the Eastern Cape and providing suggested solutions on how strategic misalignment should be addressed in the short, medium and long-term.

Alignment in Public Sector strategic planning is not a problem that is peculiar to the Eastern Cape or South Africa alone. It is a problem confronting many developing nations globally, and which, even, the so-called developed countries are responding to it through different means. There is no one-size fits-all solution. In fact, alignment by its nature is a recurring issue to be addressed on a continuous basis to ensure that operations and strategies are synchronised.

The conceptual model presented at the end of this study seeks to create some measure of certainty within the planning environment with regards to the alignment challenge, and to suggest how best to address it. It is the view of the author that it is in the appreciation of the whole that appropriate solutions to problems are found. The Strategic Planning Alignment Model offered in this study provides the bigger picture to planners and policy analysts working in the public sector. However, this study has revealed gaps that require attention through further research. The gaps, falling outside the scope of this study yet requiring further research, include the following:

- Investigation of an appropriate funding model for the design and implementation of integrated service delivery programmes in the public sector. This study should provide a performance management toolkit that draws on sound governance principles.
- Generation of an evaluation framework for vertical alignment of development priorities within an intergovernmental system of planning, emphasising local government as a locus of development planning and implementation.
- Distilling the place of province-wide or regional-scale planning within a system of intergovernmental planning, which emphasises the decentralised management of development programmes and in which sectors and municipalities are empowered through legislation to manage programmes.

- Designing a risk management framework that supports multi-sector longer-term planning, in which targets set are based on historical data and assumptions of future development scenarios. This risk management framework will serve as a guide for the longer-term planning envisaged in South Africa, such as Vision 2030.

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APPENDICES

Appendix 1:

Focus Group Discussion Guidelines

FOCUS GROUP DISCUSSION GUIDELINES

RESEARCH TOPIC

An evaluation of the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014

RESEARCHER

Sjekula Mbanga

(PhD Candidate: Nelson Mandela Metropolitan University)

TARGETED AUDIENCE:

Strategic Planners, Development Planners, IDP Managers, Monitoring and Evaluation Practitioners, Programme Managers, Sub-programme Managers, Managers Responsible for Transversal Programmes, PGDP Project Champions

(January 2010)

Introductory Remarks

1. This study is aimed at evaluating the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014. Based on key findings of the study and drawing from theory and international lessons, the study further proposes suggestions for improvement.
2. The likely total time to be taken in each group discussion will be a minimum of one and a half hours to a maximum of two hours.
3. The focus group discussion is for research purposes only and the information provided will be treated confidentially.
4. The conversation will be recorded in both print and with the support of audio-visual aids.
5. No public official will be penalised in any manner for failing to participate in the discussion. However, a strong appeal is made to the relevant and targeted officials in selected departments to voluntarily participate and thereby contribute to the endeavour of improving the manner in which services are provided to the people of the Eastern Cape.
6. Thanking you for your willingness to participate in this study.

Briefly about the Researcher:

Sjekula Mbanga, affectionately known as 'Sj', is a Chief Director responsible for Policy, Development Planning, Research, Capacity Building and Municipal Support in the Eastern Cape Department of Human Settlements. He possesses wide experience in the public sector in areas of human resources management, supply chain management, financial management, strategic and development planning, policy development and analysis, applied research, monitoring and evaluation and capacity building. He holds a Masters degree, obtained cum laude, from the Nelson Mandela Metropolitan University, specializing in Public Policy and Development Planning. Sj is currently pursuing a research-based PhD degree with the same institution. Sjekula has, in the course of his research, as part of his professional work, been privileged to be part of a brief Exploratory Mission to the Province of Ontario, in Canada, hosted by the Niagara College for Applied Arts and Technology, which visit, amongst other things, focused on search of best-practices in the mainstreaming of needs and interests of vulnerable groups in government programmes.

Session A: Opening remarks

1. Self-introductions

All participants introduce themselves. The positions they hold at work are disclosed, including the components they are attached to. The Researcher outlines the process to be followed in the Conversation, including such matters relating to research ethics.

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2. Purpose of and Methodology of the Study

The Researcher shares with the participants the purpose of and background to the study and the research methodology that is being followed.

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Session B: The Conceptual Framework

- 3. A presentation and leading a brief discussion of the Planning Alignment Model is done by the Researcher

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- 4. A presentation and leading a brief discussion of PGDP Goals, Targets and Flagship Programmes and their Implication for the Department

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Session C: The Implementation Design

It has been noted elsewhere in the literature that alignment is not an event but a process of ongoing organisational change. Organisational policies, processes and strategies require ongoing adjustment to achieve set policy outcomes.

5. Policy and Programme (Institutional) alignment

- What are the goals that the Department has set to achieve the PGDP priorities?
- For each goal, what targets has the Department set?
- What monitoring and evaluation mechanisms has the Department established to track performance in each goal?
- What changes in Organisational Structure, value system, policies and procedures have and are being introduced in the Department to give effect to programmes supporting PGDP goals?

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6. Spatial alignment

- What projects is the Department implementing and planning to implement to achieve the set targets?

- Are there any other funding sources that the Department is or can leverage upon to achieve its targets?
- What institutional arrangements are in place aimed at ensuring that the Department has to access such external resources?

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8. Capability alignment

- Generally, would you say that the Department is appropriately poised to execute the activities required in each programme it has adopted in support of PGDP targets?
- What are the key competences that are required to implement the departmental projects supporting PGDP goals?
- What other options has or is the Department considering to enhance its capability to achieve the set targets?
- Do you foresee any need to adjust the delivery timeframes of some of the set targets as a consequence of the existing capability gap?

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9. Key challenges and constraints

- What would you say are the three key issues stifling or hampering the ability of the Department to realize its goals and targets that relate to the PGDP?

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10. Some of the remedial actions pursued and planned to mitigate constraints

- What interventions are being pursued and planned to address the challenges confronting the Department with regards to successfully contributing to the PGDP goals and targets?

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Session D: Conclusions and General comments

It is acknowledged, at this point, that you might be having some important comments to make either about this study or the issues facing this department or the Eastern Cape Provincial administration at large with respect to alignment in planning, including the achievement of PGDP targets.

- What are your general conclusions on the extent to which government departments' plans and programmes are giving effect to macro-policies and long-term plans of the Province?
- Generally, which good practices in provincial planning regime should be kept and expanded?
- Generally, which bad practices, you have observed thus far, that should be discarded?
- What lessons from planning approaches followed elsewhere, you believe, should be considered for improvement purposes within the Province?
- What would you say are the three key and urgent tasks lying ahead for the proposed Provincial Planning Commission?

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“ Once again, thank you for devoting your time to participate in this conversation ”

Contact Details for Post-Study Professional Guidance:

Sjekula Mbanga,

Cell: 079 525 5461 / 072 967 4093,

Fax2Mail: 086 602 2170

Email: sjekula@webmail.co.za

Appendix 2:

Alignment Evaluation Matrix

Focus:	Alignment of Strategic Plan, Annual Performance Plan, Policy Speech and Operational Plan with the Provincial Growth and Development Plan 2004-2014
Year under Evaluation:	2008/09 Financial Year
Period of Evaluation:	2009/10 Financial Year
Name of Department:	XYZ
Province:	Eastern Cape

Technical Evaluation Outcomes

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
Eastern Cape, a compelling place to live, work and invest in for all its people.	Systematic eradication of poverty through a holistic, integrated and multi-dimensional approach to pro-poor programming	To maintain an economic growth rate of between 5% and 8%	Massive Food Programme				
	Agrarian transformation and strengthening of household food security	To halve the unemployment rate by 2014	Siyazondla Homestead Food Production Programme				
	Consolidation, development and diversification of the manufacturing base and tourism potential	To reduce by between 60% and 80% the number of households living below the poverty line by 2014	Comprehensive Nutrition Programme				

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
	Infrastructure development	To reduce by between 60% and 80% the proportion of people suffering from hunger by 2014	Integrated Agricultural Infrastructure Programme				
	Human resource development	To ensure universal primary education by 2014, with all children proceeding to the first exit point in a secondary education	Expanded Public Works Programme - Infrastructure				
	Public sector and institutional transformation	To improve the literacy rate in the Province by 50% by 2014	Water and Sanitation Programme				
		To eliminate gender disparity in education and employment by 2014	Housing Programme				
		To halt and begin to reverse the spread of HIV/Aids by 2014	Comprehensive HIV/AIDS and TB Programme				
		To halt and begin to reverse the spread of tuberculosis by 2014	Victim Empowerment Programme				
		To provide clean water to all in the Province by 2014	Improved Service Delivery in Health, Education, Social Development				

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			and Public Works				
		To reduce by two-thirds the under-five mortality rate by 2014	Local Government Capacity Building Programme				
		To reduce by three-quarters the maternal mortality rate by 2014	Strengthening the Centre of Government to drive PGDP implementation				
		To eliminate sanitation problems by 2014	Strategic Infrastructure Programme				
			Automotive Industry Development Programme				
			Industrial Support Programme				
			Enterprise Development Finance Programme				
			Agro-Processing Support Programme				
			Tourism Programme				
			Timber Industries Development Programme				
			2010 Cultural Industries Programme				
			Information and Communications Technology Programme				
			Scarce Skills for the Public Sector Programme				
			FET				

PGDP Vision	PGDP Goals	PGDP Targets	PGDP Flagship Programmes 2004-2007	Content Linkages			
				Strategic Plan 2005-2011	Annual Performance Plan 2008-2011	Policy Speech 2008-2009	Operational Plan 2008-2009
			Transformation Programme				
			Adult Basic Education and Training Programme				
			Early Childhood Development Programme				
			Comprehensive Human Resources Development Programme				
			Provincial Learnership Programme				
Context Linkages							
Process Linkages							
General Observations							

Appendix 3:

Individual Interview Protocol

INDIVIDUAL INTERVIEW PROTOCOL

RESEARCH TOPIC

An evaluation of the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014

RESEARCHER

Sjekula Mbanga

(PhD Candidate: Nelson Mandela Metropolitan University)

TARGETED AUDIENCE:

Strategic Planners, Development Planners, IDP Managers, Monitoring and Evaluation Practitioners, Programme Managers, Sub-programme Managers, Managers Responsible for Transversal Programmes, PGDP Project Champions

(January 2010)

Introductory Remarks

7. This study is aimed at evaluating the nature and extent of alignment between the Strategic Performance Plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan 2004-2014. Based on key findings of the study and drawing from theory and international lessons, the study further proposes suggestions for improvement.
8. The likely total time to be taken in each individual interview will be a minimum of an hour to a maximum of one and half hours.
9. The individual interview is for research purposes only and the information provided will be treated confidentially.
10. The conversation will be recorded in both print and with the support of audio-visual aids.
11. No public official will be penalised in any manner for failing to participate in individual in-depth interviews. However, a strong appeal is made to the relevant and targeted officials in selected departments to voluntarily participate and thereby contribute to the endeavour of improving the manner in which services are provided to the people of the Eastern Cape.
12. Thanking you for your willingness to participate in this study.

Briefly about the Researcher:

Sjekula Mbanga, affectionately known as 'Sj', is a Chief Director responsible for Policy, Development Planning, Research, Capacity Building and Municipal Support in the Eastern Cape Department of Human Settlements. He possesses wide experience in the public sector in areas of human resources management, supply chain management, financial management, strategic and development planning, policy development and analysis, applied research, monitoring and evaluation and capacity building. He holds a Masters degree, obtained cum laude, from the Nelson Mandela Metropolitan University, specializing in Public Policy and Development Planning. Sj is currently pursuing a research-based PhD degree with the same institution. Sjekula

has, in the course of his research, as part of his professional work, been privileged to be part of a brief Exploratory Mission to the Province of Ontario, in Canada, hosted by the Niagara College for Applied Arts and Technology, which visit, amongst other things, focused on search of best-practices in the mainstreaming of needs and interests of vulnerable groups in government programmes.

Session A: Opening remarks

11. Self-introductions

The Interviewee introduces himself or herself. The position she holds at work is disclosed, including the component she or he is attached to. The Researcher outlines the process to be followed in the Conversation, including such matters relating to research ethics.

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12. Purpose of and Methodology of the Study

The Researcher shares with the interviewee the purpose and background of the study and the research methodology that has been followed.

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Session B: The Conceptual Framework

- 13. A presentation and leading a brief discussion of the Planning Alignment Model us done by the Researcher**

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- 14. A presentation and leading a brief discussion of PGDP Goals, Targets and Flagship Programmes and their Implications for the Department is done by the Researcher**

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Session C: The Implementation Design

It has been noted elsewhere in the literature that alignment is not an event but a process of ongoing organisational change. Organisational policies, processes and strategies require ongoing adjustment to achieve set policy outcomes.

15. Policy and Programme (Institutional) alignment

- What are the goals that the Department has set to achieve the PGDP priorities?
- For each goal, what targets has the Department set?
- What monitoring and evaluation mechanisms has the Department established to track performance in each goal?
- What changes in Organisational Structure, value system, policies and procedures have and are being introduced in the Department to give effect to programmes supporting PGDP goals?

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16. Spatial alignment

- What projects is the Department implementing and planning to implement to achieve the set targets?
- Where are these project located, geographically?
- What has informed the selection of those implementation sites?
- What other government departments, including civil society organisations, are key to the achievement of project outcomes?
- What is the nature and extent of involvement of those organisations in these projects?
- What operational mechanisms and strategies is the Department employing to ensure that the selected projects are implemented in areas where they will make greater impact on PGDP outcomes?

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17. Fiscal alignment

- Is there any funding, and how much, that is set aside to implement the projects that support PGDP goals?

- Are the set targets realistic in the context of available resources and timeframes?
- Are there any other funding sources that the Department is or can leverage upon to achieve its targets?
- What institutional arrangements are in place aimed at ensuring that the Department has to access such external resources?

Notes:

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18. Capability alignment

- Generally, would you say that the Department is appropriately poised to execute the activities required in each programme it has adopted in support of PGDP targets?
- What are the key competences that are required to implement the departmental projects supporting PGDP goals?
- What other options has or is the Department considering to enhance its capability to achieve the set targets?
- Do you foresee any need to adjust the delivery timeframes of some of the set targets as a consequence of the existing capability gap?

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19. Key challenges and constraints

- What would you say are the three key issues stifling or hampering the ability of the Department to realize its goals and targets that relate to the PGDP?

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20. Some of the remedial actions pursued and planned to mitigate constraints

- What interventions are being pursued and planned to address the challenges confronting the Department with regards to successfully contributing to the PGDP goals and targets?

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Session D: Conclusions and General comments

It is acknowledged, at this point, that you might be having some important comments to make either about this study or the issues facing this department or the Eastern Cape Provincial administration at large with respect to alignment in planning, including the achievement of PGDP targets.

- What are your general conclusions on the extent to which government departments' plans and programmes are giving effect to macro-policies and long-term plans of the Province?
- Generally, which good practices in provincial planning regime should be kept and expanded?
- Generally, which bad practices, you have observed thus far, that should be discarded?
- What lessons from planning approaches followed elsewhere, you believe, should be considered for improvement purposes within the Province?
- What would you say are the three key and urgent tasks lying ahead for the proposed Provincial Planning Commission?

Notes:

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“Once again, thank you for devoting your time to participate in this conversation ”

Contact Details for Post-Study Professional Guidance:

Sjekula Mbanga,

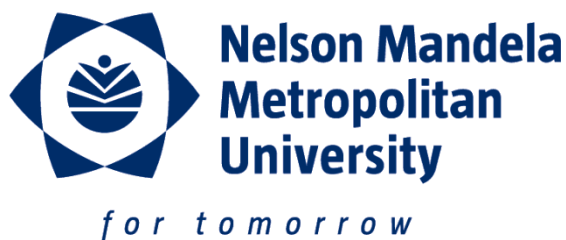
Cell: 079 525 5461 / 072 967 4093,

Fax2Mail: 086 602 2170

Email: sjekula@webmail.co.za

Appendix 4:

Researcher Introductory Letter



• PO Box 77000 • Nelson Mandela Metropolitan University
• Port Elizabeth • 6031 • South Africa • www.nmmu.ac.za

Summerstrand South

Centre for Planning and Institutional Development

Tel. +27 (0)41 5044511 Fax. +27 (0)41 5042333

Heather.Nel@nmmu.ac.za

12 March 2007

Contact person: Prof Heather Nel

TO: DIRECTOR-GENERAL
DEPUTY DIRECTORS GENERAL
SUPERINTENDENT-GENERALS
HEADS OF DEPARTMENTS
PROVINCE OF THE EASTERN CAPE

Dear Sir / Madam

REQUEST FOR SUPPORT AND PARTICIPATION IN A DOCTORAL STUDY

The Nelson Mandela Metropolitan University has pleasure of introducing to you its registered Doctoral Candidate (Public Administration and Management), **Mr Sjekula Mbang**, Student No: 204009278, who is currently undertaking research within selected Eastern Cape provincial departments, focusing on the following topic:

“An evaluation of the nature and extent of alignment between the strategic performance plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan: 2004-2014.”

It would be highly appreciated if your organisation can provide Mr Mbanga with all the necessary support at this critical stage of his research. We would also like to guarantee that the results and recommendations to emanate out of this study will greatly benefit your institution, the Provincial Government and the Public Service at large, given the depth and breadth of Mr Mbanga's exploration of the subject area. Needless to say, your office shall be furnished with the findings of the study at the end of the research project.

Thanking you in anticipation of your assistance in the above regard.

Yours faithfully

.....

Prof H.J. Nel & Dr K. Raga

DOCTORAL STUDY PROMOTERS

Appendix 5:

Research Memorandum to Heads of Departments

RESEARCH MEMORANDUM

TO	ALL SUPERINTENDENT-GENERALS SUPERINTENDENT-GENERAL AND HEAD OF TREASURY ALL HEADS OF DEPARTMENTS
COPY	PROVINCIAL DIRECTOR-GENERAL, DR S. MUTHWA DEPUTY-DIRECTOR GENERAL, MR C. MOTSILILI HEADS OF STRATEGIC MANAGEMENT UNITS, HEAD OF ECSECC, MR A. MURRAY MUNICIPAL MANAGERS & TSG MEMBERS PGDP FLAGSHIP PROGRAMME MANAGERS
FROM	S. MBANGA, (NMMU PhD CANDIDATE)
SUBJECT	DEPARTMENTAL MINI-WORKSHOPS ON ALIGNMENT IN STRATEGIC PLANNING FOR EFFECTIVE MACRO-POLICY IMPLEMENTATION
DATE	25 JANUARY 2010

Dear Colleague

This memo is intended to make a special appeal to departments to support the field study that I have commenced from December 2009 to March 2010, as part of the PhD research focusing on: ***“Alignment between Strategic Performance Plans of selected Eastern Cape provincial government departments with the Provincial Growth and Development Plan 2004-2014.”***

Of note in the sample design is that provincial departments have been selected from the four Clusters in the Province, with targeted informants being strategic planners, development planners, infrastructure planners, monitoring and evaluation practitioners, operational managers of transversal programmes within departments, PGDP flagship programme managers (HIPPs) and regional / district managers.

In view of the focus of the study, a qualitative methodological approach has been followed, with data collection instruments being content analysis of departmental plans and strategy documents, focus-

group discussions and individual interviews with selected officials. A non-probability purposive sampling technique has been applied.

The study was introduced through formal submissions to Offices of Heads of Departments and Heads of Strategic Management Units through an introductory letter from Study Promoters at the Nelson Mandela Metropolitan University i.e Prof Heather Nel and Dr Kishore Raga.

Due to the volume of work that must be done on the field, and some activities having to happen simultaneously I had no option but to recruit two Private Research Assistants / Trainees, **Mr Sibusiso Hlalu**, a Walter Sisulu University Public Management post-graduate student, and **Mr Lindile Mbaba**, a University of Western Cape post-graduate in Geography. These Research Assistants Trainees are working closely with strategic planning units of selected government departments in organising the focus-group discussions/mini-workshops and individual interviews with key informants.

An appeal is made to Heads of Departments to support the study, and in particular to allow the organisation of one and a half hours to two hours Mini-workshops within their departments. This is where Research Assistants seem to be struggling with departments at this stage. While focus-group discussions, as a data collection instrument, take an effort to organise, they are the most preferred option in the light of the focus of this study due to the learning space they create for participants on this subject and policy concern area.

I would, in the same vein, proceed to congratulate the Superintendent-General for Department of Education (Prof Nengwenkulu), Deputy Director General for Policy and Governance (Mr C. Motsilili) in the Office of the Premier, the Head of Provincial Treasury (Mr Q. Kalimashe), the Head of Department for Housing (Ms N. Sishuba), Strategic Managers in the Departments of Education, Social Development, Public Works, Housing and Agriculture and Rural Development, despite existing constraints, for the warm welcoming and support they are providing to this crucial process, aimed at generating a model practice that enhances macro-policy implementation and development management in the Province..

I will always count on your support for the success of this endeavour. For further clarities you may contact me at Mobile: 072 967 4093 / 079 525 5461, Office: 043 711 9504 / 9585 / 9704, Email: Sjekula@webmail.co.za, Fax2Email: 086 602 2170.

Kind regards.

S. MBANGA

Admitted PhD Candidate: NMMU

(Cc: Study Promoters: Prof H. Nel & Dr K. Raga)

Appendix 6:

Introductory Letter of a Research Assistant

PO Box 453

Bhisho

5605

7 December 2009

TO WHOM IT MAY CONCERN

Dear Sir / Madam

INTRODUCTION OF A RESEARCH ASSISTANT TO A PhD RESEARCH PROJECT

This serves to confirm that **Mr Sibusiso Hlalu** (Walter Sisulu University post-graduate student) is, in deed, a Research Assistant supporting, administratively, the undersigned in a PhD research project pursued with the Nelson Mandela Metropolitan University. It is further confirmed that Mr Hlalu shall in the period of field study be acting on my behalf regarding all matters relating to the research project as they pertain to your organisation.

It would be highly appreciated if you could provide him with all the necessary support in the course of my field study, as you would do so had I engaged you in my personal capacity.

For further clarities please do not hesitate to contact me at the contact details below.

Yours faithfully

S. MBANGA

Admitted PhD Candidate: NMMU

Tel: 043 711 9504 / 9704 / 9585

Cell: 079 525 5461 / 072 967 4093

Email: sjekula@webmail.co.za

Fax: 086 602 2170

Appendix 7:

Research Assistant Job Description

JOB DESCRIPTION – RESEARCH ASSISTANT

PhD Research Project (S. Mbanga, NMMU)

JOB DETAILS:

JOB TITLE:	Research Assistant (RA)
DIRECT SUPERVISOR:	Main Researcher (PhD Candidate, NMMU)
PERIOD:	December 2009 – March 2010 (4 months)
NATURE OF JOB:	Part-time, Negotiable flexible schedule
LOCATION:	Bhisho, with travelling in a 70km radius
QUALIFICATIONS:	A three year Bachelor's degree or diploma

JOB SUMMARY:

The Research Assistant (RA) is being employed to support the Main Researcher in a study on evaluating the nature and extent of alignment of strategic performance plans of selected Eastern Cape Provincial Government Departments with the 2004-2014 Provincial Growth and Development Plan. This is a private study pursued by the Main Researcher in fulfillment of the requirements for the completion of a Doctor of Philosophy (Public Administration and Management) that has been registered with the Nelson Mandela Metropolitan University since 2006. Under the direct supervision of the Main Researcher the Research Assistant will render support and participate in field study i.e finalisation of data collection instruments, actual data collection, and preliminary data analysis.

PERSONAL ATTRIBUTES:

To succeed in this job the applicant should possess the following qualities:

- 1) Be a team player.
- 2) Be able to take initiative and work independently, upon guidance.
- 3) Be able to work successfully within defined timeframes.
- 4) Possess above-average organising skills.
- 5) Possess excellent verbal and written communication skills.
- 6) Be able to listen and observe carefully, and remember well.
- 7) Be proficient in Microsoft Applications (Word, Excel, Power point).
- 8) Be sensitive to confidential information and ethical behaviour.

DUTIES (KEY PERFORMANCE AREAS):

- 1) Participate and render support in the development of data collection tools such as Interview Schedules/Protocols, Focus Group Discussion Guidelines.
- 2) Liaison with selected provincial government departments in arranging meetings, work-groups and individual face-to-face interviews.
- 3) Planning and organising material and equipment to be utilised in meetings, work-groups and individual interviews.
- 4) Maintain accurate records and create orderly manual and electronic files for all meetings, work-groups and individual interviews.
- 5) Render assistance in gathering, collecting and safe-keeping of documents and any other information that may be provided by the respondents to substantiate their arguments.
- 6) Writing up and presenting reports on research findings as may be required by the Main Researcher.
- 7) Participate in the preliminary analysis of data that has been collected.
- 8) Participate in training-related activities aimed at enhancing skills and competences of the Research Assistant.
- 9) Personal support to the Main Researcher in the course of research support.

TERMS AND CONDITIONS:

- 1) This is a performance-based employment relationship (NOT time-based).
- 2) Physical and mental availability of the Research Assistant to carry out tasks and complete them within specified timelines forms the basis of the relationship.
- 3) Unavailability and failure to deliver the expected outputs within agreed-upon timeframes is an adequate condition for termination of the relationship.
- 4) Onus lies with the Research Assistant to timeously bring to the attention of the Main Researcher any circumstances (work-related, private/personal) that are likely to impede the successful achievement of set targets, and where possible suggest remedial actions.
- 5) Confidentiality on all information handled should be maintained at all times, and approval be sought for releasing to third parties any information that forms part of the research project.

- 6) A high-level of self-discipline and ethical behaviour should be maintained in the execution of tasks related to the research projects.
- 7) It is expected of the Research Assistant to project a professional outlook, and be presentable at all times, in the conduct of his or her duties.

SALARY AND BENEFITS:

- 1) This is a part-time position for research support in the field study component of a private research project.
 - 2) While this is a support work, it is more inclined towards training the assistant on research and managerial skills. As such, by virtue of taking this position the assistant is entering into a medium-term mentorship programme.
 - 3) With the above points in mind, a minimum stipend, of R1500,00 (one thousand five hundred rands), per month (payable on the 20th day of a month), to cover logistical costs that may be incurred in the provision of research support will be offered.
 - 4) In addition, a monthly airtime top-up of R150,00 (one hundred and fifty rands) will be provided to cover for telecommunication costs that may be incurred. The Research Assistant will be expected to possess a reliable cellular phone gadget into which the air time will be transferred on the 20th day of a month.
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Appendix 8:

Agenda of a Research Project Meeting

Research Project Meeting No.3/2009

Date: Wednesday, 30 December 2009

Time: 10h00

Venue: 4 Beacham Place, Daleview, King Williams Town

AGENDA

Item No.	Activity	Responsible Person
1.	Opening and welcome	Chairperson
2.	Attendance, apologies	All
3.	Purpose of the meeting	Chairperson
4.	Brief background on the Research Project	Mr Mbanga
5.	Report-back on Engagement of Departments	Mr Hlalu, Mr Mbaba
6.	Pilot Study in Dept of Public Works	Mr Mbanga
7.	Data Collection Instruments and Process	Mr Mbanga
8.	Additional items 8.1 8.2 8.3	Mr Hlalu, Mr Mbaba
9.	Way Forward, Date of next meeting & Closure	All

Appendix 9:

Supervisor Motivation for Granting of Special Leave

Summerstrand North

Centre for Planning and Institutional Development

Tel. +27 (0)41 5044511 Fax. +27 (0)41 5041811

Heather.Nel@nmmu.ac.za

18 June 2010

Dear Sir /Madam

REQUEST FOR SPECIAL LEAVE FOR MR S MBANGA FOR PURPOSES OF COMPLETING DOCTORAL STUDY: PUBLIC ADMINISTRATION

Mr Sjekula Mbanga, Student No: 204009278, is a registered Doctoral Candidate (Public Administration and Management) at Nelson Mandela Metropolitan University. He has been undertaking research within selected Eastern Cape provincial departments, focusing on the following topic:

“An evaluation of the nature and extent of alignment between the strategic performance plans of selected Eastern Cape provincial government departments and the Provincial Growth and Development Plan: 2004-2014.”

It would be highly appreciated if your Department could provide Mr Mbanga with all the necessary support at this critical stage of his research since he is close to completing his Doctoral thesis and needs special leave to finalise certain aspects of his study.

Thanking you in anticipation for your assistance in this regard. If you have any queries, please do not hesitate to contact me.

Yours faithfully

A handwritten signature in black ink, appearing to read 'H Nel', written in a cursive style.

Professor Heather Nel

DOCTORAL STUDY PROMOTER

Appendix 10:

Consolidated Programme of Action of Clusters in the Eastern Cape

CONSOLIDATED PROGRAMME OF ACTION (2010/2011)

An annexure to the Provincial Strategic Framework

30 March 2010

POA: PURPOSE AND BACKGROUND INFORMATION

The purpose of this document is to elaborate on the Province's Programme of Action for the 2010/11 financial year. This Programme of Action flows from the 8 priorities listed in the Provincial Strategic Framework. The Provincial Strategic Framework embraces the priorities set out in the 2009 ANC Manifesto, namely:

- the creation of decent work and sustainable livelihoods
- education
- health
- rural development, food security and land reform , and
- the fight against crime and corruption.

Taking guidance from 2009 Presidential State of the Nation Address, the Provincial Strategic Framework also prioritizes:

- a massive programme to build social and economic infrastructure;
- building a developmental state, improving the public services, and strengthening democratic institutions; and
- building cohesive, caring and sustainable communities.

The 8 Provincial Strategic Priorities are as follows:

- Strategic Priority 1: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods
- Strategic Priority 2: Massive programme to build social and economic infrastructure
- Strategic Priority 3: Rural development, land and agrarian reform and food security
- Strategic Priority 4: Strengthen education, skills and human resource base
- Strategic Priority 5: Improving the Health profile of the Province
- Strategic Priority 6: Intensifying the fight against crime and corruption
- Strategic priority 7: Building a developmental state and improving the public services, and strengthening democratic institutions
- Strategic priority 8: Building cohesive, caring and sustainable communities

CO-ORDINATION OF THE POA

The above 8 Strategic Priorities are co-ordinated through 4 clusters in the province. These are co-ordinated as follows:

Economic Growth and Infrastructure Cluster

- Priority 1: Speeding up economic growth and transforming the economy to create decent work and sustainable livelihoods
- Priority 2: Massive programme to build social and economic infrastructure
- Priority 3: Rural development, land, agrarian reform and food security

Social Needs Cluster

- Priority 2: Massive programme to build social and economic infrastructure
- Priority 4: Strengthen education, skills and human resource base
- Priority 5: Improving the health profile of the Province
- Priority 8: Building cohesive, caring and sustainable communities

Governance and Administration Cluster

- Priority 4: Strengthen Education, skills and human resource base.
- Priority 7: Building a developmental state and improving the public services, and strengthening democratic institutions.

Justice, Crime Prevention and Security Cluster

Strategic Priority 6: Intensifying the fight against crime and corruption

There is also a need for an 'OTT type structure to oversee the implementation and reporting of the POA.

EMBRACING THE NEW OUTCOMES APPROACH IN THE POAs

In the draft consolidated POA for 2010/11, reference is made to the new Outcomes approach although the province is still to finalise a Monitoring, Reporting and Evaluation Framework on how to implement the new Outcomes Approach. This implies that when this Framework is finalized, it may require an amendment to the 2010/11 POA.

In the new Outcomes approach, there is already a list of 12 Outcomes, from which the province has already identified 10. These 10 Outcomes are listed below and are linked to the PSF, MTSF and Election Manifesto of the Ruling Party. The outcomes are not another set of priorities per se. They reflect the desired development impacts Government seeks to achieve given government's policy priorities as contained in the Election Manifesto and the MTSF/ PSF. In this sense the Outcomes with measurable outputs and key activities should become a core provincial strategy to achieve the Election Manifesto and MTSF/ PSF priorities.

In translating the Manifesto and the Provincial Strategic Framework into Outcomes, ten (10) key outcomes and have been identified for the province, which are:

1. Decent employment through inclusive economic growth
2. An Efficient, Competitive and Responsive Economic Infrastructure Network
3. Sustainable Human Settlements and Improved Quality of Household Life
4. Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All
5. Quality Basic Education
6. Skilled and Capable Workforce to support an Inclusive Growth Path
7. A Long and Healthy Life for All South Africans
8. All people in the province are and feel safe
9. A responsive, accountable, effective and efficient Local Government system
10. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

The following table illustrates the correlation of the Election Manifesto, PSF, MTSF and Outcomes

Manifesto	MTSF (PSF IN RED)	Outcomes (PSF IN RED)
1. Creation of decent work and sustainable livelihoods	1. Speed up economic growth and transform the economy to create decent work and sustainable livelihoods	4. Decent employment through inclusive economic growth
2. Education	4. Strengthen the skills and human resource base	1. Quality basic education 5. Skilled and capable workforce to support an inclusive growth path
3. Health	5. Improve the health profile of society	2. A long and healthy life for all South Africans
4. Rural development, food security and land reform	3. A comprehensive rural development strategy linked to land and agrarian reform and food security	7. Vibrant, equitable, sustainable rural communities contributing towards food security for all
5. The fight against crime and corruption	6. Intensify the fight against crime and corruption	3. All people in SA are and feel safe
	2. Massive programmes to build economic and social infrastructure	6. An efficient, competitive and responsive economic infrastructure network
	7. Build cohesive, caring and sustainable communities	9. Responsive, accountable, effective and efficient Local Government system 8. Sustainable human settlements and improved quality of household life
	8. Pursue regional development, African advancement and enhanced international cooperation	11. Create a better South Africa, a better Africa and a better world
	9. Sustainable resource management and use	10. Protect and enhance our environmental assets and natural resources
	10. Build a developmental state, including improving of public services and strengthening democratic institutions.	12. An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

The 2010/ 11 consolidated POA for all 4 Clusters of the Province, reflects the 2010 SOPA commitments as well as relevant February 2010 Lekgotla Resolutions and other key priorities of the provincial government.

MONITORING, REPORTING AND EVALUATION OF THE POA

The POA also needs to be regularly monitored, reported and evaluated. For the 2010/11 POA, these proposals have been refined and the main elements thereof are as follows:

- Heads of Departments will each appoint a Departmental Reporting Champion. The Reporting Champion will be responsible for collecting data and information on the agreed-upon templates/formats and submit to the Office of the Premier within the agreed-upon time-frames.
- Monthly and quarterly monitoring reports are to be compiled by departments, which are to be signed off by HODs by the 7th of each month.
- An 'OTT' type structure will serve as a central point of coordination, analysis and feedback on the POA Reports from departments. This will include the assessment of reports and providing opportunities for improving the quality, effectiveness and efficiency of reporting by departments. Clusters will also receive monthly reports.
- Quarterly POA monitoring reports are to be provided to Cabinet Committees and to EXCO and are also to be available for each Exco Lekgotla. An annual POA report will also be provided.
- A Summative outcome evaluation would be planned for the 1st Quarter of the 2011/12 financial year by the OTP, which would be an evaluation of the attainment of selected key outcomes of the POA, to determine whether the social interventions that formed part of the design of the POA indeed resulted in a change in the lives of the beneficiaries of governments' services in 2010/11.

POA FOR 2010/11

The various goals, targets and time-frames linked to each department of the provincial government for each of the outcomes are listed below associated to each of the 8 provincial strategic priorities.

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods (This Priority is co-ordinated by the Economic Growth and Infrastructure Cluster.)

The Outcome of 'Decent employment through inclusive economic growth' can be brought about through a focus on improving income levels, labour absorption, equality, and GDP growth.

The work needed to be undertaken through this priority therefore includes 3 primary, overarching goals:

- Protecting, expanding and diversifying the industrial base of the province to create decent employment, with an increasing emphasis on youth employment
- Economic inclusivity and broadening access to economic activity, and
- Increasing levels of public and private investment in the economy.

The ability to create decent employment opportunities through inclusive economic growth is evaluated along four standard economic parameters: GDP Growth, Income, Labour absorption and Equality. While economic expansion through high rates of GDP growth is very important, this must be achieved in a way that increases socio-economic equality for all and reduces the high gini coefficient in South Africa (which is amongst the highest in the world). A major goal should be to overcome economic marginalisation of the majority of South Africans. One way to achieve this is to put measures in place to ensure that GDP growth does not result in jobless growth. Careful planning is required to stimulate high labour absorbing sectors which are competitive. Lastly, the growth in the economy must support the national goal of reducing poverty.

We will continue to work of the Rapid Response Coordinating Committee as a multi-stakeholder platform for a coordinated response to the effects of recession. Through the Expanded Public Works Programme, the Province will create has created a further 64 593 job opportunities. This will provide short-term relief to households as we continue our efforts to restructure the economy and find long term solutions to the challenge of creating decent jobs.

We will ensure that localization within the auto sector is enhanced by developing second and third tier suppliers, and will work with Original Equipment Manufacturers to develop supply chains. As a measure to broaden economic participation and in our drive to promote an inclusive economy, the Department of Economic Development & Environmental Affairs is leading the implementation of the Provincial Co-operatives Strategy. This is aimed at diversifying the manufacturing sector, the promotion and development of programmes for designated groups, the establishment of a Co-operative Development Fund, and the launch of housing and agricultural co-operatives. It also includes the establishment of Co-operative Development Centres, the development and support of independent Financial Services Co-operatives in the districts, as well as the establishment of multi-sectoral business chambers.

We will support supplier development as part of supply chain management, and we will review procurement policies in order to promote cooperatives and SMMEs. This will include putting in place mechanisms to deal with corruption in procurement processes, particularly with respect to conflict of interest by officials. Furthermore, we will also improve procurement processes to ensure timely payment of suppliers. Notwithstanding our current fiscal constraints, we will ensure that all departments pay service providers within the regulatory 30 days.

Furthermore, Local and Regional Economic Development initiatives will be aligned with government programmes by creating and facilitating an enabling environment for the implementation and support to SMME development.

In line with the Provincial Industrial Development Strategy, we will package active measures to drive industrialization and diversify the economy through new sectors such as capital goods, petro-chemicals and renewable energy, fishing and mariculture. We will also ensure that the Industrial Strategy is localised in LED plans of municipalities based on the spatial competitiveness of local economies, including revitalisation of small rural towns. The rapid impact intervention in the King Sabata Dalindyebo Municipality is a case in point. This is a catalytic inter-sphere initiative that will transform the city of Mthatha.

In keeping with our previous commitment to rationalise state owned enterprises, we will finalise the restructuring of the Eastern Cape Parks and Tourism Boards as well as the establishment of the Rural Development Agency.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods

Outcome: Decent employment through inclusive economic growth

Goals	Targets & Prioritised Activities	Time-frames	Department
1. Protecting, expanding and diversifying the industrial base of the province to create decent employment, with an increasing emphasis on youth employment	<p>1.1 Ensure the effective and efficient implementation of the Provincial Industrial Development Strategy (PIDS). This includes the following activities:</p> <p>a. Develop of an Implementation Plan for PIDS (focusing on Institutional Arrangements; Innovation and R&D Strategy; Sector Development)</p> <p>b. Develop priority Sector Plans/Strategies for the Auto Sector; Agro Processing and Manufacturing</p> <p>c. Develop an Implementation Plan for establishing a Green Economy and related Green Jobs in the Eastern Cape.</p>	Being determined	1.1.a-c DEDEA
	<p>1.2 Develop and implement a plan to manage excess capacity in the manufacturing sector. This includes the following activities:</p> <p>a) Development of second and third tier suppliers in the automotive sector</p> <p>b) Advance the activities of the Rapid Response Coordinating Committee (RRCC) through facilitating linkages with National funding and financial support mechanisms and companies under stress. (Monitored quarterly)</p> <p>c) Promote local content through standardised procurement protocols in the Public Sector and the development of a Buy Eastern Cape Campaign. The Buy Eastern Cape Campaign will implement the following activities:</p> <ul style="list-style-type: none"> • Develop a concept document and detailed implementation plan • Identify 10 locally produced products and services which would ensure maximum impact in the SMME sector. • Develop standardised procurement requirements relating to these 10 locally produced products and services • Monitor and report on progress quarterly • Annual Awards to recognise companies and government departments which have produced exceptional performance pertaining to procuring and utilising local products and services 	Being determined	1.2.a - b DEDEA 2.1.c Provincial Treasury
	1.3.1. Locate the EC provincial government as the centre for	Being	

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods

Outcome: Decent employment through inclusive economic growth

Goals	Targets & Prioritised Activities	Time-frames	Department
	<p>economic thinking, planning and policy development in the Province – providing a service to all stakeholders by:</p> <ul style="list-style-type: none"> a. Develop capacity of emerging local economists through participation in the drafting of the Economic Outlook for 2010/2011 b. Research and publish the Economic Outlook for 2010/2011 <p>1.3.2 Communicate the outcomes of the Socio-Economic Outlook for 2010/2011 to key planners and policy formulators in the Eastern Cape Provincial Government through symposia</p>	determined	1.3.1-2 DEDEA
2. Economic inclusivity and broadening access to economic activity	<p>2.1 Ensure the effective and efficient implementation of the Cooperatives Strategy, including by implementing of the following activities from the Cooperatives Strategy Implementation plan:</p> <ul style="list-style-type: none"> a. Create and establish appropriate funding instruments b. Train selected officials in the application and management processes c. Set-up systems and processes to review applications d. Communicate application process to stakeholders e. Process applications f. Disburse and monitor funding and impact 	Being determined	2.1.a-f DEDEA
	<p>2.2 The implementation of the Local and Regional Economic Development strategy (LRED). This will entail:</p> <ul style="list-style-type: none"> a. Review the current baseline of LED funds disbursed to District and Local Municipalities b. Establish funding mechanism to disburse and manage funds in accordance with performance and governance requirements c. Draft and ratify Service Level Agreements with Local and District Municipalities d. Monitor, Evaluate and Report on effectiveness (impact) and efficiencies e. Record and distribute best-practices 	Being determined	2.2.a-e DEDEA
3. Increasing levels of public and private investment in	<p>3.1 Increase local and international investment in the Eastern Cape Province, through:</p> <ul style="list-style-type: none"> a. The identification of subsidies and incentives for investors b. Commercialisation of targeted Tourism and Parks 	Being determined	3.1a-c DEDEA

EC PSF Priority One: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods

Outcome: Decent employment through inclusive economic growth

Goals	Targets & Prioritised Activities	Time-frames	Department
the economy.	<p>Infrastructure</p> <p>c. Consolidate investment planning of all Entities and Agencies that work to attract investment in the Eastern Cape through rolling out investment forums</p>		
<p>4. To support municipalities to implement ward based planning and socio-economic growth initiatives in 636 wards by 2014 which includes monitoring, evaluation, reporting and communication of ward development initiatives</p>	<ul style="list-style-type: none"> • Support 20 municipalities to review, develop and/or implement their LED strategies/plans • Deploy LED Officers in municipalities • Monitor and assess the performance of the 6 practitioners already deployed • Support 5 small towns • Support 5 villages supported 		
<p>5. Implementation of the EPWP2 and National Youth Service to create decent employment</p>	<p>4.1 EPWP target: 2010/11: 64 593 job opportunities</p> <p>5.2. Distribute the new target for 2010/11 across the departments and municipalities through signed MOU's</p> <p>5.3. Upscale the household contractor programme as the main driver of EPWP in the Province</p> <p>5.4. Additional 500 youth to be recruited by 2010/11</p> <p>5.5. Link the youth to the maintenance programme of the department</p> <p>5.6. Develop multi skilling programmes for this group of youth</p>	<p>Being determined</p>	<p>4.1 – 4.6 DPW</p>

EC PSF Priority Two: Building social and economic infrastructure

(The Social Needs Cluster co-ordinates the social infrastructures aspects, whereas the Economic Growth and Infrastructure Cluster co-ordinates economic infrastructure.)

Through this Strategic Priority, we are pursuing two key outcomes, which are: 'An Efficient, Competitive and Responsive Economic Infrastructure Network' and 'Sustainable Human Settlements and Improved Quality of Household Life.'

The related provincial goals for this Priority therefore are:

- Implement the Integrated Public Transport Network Programme,
- Implement the Rural Gravel Road Upgrading Programme
- Provision of adequate shelter and acceleration of housing opportunities, and
- Development of various social infrastructure.

General deterioration within most infrastructure areas has taken place over the last 10 years. This is largely due to short-sightedness and a lack on investment and maintenance both pre- and post-apartheid. However, Government is planning to make very large investments in most infrastructure areas over the next 3 to 5 years which will substantially increase the capacity and reduce backlogs. Operational efficiency, competitive pricing and accessibility are key requirements of the infrastructure areas.

The core components of an efficient, competitive and responsive infrastructure network include: Ports (Air and Sea), Rail, Roads, Water, Electricity, and Information and Communication Technology. Investing in infrastructure is important because of its contribution to economic growth. This can derive from infrastructure output being both a final good providing services directly to consumers and as an intermediate input that raises the productivity of factors of production.

The availability of efficient infrastructure can also stimulate new investment in other sectors. Investment in infrastructure can also serve as an economic stimulus through its ability to create jobs in the short-term. In order to realise these benefits, it

is imperative that the infrastructure provider be operationally efficient and the cost of the service be competitively priced. In addition, the services need to also be accessible to users of the infrastructure. South Africa's location far from its markets and its inability to compete using a weak exchange rate or proximity to big markets makes the efficiency and cost effectiveness of its economic infrastructure that much more important.

This Strategic Priority requires that we pay particular attention to the infrastructure challenges and backlogs that characterize our Province. In the coming year we will firmly position the Department of Roads and Public Works as the co-ordinating centre to oversee the planning and delivery of infrastructure in the Province. Central to this task is a programme to eradicate provincial infrastructure backlogs, an initiative which we will pursue in partnership with National Departments and National Development Finance Institutions. We believe that public transport plays a critical role in facilitating movement of people around the Province. In this regard, we will expand the current number of buses in the former Transkei area, Buffalo City and the Metro. We will do this in line with our Integrated Public Transport Network programme.

Through the rural gravel road upgrading programme we will upgrade 182 km of unsurfaced roads to surfaced roads. Our objective is to change this picture such that eighty per cent of our road network is surfaced over a 10-year period. To this end, the province must use low-cost alternative surfacing methods on low-volume roads, in addition to conventional construction methods for higher traffic volume roads. Unsurfaced roads to provincial hospitals and tourist attractions are currently being prioritised for surfacing.

Sustainable human settlements and improved quality of household life are defined by:

- Access to adequate accommodation that is suitable, relevant, appropriately located, affordable and fiscally sustainable
- Access to basic services (water, sanitation, refuse removal and electricity)
- Security of tenure irrespective of ownership or rental, formal or informal

structures

- Access to social services and economic opportunity within reasonable distance

The outcome is of critical importance for various reasons. Firstly, it is a requirement of the Constitution and Bill of Rights. Secondly, it is core to human dignity and social stability and is a key enabler of health, education and social cohesion outcomes. Lastly, with good planning, it can also serve as a catalyst for economic development and job creation,

We remain committed to the creation of integrated sustainable human settlements. In pursuit of this ideal we have identified and commenced with the implementation of multiyear projects for inclusive mixed mode housing development. This will encourage private sector investment in lower income housing and the struggling gap market segments. The mixed mode development projects identified are in Thornhill in Port Alfred, Ngangelizwe in Mthatha, Duncan Village in East London, Hunters Retreat and South End in Port Elizabeth and these will provide households access to decent and adequate shelter. Through the implementation of the Rural Housing Policy, 29 new multiyear rural human settlement projects yielding more than 10 000 houses will commence in the 2010/11 financial year.

In the quest to provide different housing opportunities we will develop four new social housing projects namely Emerald Sky Phase 5, Reservoir Mews, Southernwood in East London, and Park Towers in Nelson Mandela Bay Metro.

Furthermore, in consultation with Local Municipalities, land parcels for the development of Community Residential Units have been identified in Camdeboo, King Sabata Dalindyebo, Kouga, Nelson Mandela Bay Metro, Lukhanji, and Intsika Yethu municipalities.

An additional 11 721 housing units are anticipated to be completed by the end of this financial year.

We are revising our approach to the programme of mud schools eradication so that we completely eliminate the backlog by 2014.

We will, through the Department of Local Government and Traditional Affairs, establish disaster management infrastructure and services along provincial strategic routes. This will enable a well-co-ordinated and speedy response to disasters and related crises.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Two: Building social and economic infrastructure

Outcome: An Efficient, Competitive and Responsive Economic Infrastructure Network

Outcome: Sustainable Human Settlements and Improved Quality of Household Life

Goals	Targets & Prioritised Activities	Time-frames	Department
1. Implement the Integrated Public Transport Network Programme	<p>1.1 Expand the current number of buses in the former Transkei area, Buffalo City and the Metro</p> <p>Affordable public transport addressed as follows:</p> <ul style="list-style-type: none"> a. Integrate Algoa Bus Service (National subsidized service) into the NMBM Rapid Public Transport Network by 31 March 2011 b. Increase the number of AB350 buses servicing the Transkei from 55 to 166 by 31 March 2012 c. The number of Mayibuye Transport Corporation busses will also be increased from 48 to 66 and will further be integrated into the Buffalo city Municipality's Integrated Public Transport Network by 31 March 2012 d. The number of scholar bicycles to be distributed over five years will increase from the current 12,000 to 40,000 by 31 March 2014 	Being determined	1.1 DRPW (in partnership with national Departments & National Development Finance Institutions)
2. Implement the Rural Gravel Road Upgrading Programme	<p>2.1 Upgrade 182km of unsurfaced roads to surfaced roads by end March 2011</p>	end March 2011	2.1.1 DRPW (in partnership with national Departments & National Development Finance Institutions)
3. Provision of adequate shelter and acceleration of housing opportunities	<p>3.1 Implement integrated residential development units made up of mixed mode housing in the following areas:</p> <ul style="list-style-type: none"> a. Thornhill in Port Alfred b. Ngangelizwe in Mthatha c. Duncan Village in East London d. Hunters Retreat in Port Elizabeth e. South End in Port Elizabeth <p>22 000 inclusive mixed mode housing implemented</p>	Being determined	3.1 Department of Housing

EC PSF Priority Two: Building social and economic infrastructure

Outcome: An Efficient, Competitive and Responsive Economic Infrastructure Network

Outcome: Sustainable Human Settlements and Improved Quality of Household Life

Goals	Targets & Prioritised Activities	Time-frames	Department
	<p>3.2 Develop new social housing projects and acquire units to be include social rental units</p> <ul style="list-style-type: none"> ▪ 4 Social Housing projects developed in <ol style="list-style-type: none"> a. Emerald Sky Phase 5 b. Reservoir Mews c. Southernwood in EL d. Park Towers in NMMM <p>1221 units to be included in the social rental programme</p>	Being determined	3.3 Department of Housing
	<p>3.3. Acquire strategically located and suitable land</p> <p>4 land parcels to be acquired</p>	Being determined	3.3 – 3.4 Department of Housing
	<p>3.4. Upscale the number of serviced sites and units to be rectified</p> <ul style="list-style-type: none"> ▪ 8000 serviced sites (with sanitation facilities) Xx units to be rectified 	Being determined	
4. Development of various social infrastructure	<p>4.1 Accelerate refurbishment and renovation of clinics at district level</p> <p>20 clinics refurbished/renovated at district level by end March 2011</p>	Being determined	Department of Public Works
	<p>4.2 Accelerate the building, refurbishment and renovation of ECD centres and schools in the Province</p> <p>XX number of ECD sites in XX of Districts by XX (time)</p> <p>Provide XX number of emergency classrooms in XX Districts</p> <p>58 mud & unsafe structures to be eradicated</p> <p>Xx of schools to refurbished/renovated at district level</p> <p>Xx of schools to be completed /built</p>	Being determined	Department of Public Works
	<p>4.3 Improve access to libraries and other sports arts and recreation infrastructure</p> <p>Renovate 20 community libraries</p> <p>Provide 10 libraries by March 2011</p>	Being determined	DSRAC

EC PSF Priority Two: Building social and economic infrastructure			
Outcome: An Efficient, Competitive and Responsive Economic Infrastructure Network			
Outcome: Sustainable Human Settlements and Improved Quality of Household Life			
Goals	Targets & Prioritised Activities	Time-frames	Department
	Build two 2010 Legacy Infrastructure 164 hubs to be strengthened		

EC PSF Priority Three: Rural development, land, agrarian reform and food security (This Priority is co-ordinated by the Economic Growth and Infrastructure Cluster.)

Through this Priority we seek to fulfil the outcome of 'Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All'.

The associated goals for this Strategic Priority therefore are:

- Roll out of comprehensive and integrated provincial rural development strategy
- Improve rural productivity and livelihoods of people
- Integrated land reform and agricultural support

The notion of "Rural Development" is complex and challenging by definition and in practice. For the purposes of this document, rural areas are defined as "*sparingly populated areas in which people farm or depend on natural resources, including the villages and small towns that are dispersed through these areas....as well as the large settlements in former homelands which depend for their survival on migratory labour, & remittances*" (Rural Development Framework, 1997). Mostly, these areas are sites of concentrated poverty and a lack of skills and education. It is important to note here that this document recognises the fact that there is no "Rural Development" as such but rather there is development in rural areas. When applied, the primary outcome of the action ideas and outputs detailed within this section would result in sustainable development in rural areas, the outcome being to facilitate the existence of 'vibrant, equitable and sustainable rural communities'.

As with development in urban areas, rural development is complex and comprises many sectors, stakeholders & drivers, the primary facilitator or enabler being rural District and Local Governments. Stakeholders necessary for sustainable development in rural areas include (but not exclusively) all levels of government, of which the rural Local Governments are key in delivering development, community organisations and social services, public works and community works programmes, the mining sector, local entrepreneurs and businesses, the agricultural sector,

tourism sector, the environmental sector and increasingly, social grants as a means of livelihood. These key role players could be described as interacting, towards achieving development, as follows:

$$\text{Rural Development} = \frac{\text{Business (Mining + Agriculture + Environmental Services) + Bulk Infrastructure}}{\text{Social Services (Infrastructure \& CWP) + Local Government + Social Grants}}$$

At a high level, the key levers that influence Local and Rural Development, over and above the availability of bulk and social infrastructure, are Monetary Inputs and the strength of the of the Local Economy. Rural areas can be broadly divided into two categories to illustrate this point; Type 1: those where the only income available is through Government Expenditure (social grants, infrastructure and social services) and Type 2: those where there is Government Expenditure as well as some sort of local income capacity such as small scale retail, agriculture, tourism and SMMEs.

It is important to note that, due to complex circumstances and diverse comparative advantages, each area requires a locally developed plan which is consolidated at the national level, to understand how Government can best facilitate development for each specific area. Taking the above into consideration, as well as the cost of delivering infrastructure, housing and social services, it is important to identify which rural areas will best respond to investment and which areas do not necessarily warrant investment due to a lack of sustainable growth potential. i.e. rural areas with significant agricultural, environmental and tourism potential may justify more investment than areas with no comparative advantage. This is a complex issue and needs to be treated with sensitivity.

The province has adopted a Rural Development Strategy, and an implementation framework which calls for integrated development effort by all Departments, spheres of government, and civil society. We believe that successful implementation of the strategy will ultimately result in the transfer and redirection of resources by all sectors towards the rural poor in particular.

We will continue working together with the national Department of Rural Development and Land Reform to address outstanding land claims and betterment redress that negatively impact on development. We will conduct a

comprehensive land audit to identify available land for agricultural production as well as suitable land redistribution.

In the coming financial year, the Department of Agriculture and Rural Development will lead a province-wide rollout of the integrated approach to rural development that was launched through the Provincial Rural Development Pilot programme at Mhlontlo.

An issue that is closely linked to rural development is that of food security. “Food security exists when all people at all times have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life” - 1996 World Food Summit. This definition includes issues relating to both hunger and under-nutrition resulting from the lack of access to nutritious food. The issue is also of importance to certain types of rural communities that rely heavily on subsistence farming for their nutrition.

Robust interventions will include revitalising agriculture in rural areas through mass production for food security, commercialisation to boost primary production, as well as agro-processing; paying attention to rural infrastructure including roads, health facilities and eradication of mud schools; commercialisation of livestock farming; and building skills to uplift the rural economy.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Three: Rural development, land, agrarian reform and food security

Outcome: Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All

Goals	Targets and Prioritised Activities	Time-frames	Department
1. Roll out of comprehensive and integrated provincial rural development strategy	1.1 Implementation of the Rural Development Strategy	Being determined	1.1 DARD
2. Improve rural productivity & livelihoods of people	<p>2.1 Revitalisation of agriculture in rural areas through mass production for food security, commercialization to boost primary production, agro-processing, commercialization of livestock farming and building skills to uplift the rural economy through the following:</p> <p>a. Develop milling plants for maize and storage facilities at Mqanduli and Butterworth</p>	Being determined	2.1 a-k DARD
	<p>a. Establish dairy project at Ncora, sheering sheds, feedlots and sale pens Establish dairy project at Ncora, 600 COW Dairy facility on 300 ha pastures comprising 10 X 30 a centre pivot irrigation units</p>	Being determined	
	b. Establish an Ethanol processing plant constructed at Cradock by June 2010; R10 million budgeted for the plant by the DRD	Being determined	
	c. R7 million (of the required R42 million) available for silo establishment at strategic location in the Mhlontlo, Mnquma and Matatiele regional centres	Being determined	
	d. R 33 million is to be spent on the completion of the irrigation system, fencing and pasture establishment at the Ncora irrigation scheme.	Being determined	
	e. R 65 million is to be spent on the extension recovery programme which builds the capacity of our own personnel to increase the quality of support to farmers.	Being determined	
	f. 986 kilometers of fencing is to be erected to support the Agrarian transformation of rural farmers to the value of R 49, 3 million. A	Being determined	

EC PSF Priority Three: Rural development, land, agrarian reform and food security

Outcome: Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All

	total of 19700 hectares is to be fenced.		
	g. R 62,512m is to be spent on farm infrastructure to support land reform beneficiaries in their farming operations with dipping tanks, small irrigation and internal fencing.	Being determined	
	h. R 11.5 million is to be used to upgrade the farming infrastructure at Tsolo in support of a training programme for farmers	Being determined	
	i. R 20 million will be spent to support farmers of the Letsema food security programme.	Being determined	
	j. 12 000ha under integrated rotational dry land cropping programme at R95 million	Being determined	
3. Integrated land reform and agricultural support	<p>3.1 In fast tracking of this goal, the cluster will monitor the Land Summit and GDS resolutions being implemented by developing a co-ordinated provincial response to fast track the resolution of land claims.</p> <ul style="list-style-type: none"> a. Land claims must be prioritised for resolution, particularly those affecting development and investment opportunities; b. A moratorium on evictions of farm workers and dwellers while the ESTA legislation is being overhauled and until strategies are in place which would secure access to land and houses for displaced farm dwellers; 	Being determined	3.1 a-b DARD

EC PSF Priority Four: Education and Skills Development (This Priority is co-ordinated by the Social Needs Cluster as well as the G & A Cluster.)

There are two Outcome related to this strategic priority, namely 'Quality Basic Education' and 'Skilled and Capable Workforce to support an Inclusive Growth Path.'

The related provincial goals for this Priority therefore are:

- Increased participation and quality of ECD in the province
- Improve access to quality education especially in relation to Maths and Science
- Improve the overall management and impact of the SNP
- Improved learner outcomes and Matric results
- Development of priority skills through strengthening partnerships and improve access and quality and economic relevance of training and skills development

Education refers to all forms from early childhood development (ECD) to Grade 12.

A *quality* basic education is defined as follows:

- Teachers and learners in class on time, teaching and learning 7 hours each day
- Measurable improvement in literacy and numeracy of Grades 3, 6 and 9, based on results of annually conducted tests
- Higher-quality teachers, demonstrated by tests of content knowledge, curriculum coverage and enhanced pedagogy
- Empowered principals who can manage their schools and ensure a good environment for teaching and learning, and are held accountable for maintaining a high standard of education

Research has shown that there exists a strong link between economic performance and cognitive ability.

Of critical importance is that society must take responsibility for the education of their children. As Government, we aim to ensure that children receive a solid foundation in preparation for subsequent schooling through the Early Childhood Development programme. We realise that the abject poverty faced by a

significant portion of our learners often militates against effective learning. The current School Nutrition Programme will continue to build momentum and make further improvements regarding its overall management. Our determination to broaden access to education remains steadfast. We will make further progress in the implementation of the No Fee Schools Policy to benefit more schools and learners.

We will implement a plan to improve the Grade 12 pass rate. Through the implementation of the Learner Attainment Improvement Strategy we are strengthening the effectiveness of our schooling system. In this regard we re-iterate the message coming from the State of the Nation Address that education and skills development are at the centre of our policies, and that learners and educators must be in school, in class, on time, learning and teaching for seven hours a day. We will pay particular attention to supporting those schools which achieved a less than 50% matric pass rate.

We will also establish a provincial Maths and Science Academy to spearhead teacher development and capacity building. We also welcome the support for Maths and Science teaching in rural areas to be provided through the American Embassy.

The outcome of a “skilled and capable workforce to support an inclusive growth path” includes all aspects of Human Resource Development (HRD) planning. It implies the acquisition and development of human capability to meet the country’s social and economic needs, and entails the effective deployment of this human capability across a wide array of social and economic activities. Whilst DHET will lead HRD planning under the direction of Council chaired by the Deputy President, it will uphold a multi-departmental mindset in executing its mandate. Skills development is important because it is an enabler for almost all of the remaining 11 outcomes. If sufficiently skilled resources are not available in any of these areas, it will be difficult, if not impossible, to achieve the desired outputs and outcomes. For example, goals of improving healthcare system effectiveness rely heavily on the availability of skilled professionals such as nurses over the next 4 years.

The skills development outcome includes all forms of post-school education and training that build or develop competencies required by all economic sectors in South Africa including the public sector. The education institutions covered by this outcome are as follows:

- Learnerships (including apprenticeship programmes) and internships guided by the National Skills Development Strategy and run by SETAs.
- Further Education and Training colleges that offer post- school vocational training for economically relevant job paths
- Adult education and training (AET)
- Universities offering bachelors, masters, doctorate and advanced research and development degrees (including universities of technology and comprehensives which can offer certificate and diploma courses in partnership with Colleges)

The current dearth of skilled citizens creates a need for South Africa to address current skills deficits and at the same time build sustainable capacity to maintain a skilled workforce. SA has a skewed ratio of 2 university students to 1 college student, whereas, in many other countries such as Germany this ratio is reversed. College enrolment must expand significantly. The FET College system needs to expand and improve on the relevance and quality of its offerings. Skills offered in training programmes are not always linked strategically to economic needs. Oversight and management of the skill development system is generally poor. There is a strong need to create a more reliable information base to guide planning and forecasts of skills development needs in the future. The integration of SETAs, the NSF and the NSA into the DHET creates opportunities for closer alignment of the NSDS with the HRD-SA and of the skills funding disbursed by SETAs and the NSF.

As youth make up the majority of the provincial population, we will continue with our skills initiatives targeting the youth. The implementation of the Provincial Strategic Skills Programme, funded through the National Skills Fund is geared to assist the province to establish efficient training and education systems that will enable the youth in all parts of the province to access further education and employment opportunities. The programme focussed on building skills in the areas of Agriculture, Infrastructure, Manufacturing, Tourism and Business

Development. Our challenge is to make sure that these learners find employment and continue to access workplace training to ensure that they qualify as artisans. Critical here are our partners such Tertiary and FET institutions, SETA's, in particular MERSETA, East London and Coega IDZs as our implementing agents, as well as community projects and local businesses for hosting learners. We will work with them again in the 2010/11 financial year to build on our successes.

We will implement further actions linked to the joint initiative between the Department of Education, MBSA/Daimler in Germany, and MERSETA to enhance employability of FET College graduates by exposing them to further training and workplace experience.

In our endeavour to improve access to tertiary education, we will implement our reviewed provincial bursary policy to ensure that it addresses the plight of the poor and the disabled. The policy, which is implemented through the National Students Financial Aid Scheme, caters for support to students studying in fields of scarce and critical skills required for provincial growth and development.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Four : Education and Skills Development

Outcome: Skilled and Capable Workforce to support an Inclusive Growth Path

Goals	Targets and Prioritised Activities	Time-frames	Department
4.1 Increased participation and quality of ECD in the province	a. Implement training and skills development programmes for ECD practitioners	Being determined	DoE
	b. Registration and support existing and new ECD centres (0-4) in order to address child poverty by providing education foundation and nutrition		DSD
	c. Upscale the number of attached grade R classes to public primary schools		DoE
	d. Upscale the employment of ECD practitioners		DoE
	e. Put mechanism in place that will allow for the harmonization of the ECD sector		DoE
Quarterly report to the SNC cluster on the issue			
4.2 Improve access to quality education especially in relation to Maths and Science	a. Establishment of a Provincial Mathematics and Science Academy to spearhead teacher development and capacity building.	Academy in place by 31 March 2011	DoE
	b. Develop focused training programmes on content-gap training for both Subject Advisors and teachers in both the GET and FET bands.		DoE
	c. Increase resourcing of Dinaledi Schools, especially provision of Maths Software and Science Kits	Being determined	DoE
	d. Introduce new teacher support initiatives for Maths and science, such as, teacher mentoring programme and itinerant teacher programme for twinning of schools.		DoE
	e. Ensure that the all the LSMT are delivered before the		

EC PSF Priority Four : Education and Skills Development

Outcome: Skilled and Capable Workforce to support an Inclusive Growth Path

Goals	Targets and Prioritised Activities	Time-frames	Department
	beginning of the Academic year to all deserving schools		DoE
4.3 Improve the overall management and impact of the SNP	a. Extend school feeding schemes to all poor primary and high schools (Q1 to Q3)	Being determined	DoE
	b. Provide all Quintile 4&5 Farm Schools		DoE
	c. Encourage all poor schools to provide cooked meals		DoE
	d. Increase the number of meal servers and ensure that all meal servers are paid on time		DoE
4.4 Improved learner outcomes and Matric results	a) Develop a monitoring framework that will report on whether teachers are in-class, on time, teaching 6 hours a day for 5 days a week	Being determined	DOE
	b) Develop lesson plans in all learning areas and to be distributed in all schools		DOE
	c) Clear guidelines provided on assessment management.		DOE
	d) Put in place mechanism to ensure that the learner assessment in Grade 3,6 and 9 is in place for every school		DOE
4.5 Development of priority skills through strengthening partnerships and improve access and quality and economic relevance	a) Increase partnerships for skills development across all the targets and growth sectors in the Province	Being determined	OTP
	b) Increase the 20 skills required in the economy, through the re-capitalization of FET		DOE
	c) Accredite FET Colleges to provide learnerships		

EC PSF Priority Four : Education and Skills Development

Outcome: Skilled and Capable Workforce to support an Inclusive Growth Path

Goals	Targets and Prioritised Activities	Time-frames	Department
of training and skills development	d) Provide learnerships to: <ul style="list-style-type: none"> ▪ +1,300 students ▪ +2,000 unemployed youth in learnerships 		DoE
	e) Set up the FET Teacher Training Resource		OTP
	f) Train +6,000 civil servants through learning opportunities and develop the Leadership Capabilities of +200 Public Managers		DOE
			OTP
	g) Provide +100 unemployed youth through New Venture Creation Training		OTP

EC PSF Priority Five: Improving the health profile of the Province

(This Priority is co-ordinated by the Social Needs Cluster.)

The key outcome here relates to 'A Long and Healthy Life for All South Africans.'

The key goals to pursue through this Strategic Priority therefore are:

- Reduced rate of new HIV and TB infections by 50% with focus on the youth between the ages of 17-21 years
- Care and support provided to those affected and infected with HIV and AIDS and TB
- Give equitable access to health care
- Reduced child and maternal mortality rate in the Province
- Ensure sufficient availability levels of material and drugs in hospitals and clinics

This outcome is highly dependent upon us ensuring that we live and promote healthy lifestyles. The health system in South Africa is currently under immense pressure due to prevalence rates of HIV/AIDS and TB that are amongst the highest in the world. Building institutional capacity to effectively treat and reduce the spread of these diseases are key enabling factors towards reducing this pressure in the system and achieving the desired health outcomes in the longer term.

It is therefore against this background that as a Province we commit ourselves to ensure an efficient and quality public health system as the majority of the inhabitants of the province currently make use of these facilities. To this end, we have accepted the National 10 point plan as a strategy, and have already incorporated this into our provincial transformation plan. We have already started funding the health mandate on an incremental basis so as to address previous funding shortfalls. In this respect, the Department of Health will also be looking at Preferred Provider arrangements with medical schemes and thus embark on revenue generation. We are improving governance, management and stabilization of the Department in order to improve delivery efficiency with a particular focus on

Primary Health Care and the District Health Model.

We are implementing the national mandate announced by President Zuma on the occasion of International AIDS Day in 2009 regarding combating of HIV and AIDS through the Comprehensive HIV Plan. Through the Eastern Cape Aids Council, the Province has adopted the Provincial HIV and AIDS Strategy in line with the National Strategy. In this regard we will be launching our HIV and AIDS Counselling and Testing programme in OR Tambo District in April this year. This will include increasing access to ARVs. Other communicable diseases like TB & measles have also been prioritized. In line with our call to improve the health profile of our nation, we call on the community to act responsibly. We already face a huge burden of disease with HIV and AIDS; TB; treating people injured in road accidents; substance abuse especially alcohol; high circumcision mortality. Most of these diseases and deaths are preventable.

We will improve our public health infrastructure provision through the revitalization program using public private partnerships; and incremental increases to the infrastructure budget to improve maintenance of the existing infrastructure. Also included in this year's plan is a pharmaceutical management improvement programme, and a plan to address the Emergency Medical Services.

In the coming financial year, we will also, under the guidance of the national Department of Health, prepare for the implementation of the National Health Insurance system. This system will, among other things, help to give everybody more equitable access to healthcare services.

Over the medium to long term, we will continue to address the attitude of staff, replace and maintain our health equipment, ensure sufficient levels and the on-time supply of essential materials and drugs, build strong management teams and ensure more delegation of authority to those who need to make quick decisions.

Primary health care remains the frontline of improving the health profile of the

Province, and we are accordingly committed to work together with the local sphere to ensure successful implementation of the provincialisation of primary health and the devolution of municipal health services.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Five: Improving the health profile of the Province

Outcome: A Long and Healthy Life for All South Africans

Goals	Targets and Prioritised Activities	Time-frames	Department
1. Reduced rate of new HIV and TB infections by 50% with focus on the youth between the ages of 17-21 years	1.1 Upscale efforts and campaigns on behavioral change, with the ABC strategy remaining the cornerstone	Being determined	1.1 – 2.3 DoH
	1.2 Strengthen community-representative structures to facilitate community involvement in health issues	Being determined	
	1.3 Intensify HIV prevention among sex workers (High Transmission Areas)	Being determined	
	1.4 Encourage HIV and TB testing by the people of the province	Being determined	
2. Care and support provided to those affected and infected with HIV and AIDS and TB	2.1 Reach 80% of those in need of ARV treatment	Being determined	2.4 DSD
	2.2 Upscale the number of health facilities that will be accredited to provide Comprehensive Care, Management and Treatment Services	Being determined	
	2.3 Encourage pregnant women to use PMTCT services and help achieve the target of 95%-100% PMTCT coverage in each district	Being determined	
	2.4 Expand the Home Community Based Care (HCBC), services & strengthen the capacity of care givers	Being determined	2.5.1 – 3.1 DoH
	2.5 Ensure proper ventilation in all TB and district hospitals to provide adequate isolation space to admit re-treatment patients	Being determined	
	2.6 Upscale efforts to deal with early case detection and early referrals	Being determined	
3. Give equitable access to health care	3.1 Incremental implement the National Health Insurance	Being determined	3.2 DoH, District Municipalities
	3.2 Implementation of the provincialisation of primary health care and the devolution of health care service	Being determined	
4. Reduced child and maternal mortality rate in the Province	4.1 Implement the provincial strategy on maternal and child health	Being determined	4.1-5.2 DoH
	4.2 Improve nutritional status of pregnant and lactating women by 100%	Being determined	
	4.3 Increase the number of half-way station in every district for awaiting mothers	Being determined	

EC PSF Priority Five: Improving the health profile of the Province**Outcome: A Long and Healthy Life for All South Africans**

5. Ensure sufficient availability levels of material and drugs in hospitals and clinics	5.1 Manage all supplier contracts	Being determined	
	5.2 Ensure that all essential drugs available at all times	Being determined	

EC PSF Priority Six: Intensifying the fight against crime and corruption (This priority is co-ordinated by the Justice, Crime Prevention and Security Cluster.)

The outcome we pursue is that 'All people in province are and feel safe'

The key goals to pursue through this Strategic Priority related to:

- Crime Reduction
- Community Mobilisation
- Increased Security At Big Events
- Border Control And Security Measures to deal with illegal immigrants; stock theft; smuggling of illegal firearms, drugs and vehicles and smuggling on rhino horns
- Measures for Fighting Corruption
- Strengthened Criminal Justice System
- Reduced Violence against Women and Children
- Rural Safety Programme

Reducing the high levels of crime in South Africa has been widely accepted as one of the highest national priorities. Crime, especially violent crime, has a cross-cutting impact on society and the economy. It places a restriction on the work and leisure activities of South Africans, which negatively affects quality of life. Furthermore, the direct and indirect costs of crime to business in South Africa is very high. In addition, crime is also a barrier preventing international investors and tourists from considering the province and SA as their next destination. The total cost of these impacts are difficult to quantify accurately, however, they are likely to be large in magnitude.

We will therefore continue to intensify the fight against crime and corruption on all fronts. We will continue with vigorous oversight of the South Africa Police Service to monitor transformation and to ensure greater accountability. To this end, we will evaluate 85 Police Stations to measure effectiveness of service delivery.

It is critical for all of us to be patriotic South Africans in the fight against crime as

our success depends on partnerships with the community. Thus our Provincial Crime Prevention Strategy is centred around assisting municipalities to promote 25 Community Safety Forums; establishing and supporting village and street committees; and strengthening the 191 Community Policing Forums in the Province. During 2010/11, we will mobilize communities to participate actively in 85 crime prevention campaigns and 45 safer schools projects to create a conducive environment for learning and teaching for our children and educators, and to reduce crimes against women and children.

Our province has in recent times experienced incidents of high road accident fatalities. We appeal to our people to heed the call of Arrive Alive. We will show zero tolerance to drinking and driving to promote road safety. Rural safety is also critical, and strong measures will be introduced to reduce cross-border crime, particularly stock theft.

Reducing the number of fire-arms and ammunition in circulation is an important part of our strategy to combat violent crime.

It is also important to understand that all inhabitants of the province need to also “feel safe” in addition to being safe. Perceptions about crime are influenced by many factors including experiences of corruption and errors in the criminal justice system (CJS), a lack of confidence in authorities, lack of care for victims and perceptions of crime statistics. These perceptions need to be managed actively in addition to fighting crime.

We will build on the momentum gained as we seek to address corruption through the resuscitated Provincial Anti-Corruption Forum. In implementing the Anti-Corruption Learning Network resolutions, we will ensure that the financial disclosure framework is extended to all the categories of employees that are involved in the supply chain management processes. We will intensify our efforts to uproot this scourge through awareness programmes to inculcate a culture of intolerance towards corrupt activities. Active participation and commitment by politicians and senior officials in driving the fight against corruption is key to achieving this outcome.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Six: Intensifying the fight against crime and corruption			
Outcome: All people in province are and feel safe			
Goals	Targets and Prioritised Activities	Time-frames	Department
Crime Reduction	<ul style="list-style-type: none"> • Crime prevention campaigns focusing on moral regeneration and crime awareness • Promote tourism safety through campaigns • Conducting public participation survey <p>(National Target: 7-10% reduction in violent crime)</p>	Being determined	DSL
Community Mobilisation	<ul style="list-style-type: none"> • Public Education Campaigns • Implement integrated Community Mobilization Plan • Report on youth incarceration in SAPS cells • Youth camps to discuss life orientation • 69 hotspot schools identified • Introduce OB book system in identified schools so as to keep record of crimes committed at schools • 69 schools declared "weapon free zones" • Random searches at 69 schools • Implement Adopt-A-Cop at 69 identified schools • Random testing and searching relating to drugs and alcohol conducted by the school itself • Establish 400 safety committees at identified schools • Capacity building workshops at 400 identified schools • Schools to be trained on random testing for drugs- 2 Educators per school • Progress reports from SAPS and DOSD on Human trafficking incidents reported and finalised • Number of Human trafficking campaigns conducted 	Being determined	DSL

EC PSF Priority Six: Intensifying the fight against crime and corruption

Outcome: All people in province are and feel safe

Goals	Targets and Prioritised Activities	Time-frames	Department
	<ul style="list-style-type: none"> • One workshop targeting women and girls (prostitutes) • Research on human trafficking in partnership with SAPS Organized Crime Unit and UFH • Convene Provincial Human Trafficking Task Team • Assessment report on the functioning of CPFs • CPFs training programme in place • Implement Operation Clean Up targeting 40 priority Police Stations 		
Increased Security At Big Events	<ul style="list-style-type: none"> • Integrated Safety and Security Operational Plan for 2010 FIFA World Cup focusing on Host city and 6 Public Viewing Areas • Progress reports from SAPS 	Being determined	DSL
Border Control And Security Measures to deal with illegal immigrants; stock theft; smuggling of illegal firearms, drugs and vehicles and smuggling on rhino horns	<ul style="list-style-type: none"> • Strengthen Border Control Coordinating Committee • Progress reports from Border Control Coordinating Committee • Convene Cross Border Summit- October 2010 	Being determined	DSL
Measures for Fighting Corruption	<ul style="list-style-type: none"> • Progress reports from SAPS; Department of Justice and Provincial Anti- Corruption Forum • Survey on Provincial Governments to determine 	Being determined	DSL

EC PSF Priority Six: Intensifying the fight against crime and corruption

Outcome: All people in province are and feel safe

Goals	Targets and Prioritised Activities	Time-frames	Department
	<p>establishment and functionality of Anti-Corruption Forums</p> <ul style="list-style-type: none"> • Provincial Anti-Corruption Forum to conduct awareness campaigns • Popularize SAPS Fraud and Corruption Strategy through CPFs • Conduct awareness campaigns • Assessment of Departments with anti-corruption, risk management and fraud prevention plans in place 		
Strengthened Criminal Justice System	<ul style="list-style-type: none"> • Establish/ support Victim Support Centres at 40 prioritized Police Stations • Training of volunteers/ coordinators for SAPS Victim Support Centres • Funding of- Victim Support Centres (DOSD) • 1 training and capacitation workshop per District focusing on victim empowerment; protocols; guidelines and roles and responsibilities of different stakeholders (DOSD to give number) • Circulate directory of integrated services to 40 priority Police Stations • Convene District Victim Empowerment Forums • Assessment of Victim Support Centres within Province 	Being determined	DOSD
Reduced Violence against Women and Children	<ul style="list-style-type: none"> • DOSD to establish Child Justice Forums in 24 Magisterial Districts • DOSD to assess Child and Youth Care Centres • Conduct an assessment of the three identified places of safety and the 24 transit shelters • Strengthen participation on Child Protection Services Committee focusing on: SAPS; DoE; DOSD; DSL 	Being determined	<ul style="list-style-type: none"> • DOSD • LEAD:

EC PSF Priority Six: Intensifying the fight against crime and corruption

Outcome: All people in province are and feel safe

Goals	Targets and Prioritised Activities	Time-frames	Department
	<ul style="list-style-type: none"> • Audit of Municipalities in partnership with DEDEA and DLG on compliance on Liquor by-laws issues • NPA to establish 3 new <i>Thuthuzela Rape Centres established</i> 		DSL & DLG
Rural Safety Programme	<ul style="list-style-type: none"> • Support/ strengthen SAPS Rural Safety Committee • Evaluation of Tsolo Police Station • Conduct crime prevention campaigns • Capacitate CPFs on roles and responsibilities • Support the establishment/ functionality of Village Committees • Implement Safer Schools Programme • Operation Clean Up focusing on shebeens and taverns 	Being determined	<ul style="list-style-type: none"> • LEAD: DSL; SAPS; DoE

EC PSF Priority Seven: Building a developmental state, improving the public services, and strengthening democratic institutions (This Priority is co-ordinated by the G & A Cluster.)

Priority is co-ordinated by the G & A Cluster.)

This Priority should lead to the realization of two outcomes, namely, 'A responsive, accountable, effective and efficient Local Government system' and 'An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship.'

The related provincial goals for this Strategic Priority are therefore:

- Public Service Transformation
- Improving provincial institutional mechanisms towards a more coherent and integrated approach to service delivery
- Improving the capability of local government
- Inclusive and responsive government
- Ensure that youth development remains a key service delivery concern.

The White paper for local government (1998) defines Local Government's role as: "Developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives"

Based on this definition, an ideal Municipality is characterised as follows:

- Provide democratic and accountable government for local communities
- Be responsive to the needs of the local community
- Ensure the provision of services to communities in a sustainable manner
- Promote social and economic development
- Promote a safe and healthy environment
- Encourage the involvement of communities and community organisations in the matters of Local Government
- Facilitate a culture of public service and accountability amongst its staff
- Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms.

Meeting the above criteria is important as Local Government is the key agent responsible for the provision of basic services, household infrastructure and the creation of working, inclusive local economies.

Our success as Government depends on the effectiveness of local government as the key site of service delivery. To this end, a diagnostic assessment was conducted and a Local Government Turnaround Strategy has been developed. The Department of Local Government and Traditional Affairs, supported by the Office of the Premier and Provincial Treasury, will lead the implementation of this Strategy in the Province.

The Provincial Government is also implementing a “Clean Audits by 2014” Campaign spearheaded by the Department of Cooperative Governance and Traditional Affairs. We are working closely with Municipalities in making sure that we strengthen and instil good financial governance. This will go a long way in restoring people’s confidence in the sphere that matters most, Local Government.

The key components of an efficient, effective public sector capacity include:

- Delivery of services in terms of quality, quantity, and cost
- Effective hiring and training standards
- Performance incentives and disincentives
- Appropriate decision rights and accountability
- Well-functioning business systems
- Effective procurement processes
- Appropriate level of transparency
- Structural/ institutional issues
- Appropriate allocation of powers and functions

An efficient, effective public sector capacity is essential for government to deliver services and achieve more with less. The purpose of this outcome is to attempt to reduce the costs associated with of delivery of services while increasing (or maintaining) the quality of services rendered. In this way, the intention is to transform the public sector into a high performance organisation over time.

Citizenship is closely linked to public sector capacity. An empowered, fair, and inclusive citizenship is necessary to create the national stability required for realizing significant growth and effectively providing both public goods. The public sector is a key influencer of citizenship.

Accordingly, we have developed a Public Service Transformation Strategy which aims at creating a developmental, caring, accountable and responsive government. In this regard we are reviewing the orientation of our Human Resource Development model so that it puts more emphasis on areas of training that are of relevance to the posture and tone that our government is seeking to portray. Part of this endeavour will be to ensure that all positions of Heads of Departments are filled early in the new financial year.

As Provincial Government we remain focused on realising our equity targets in relation to gender and disability in particular. We will continue to engage the disability formations and a broad coalition of women's organisations as well as the national Ministry for Women, Children and People with Disabilities in order to sharpen our mainstreaming efforts.

As regards the establishment of a Provincial Planning Commission, we have developed a conceptual framework for the Provincial Planning Commission, outlining its vision, character, critical tasks and basic structure has been developed. Following our stakeholder consultation process, our intention remains that this capacity will be in place in Government in the 2010/11.

We will also implement the new Outcomes approach to service delivery in the province as introduced by our National Government, and announced by the President in his 2010 State of the Nation Address. We are engaging with other spheres of Government and we have moved quickly to review our coordination arrangements to ensure that we are in line with the outcomes approach.

Similarly, the audit outcomes of departments in the province have been highlighted as an area requiring attention, particularly in the Departments of

Education and Health. While we have noted good progress made in this area in the last financial year, with the majority of Provincial departments having achieved unqualified audits, we will not rest until all departments are able to fully account for all resources placed in our hands.

At the core of our programme for transforming the public sector is our effort to strengthen coordination and integration of all government programmes. This includes strengthening coordination within Provincial Government and coordination among the spheres of Government. In that regard, we will implement the recently adopted Provincial Inter-Governmental Relations Strategy. The Premier's Coordinating Forum will monitor that the Protocols agreed to in the Strategy to inform the nature of our engagements across government spheres.

The Executive Council resolved to engage on an extensive EXCO Outreach Programme once every year for the duration of the 2009-2014 term during which EXCO visits the six districts and the Metro and engages with the municipalities and the citizens. This resolution was supported by the Premier's Co-ordinating Forum. We will embark on an Executive Council Outreach from April to July 2010 to further strengthen our relations between the all spheres in the province, improve service delivery and engage with communities on related matters.

Following discussions between ourselves and the National Youth Development Agency, we are currently finalising the transfer of ECYC staff to the NYDA. To ensure that youth development remains a key service delivery concern, a Youth Desk will be established within the Office of the Premier.

We would be enrolling a further 500 young people in the National Youth Service programme in the 2010/11 financial year.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Seven: Building a developmental state, improving the public services, and strengthening democratic institutions

Outcome: A responsive, accountable, effective and efficient Local Government system

Outcome: An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

Goals	Targets and Prioritised Activities	Time-frames	Department
1. Public Service Transformation	<p>Implement provincial Public Service Transformation Strategy including the following:</p> <p>Implement 1 Batho Pele principle in province</p> <p>Ensure adherence to gender and disability targets and ensuring mainstreaming of relevant related recommendations</p> <p>Implement a Persal clean up campaign</p> <p>Ensure full implementation of disciplinary procedures</p> <p>Review the orientation of our Human Resource Development model to put more emphasis on areas of training that are of relevance to the posture and tone that our government is seeking to portray.</p> <p>Ensure that all positions of Heads of Departments are filled early in the new financial year.</p> <p>Implement a Public Service Development Programme to set norms and standards for public servants in all spheres of government and ensure public service cadre development</p>	Being determined	<p>1.1 OTP</p> <p>1.2 All Departments</p> <p>1.3 OTP</p>
2. Improving provincial institutional mechanisms towards a more coherent and integrated approach to service delivery	2.1. Establishment of the Provincial Planning Commission & interim 'OTT' structure in the Office of the Premier to improve coherence in Government planning and policy coordination in the Province.	Being determined	2.1 OTP
	2.2. Review the provincial coordination arrangements to ensure that the province is in line with the outcomes approach.	Being determined	2.2-2.3 OTP
	2.3. Improve performance monitoring and evaluation to build a performance oriented state	Being determined	2.2-2.3 OTP
	2.4. Monitor that the Protocols agreed to in the Intergovernmental Strategy inform the nature of our engagements across government spheres.	Being determined	2.4-2.5 OTP
	2.5. Deepen cooperation among the spheres of government		

EC PSF Priority Seven: Building a developmental state, improving the public services, and strengthening democratic institutions

Outcome: A responsive, accountable, effective and efficient Local Government system

Outcome: An efficient, effective and development oriented public service and an empowered, fair and inclusive citizenship

Goals	Targets and Prioritised Activities	Time-frames	Department
3. Improving the capability of local government	3.1. Implement relevant phases of the Provincial Local Government Turnaround Strategy towards ensuring an effective local government that is a key site of service delivery.	Being determined	3.1 LGTA (Lead department)
	3.2. Strengthen and instill good financial Governance as a contributory factor to the "Clean Audits by 2014" Campaign	Being determined	3.2 PT
	3.3. Establish disaster management infrastructure along provincial strategic routes.	Being determined	3.3 LGTA
4. Inclusive and responsive government	4.1. Undertake an Executive Exco Outreach Campaign and implement relevant recommendations/ resolutions	Being determined	4.1 OTP
5. Ensure that youth development remains a key service delivery concern.	5.1. Finalise the transfer of ECYC staff to the NYDA	Being determined	5.1 OTP
	5.2. Establish a Youth Desk in the Office of the Premier	Being determined	5.2 OTP

EC PSF Priority Eight: Building cohesive, caring and sustainable communities (This priority is co-ordinated by the Social Needs Cluster)

The outcome of this Priority is ‘Sustainable human settlements and improved quality of household life.’

The related Strategic Priority goals therefore are:

- Promote initiatives that contribute to nation building and national identity
- Promote sports development in the Province
- To promote preventative community based care and alternative care programmes to children and women in need of care and protection.
- To expand and improve quality of care and services to older persons
- To provide care and support services to Homes for the Disabled and welfare organisations in line with minimum standards and Disability Policy.

Sustainable human settlements and improved quality of household life are defined by:

- Access to adequate accommodation that is suitable, relevant, appropriately located, affordable and fiscally sustainable
- Access to basic services (water, sanitation, refuse removal and electricity)
- Security of tenure irrespective of ownership or rental, formal or informal structures
- Access to social services and economic opportunity within reasonable distance

The outcome is of critical importance for various reasons. Firstly, it is a requirement of the Constitution and Bill of Rights. Secondly, it is core to human dignity and social stability and is a key enabler of health, education and social cohesion outcomes. Lastly, with good planning, it can also serve as a catalyst for economic development and job creation.

Work in this priority includes a response to the challenge of social fragmentation as manifested through high levels of poverty, domestic violence, criminality,

teenage pregnancy, decline in social values and declining levels of social solidarity.

Part of social cohesion is the responsibility of each person to develop a common attachment to the country, the Constitution and national symbols. In advancing this message, the Province has initiated a range of activities, which will contribute to the development of a national identity.

Through the Department of Sport, Recreation, Arts and Culture, we have facilitated the establishment of significant structures for the preservation of the provincial heritage, such as the Provincial Heritage Resources Authority and the Provincial Geographical Names Committee, with a view to fast-tracking transformation of the province's cultural landscape in a manner that promotes nation-building whilst at the same time deepening and strengthening national identity.

It is of great concern to us that there are many orphans and vulnerable children in the Province. We will redouble our efforts in seeing to it that there are no destitute children, and that the causes of children being on the streets are progressively eliminated.

Work will also continue to prepare for hosting a successful 2010 FIFA Soccer World Cup in the Nelson Mandela Bay Metro. We will also ensure that a lasting legacy is left and is seen and felt in all our communities, inside and outside of our soccer pitches, stadiums and fields.

Some more details of the targets and activities under this Strategic Priority are as follows:

EC PSF Priority Eight: Building cohesive, caring and sustainable communities			
Outcome: Sustainable human settlements and improved quality of household life.			
Goals	Targets and Prioritised Activities	Time-Frames	Department
1. Promote initiatives that contribute to nation building and national identity	1.1 Support the Provincial Geographical Names Committee	Being determined	DSRAC
	1.2 Support the Provincial Heritage Resources Authority	Being determined	DSRAC
	1.3 Support the implementation of 2010 Living Legacy programme in NMM, BCM and KSD	Being determined	DSRAC
	1.4 Support diversity and national building in celebrating the national days	Being determined	DRSAC
2.Promote sports development in the Province	2.1 Encourage joint implementation of sporting programmes in schools between DSRAC and Department of Education (DoE)	Being determined	DSRAC
	2.2 Develop provincial flagship sporting programme for the province (e.g. of the form of the Craven Week)	Being determined	DSRAC
	2.3 Rollout the Sifunda Sidlala programme to other schools which are not involved at present.	Being determined	DSRAC
	2.4 Fund Coaching clinics in all the districts (incl. the Metro) and engage motivators in our communities	Being determined	DSRAC
3.To promote preventative community based care and alternative care programmes to children and women in need of care and protection.	3.1 Local Drug Action Committees and a provincial forum are established and functional	Being determined	DSD
	3.2 One-Stop Youth Justice centres established in all districts	Being determined	DSD
	3.3 Put in place measures that will prevent, detect and report incidents of the exploitation and abuse of children	Being determined	DSD
	3.4 Children in need of care and protection are placed in alternative care.	Being determined	DSD
	3.5 Victims and survivor of violence receive counseling and life skills Programme	Being determined	DSD
4.To expand and improve quality of care and services to older persons	4.1 A Provincial forum for Older Persons is maintained	Being determined	DSD
	4.2 Development of Provincial Policy on Older Persons	Being determined	DSD
	4.3 Participate in Inter-Provincial Golden Games for Older Persons	Being determined	DSD
3. To provide care	5.1 Implement strategy on support services to children with	Being	DSD

EC PSF Priority Eight: Building cohesive, caring and sustainable communities			
Outcome: Sustainable human settlements and improved quality of household life.			
Goals	Targets and Prioritised Activities	Time-Frames	Department
and support services to Homes for the Disabled and welfare organisations in line with minimum standards and Disability Policy	disabilities.	determined	
	5.2 Implement income generating and skills development programmes targeting people with disabilities	Being determined	DSD

Appendix 11:

An appropriate Functional Model of the Eastern Cape Planning Commission –
A perspective

By: S. Mbanga

December 2009

Some reflections on the Concept Document and Suggestions on an appropriate Functional Model of the Eastern Cape Planning Commission: A perspective

By: Sjekula Mbanga²ⁱ

“Above all, the Provincial Planning Commission is an engine of coordination which serves to propel the entirety of the work of government towards the common goal of creating a better life for the people of the Eastern Cape.”

(Office of the Premier, 2009)

1. Background

The necessity for the establishment of a Provincial Planning Commission has been emphasised, and of note being a policy pronouncement made by Premier Kiviet in the 2009 State of the Province Address. A business case for establishing a Planning Commission in the Eastern Cape is re-affirmed in a number of strategic documents and planning platforms in the Province, key amongst these being

- The PGDP Assessment Report;
- End-of-term Report; and
- Close-out Report of the Service Delivery Acceleration Plan.

Of note is that the process of establishing a Planning Commission in the Province takes some cue from the national processes led by the Office of the Presidency, wherein a Planning Ministry is facilitating the setting up of a National Planning Commission and has by August 2009 tabled before Parliament a Green Paper in this regard. A Ministry on Monitoring and Evaluation has also been

² The author prepared the submission at a time he was nominated, as an individual, to form part of a small Technical Task Team, drawn from various sectors and backgrounds, that was set up to advise the Provincial Cabinet on the establishment of a Provincial Planning Commission.

established at a national level, and a Position Paper on its approach is in circulation and under discussion.

It is useful to also register that, despite some kind of discouragement of provinces in replicating national processes, by The Presidency, similarly Gauteng, Limpopo and KwaZulu-Natal are embarking on this process. For the Eastern Cape, a draft Concept Document: Towards the Eastern Cape Planning Commission is under discussion at political and administrative structure levels.

2. Comments on the draft Concept Document on PPC

The draft Concept Document serves a purpose of synthesising some thoughts on the mandate and structuring of the Provincial Planning Commission to guide decision-making. The Office of the Premier Policy and Planning Division should be commended for facilitating a generation of this level of output while it is still expected to ensure that, with the limited capacity at its disposal, the wheel of government does not grind to a halt.

The document first sketches the planning context in the Province in which the Planning Commission is being considered outlining various macro-plans in place, institutional arrangements that have since 2004 been established to drive implementation and monitoring of these plans, current macro strategies being pursued, challenges and weaknesses of the current provincial planning system (including local government), and then gravitates towards defining the value proposition and key functions of the envisaged Provincial Planning Commission, concluding with key options on models for appropriate institutional arrangements for policy makers to consider. The draft Concept Document also lifts up some few international lessons from countries like Kenya, India, Botswana, and Namibia. The draft Concept Document has been thoroughly studied (not with intention to critique but to enhance its logic and propositions), and also taking into account the deliberations of the Task Group meeting held on 16 October 2009. The

following preliminary comments, without following a particular chronological order or themes, can be thrown, at this stage:

- A view in the draft Concept Document that all spheres of government will be expected to 'adhere' to the National Strategic Plan needs some qualification or contextualisation. As the Green Paper on National Strategic Planning stands, it is apparent that sectors and spheres of government will still maintain their planning regimes, however, which should take account of the national development vision, priorities and outcomes expected of each sector. National strategic outcomes and targets will be informed by research that shall have been conducted by the National Planning Commission in conjunctions with institutions of higher learning and other research bodies (baseline data). In the spirit of the Green Paper on National Strategic Planning, sectors and other spheres of government will not be required to submit their macro-plans for quality assurance by the National Planning Commission, but that an enabling environment for alignment of plans will be created, perhaps through less coercive measures such as establishment of coordinating mechanisms and strategic dialogues. As such, South Africa will not follow the USA model wherein the federal agencies are required, through legislation, to submit their plans to a central office. Nor does the national approach draw entirely from the New Zealand model wherein strategic results areas are determined at a macro level, followed by key result areas per sector, departmental contributions that are well coordinated and each contribution aligned to resource allocation and performance contracting for senior executives.
- In the State of the Province Address, the Provincial Planning Commission is conceived such that it will be 'based in the Office of the Premier.' Of note here is that the EC Planning Commission may not be situated anywhere else other than directly under the authority of the Premier, as Executing Authority (policy pronouncement). This follows closely the

national approach, and with some elements of the Malaysian model where the Central Planning Agency and Implementation Coordination Unit is seated in the Office of the Prime Minister. Therefore, the Eastern Cape model does not draw from the Ugandan model where the Ministry of Planning and Finance were, at some stage, merged into one Ministry to drive integrated planning and budgeting from one centre, utilising the budget planning and coordination instruments.

- The Concept Document correctly notes that the Provincial Planning Commission will require sufficient authority to succeed in its daunting task of 'leading planning and directing policy implementation' in the Province. Two things warranting attention here are: Firstly, the work of a Planning Commission should be regulated by legislation. Secondly, the location of the PPC becomes critical, including the political structures that should champion its work. With the latter points in mind, establishing a Cabinet Committee on Planning, at a provincial level, is unavoidable. The Premier in the Executive may need to appoint one of the MECs of Finance, Economic Development or Agriculture and Rural Development to chair this Committee. Regardless of who chairs in the three MECs, all of them shall sit in this Committee. MEC for Local Government and Traditional Affairs and the MEC for Human Settlements should sit in this Committee.
- Regarding the 'lead-in' questions of the Concept Document, it should be important to make a distinction between a vision of the PPC as an entity and the vision of the Province as will be encapsulated in the Long Term provincial Plan that the PPC will marshal the development of as one of its key strategic tasks. Further to this, a question of 'how should the PPC relate to the existing planning capacities in the Province' should always be understood for what the questions asks. Existing planning capacities shall include: the current Policy and Planning division in the Office of the Premier, Cluster Working Groups, Strategic Planning units in departments,

Development Planning units in some departments, Economic Planning units in some departments, Infrastructure Planning Units in some departments, Integrated Development Planning functions within various municipalities, Spatial Planning unit of the Department of Local Government and Traditional Affairs, and the EPWP and Rural Development Planning and Coordination responsibilities of Public Works and Department of Agriculture respectively. Provincial public entities involved in planning such as ECSECC (who is supporting the Clusters) should be considered.

- The Concept Document lifts an important issue of 'organisation and statistics required for planning and related areas.' This borders on research as a function of generating and managing evidence to support planning and policy making. The Green Paper on National Strategic Planning correctly foregrounds evidence-based planning which will be supported by ongoing research per sector on various priority areas that shall have been identified in the National Development Plan, and strong monitoring and evaluation (with its feedback loop). Quite a sizeable number of provincial departments have established and are still establishing research units. These officials have since established a Provincial Researchers Forum under the auspices of the Department of Social Development where research outputs of various departments are shared. This forum has even moved to engage institutions of higher learning and research councils at national level. The Department of Human Settlements, for instance, has even gone to an extent of establishing a Medium Term Research Strategy (supported by the National Research Foundation) aimed at supporting its multi-year human settlements planning regime. This Department is forging partnerships with local and international research bodies towards the roll-out of the strategy, as evidenced by its recent hosting of a delegation from the National Institute of Rural Development in the Government of India, wherein

best=practices on LED focused and community-based rural housing programmes were shared. It would have been desirable that the Office of the Premier leads provincial research, perhaps through the Eastern Cape Socio Economic and Consultative Council. For now, this is not the case, and this being a matter that will command the attention of the Provincial Planning Commission. How will the PPC relate to the agenda pursued by ECSECC is a point at hand, or put differently, how will the work of ECSECC practically support PPC work starting from the refining of a provincial vision (I presume, this will not be Vision 2014 but a more longer-term vision such as Vision 2025 that is proposed at a national level).

- The Namibian model also identifies a need for a Planning Commission to take responsibility for management and coordination of international aid resources including the non-governmental organisations. In the context of the Province, such a responsibility should be extended to include marshalling private sector support. There are already development agencies and financial institutions that are working with departments and municipalities. For instance, the Development Bank of Southern Africa, ABSA DevCo, Teba Bank, National Business Initiative. These institutions would come as capacity support in project planning and implementation or would assist in mobilising various funding streams towards the success of projects of interest. From time to time Clusters, Cabinet Committees and ultimately Cabinet would be apprised of such initiatives.
- The Concept Document restates that which the PGDP Assessment Report and End of Term Report identified as a key planning challenge in the Province i.e. poor alignment across sectors and spheres. The document correctly proceeds to identify a need for 'broadly applicable tools' to facilitate alignment. However, the document envisages 'alignment tools' that will seek to measure the impact of PDGP programmes on the focus areas. This needs better articulation. The Concept Document emphasises

on a need to put in place alignment tools that will measure the impact of PGDP programmes. The danger in this approach is that it more follows the category of lag measures of monitoring and evaluation, the 'post implementation alignment measurement.' It will be important for the PPC to devise alignment tools that track the prior-implementation phase, that is, the process of aligning as this is where the planning problem is seated. A distinction should be made between alignment in the process of programme design and implementation, and alignment as an outcome of programme implementation.

- Poor participation of provincial departments in Integrated Development Planning processes of municipalities and vice versa is cited as one other planning challenge that leads to poor alignment. What needs to be considered herein is the fact that the IGR framework Act, the Local Government Systems Act and the Constitution promotes cooperation across all spheres on planning matters, and do not provide sanctions for failure to do so. A second challenge in this is that there hasn't been an institution with adequate authority to cause and hold departments and municipalities accountable on their failure to participate in each other's planning processes, nor is there a clear system that has been created that facilitate such cooperation. The IGR structures themselves have landed to being information sharing platforms and haven't been carrying an agenda of ensuring focus on strategic policy priorities of the Province. A question that would need to be responded to is whether there is sufficient consensus and commitment, on the key provincial policy priorities, between the provincial government and local government. Where consensus exists at a political level, the next question is whether these policy priorities have been translated into plans and programmes of departments and municipalities. With the disjointed planning regimes between the provincial and local government, it hasn't been clear as to

whose role it is to facilitate and monitors the alignment process from the Cabinet Makgotlas.

- The Concept Document tends to over-emphasize on the importance of attendance of meetings to achieve alignment. It must be noted that meetings are but one tool of facilitating alignment, within a more comprehensive system of alignment. People may be attending meetings, consistently so, and yet integration of service delivery is not achieved. Alignment should be tracked across the decision-making latitude beginning with choices being made of which community needs to prioritise given the limited resources at the disposal of an institution, the allocation of funding, the mobilisation of capacity to implement, and the implementation of the programmes themselves. Plans of departments and municipalities should be caused to talk to each other, following being strong monitoring that what has been planned gets implemented on the ground, and where adjustments are made on plans mid-year these get communicated to affected institutions even prior a relevant Portfolio Committee and Office of the Auditor-General are informed.
- The Concept Document notes that prior 2007 the Office of the Premier attempted to organise itself in a manner that would support the implementation of the PGDP. However, during 2007 there was an attempt at a national level for the Offices of the Premier to align more with the National Treasury Budget Programme Structure. While the rationale for standardisation of structuring within sectors, nationally, is not disputed, it is equally important to note that departments are not driving the same weight of national policy priorities. For instance, while Rural Development Food Security and Agrarian Reform is one of the National MTSF priorities, this priority is more applicable to some provinces than others. If the organisational development principle which states that structure follows function/strategy is anything to go by, we are not likely to see a

proliferation of monotonous institutions in the country. While Offices of the Premier are coordinating institutions across the countries, their organisational structures are not likely to be the same, because they are informed by the contextual peculiarities of provinces, including the state of provincial economies, and the economic development and growth trajectory of a province.

- Regarding stakeholders of the Provincial Planning Commission, Provincial Treasury, Department of Local Government and Traditional Affairs, ECSECC Statistics South Africa and Research Institutions will come as more primary. How the Provincial Planning Commission will relate with Provincial Treasury's Budget and Planning Branch and the Department of Local Government Spatial Planning and IDPs Branch should be examined at the early stage of generating an appropriate model of a Provincial Planning Commission. These two departments have a coordinating responsibility in respect of their core mandates and have since established standing coordinating administrative structures where other departments are participating, over and above the Cluster arrangements. On its first days at work, the Provincial Planning Commission may be required to take stock of all existing and planned interdepartmental and inter-sphere coordinating mechanisms, and might need to embark on a process of rationalising these structures to ensure focus on key policy priorities of the Province. Structural fatigue has been cited as a challenge within the current planning regime in the Province, including nationally. There is all the temptation of creating new structures for each task that comes up, and is viewed as important or urgent. Sometimes when existing structures are deemed weak they would be replaced with new ones under different name tags., One other challenge or contributing factor to the situation is that an issue-based approach to policy implementation lands the Province to a proliferation of coordinating mechanisms, some duplicating each other, and this in fact defeats the same purpose these structure are created for –

integration. You sit with an ugly situation of weak and dysfunctional inter-sectoral coordinating mechanisms which, in fact, perpetuate silos mentality and policy incoherence by their very design. Elements of the same policy being driven by different structures that are common by dysfunctionality. The creation of structures should be guided through the macro policy analysis work of the Provincial Planning Commission, in consultation with key sector departments and public entities. It shouldn't be left entirely upon a single department to decide about which structure it intends establishing, in which it will expect sector departments and municipalities to participate.

- One of the key tasks of the Provincial Planning Commission will be the 'pooling of planning and coordination resources' for effective use of limited resources and to avoid duplication. This is quite a huge task which should by no way be construed to mean that sector planning within departments, and integrated development planning in municipalities will not be happening. Instead, in practical terms, this should be meaning that planning capacities within coordinating departments and public entities will require consolidation. Perhaps, this should be viewed in the light of the envisaged rationalisation of ECATU, RULIV, ASSGISA etc into a single entity to expedite the implementation of the Provincial Rural Development Strategy.
- The task of 'integrating the strategic plans of various strategic partners within and outside government' should also be properly conceptualised, from a long-term planning point of view. Critically here is the whole issue of ensuring that the PPC, in its business, maintains a sound balance between top-down and bottom-up planning approaches. The PPC should be cautious of relegating itself to a single task of 'coordinating the contributions of departments in the so-called provincial plan or programme of action.' It should adopt a combination of coordinating and intervening

roles, for it not to be marginalised in planning processes of sector departments and municipalities as it tends to be the case at the moment.

- The draft Concept Document correctly identifies the need for the PPC to serve as a 'clearing house' for plans of departments, public entities and municipalities. This is a very important task of Planning Commissions in other countries which the Green Paper on National Strategic Planning tends to avoid. However, two things warrant attention, here: Firstly, the PPC shall have to mobilise sufficient and suitable capacity to carry this task efficiently and effectively. Secondly, this task should be viewed in relation to key macro planning responsibilities of the other coordinating departments such as the Provincial Treasury and the Department of Local Government and Traditional Affairs, including the departments that are currently leading the planning and implementation of key provincial strategies such as the Rural Development Strategy, the Industrial Development Strategy, the Human Settlements Development Strategy (recently endorsed as a planning coordination principle by EXCO), the 5 year Local Government Strategic Agenda, and the Expanded Public Works Programme.
- The draft Concept Document cites as one of the key functions of the PPC 'the developing and coordinating of implementation of provincial Macro Policies such as the PGDP, the Provincial Strategic Framework, the Provincial Spatial Policy as well as Scenario Planning.' While this is the case, the conceptualisation of the functions of the PPC should assist in correctly sequencing the macro plans and strategies such that the Working Document is not viewed as according them a same status. Primarily the PPC shall have to lead the development of a Provincial Long Term Vision, probably Vision 2025. All other plans and strategies shall be secondary to the Eastern Cape Long Term Strategic Plan: Vision 2025. This is particularly important in view of the fact that there are some

municipalities such as the King Sabata Dalindyebo which have generated Long Term Visions.

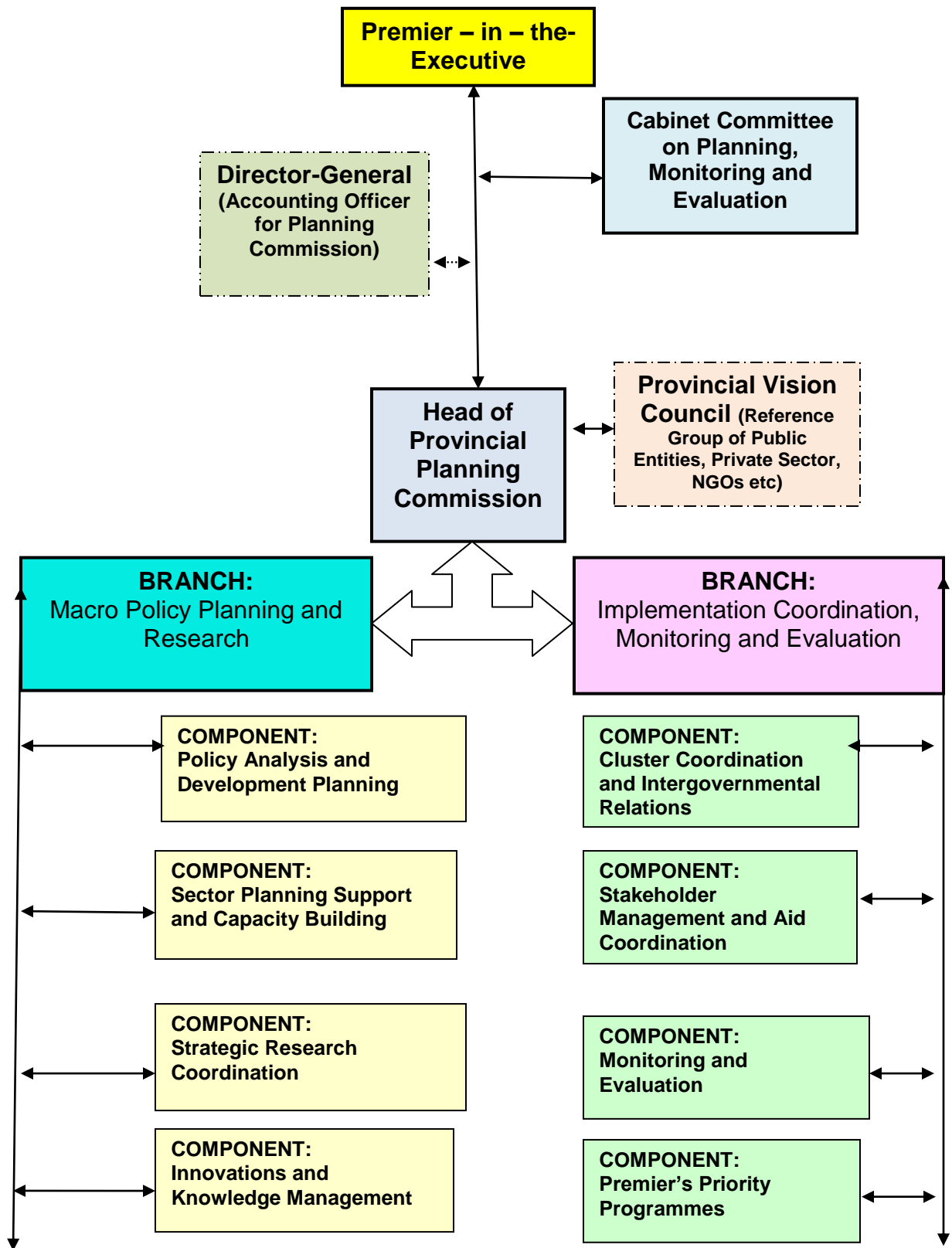
A proposed Option

The proposal being made hereunder takes into account the analyses and reflections presented above. The option also seeks to re-enforce the policy pronouncement stating that the Provincial Planning Commission shall be based in the Office of the Premier.

- The PPC should garner political clout and as such it should be
 - Located in the Office of the Premier, wherein the Premier is the Executing Authority;
 - Accountable to a Cabinet Committee on Planning, Monitoring and Evaluation that will be chaired by either MEC for Economic Development / Finance / Agriculture and Rural Development. All these MECs will sit in this Committee, including MECs for Local Government and Traditional Affairs and Human Settlements;
 - Headed by an official no less than a Superintendent-General, and more preferably a Director-General;
 - The Head of the Provincial Planning Commission should be directly accountable to the Premier on all the affairs of the Commission;
 - The Head of the Provincial Planning Commission shall serve as an ex-officio member of the Cabinet Committee on Planning, Monitoring and Evaluation.
- The PPC shall in the short term be a Programme within the Office of the Premier, but functionally accountable to the Premier and financially accountable to the Director-General.
- In the medium to long-term the PPC shall emerge as either a stand-alone Department within the Office of the Premier or a public entity, as circumstances at the time shall dictate.
- As a Programme, the PPC shall be constituted of the following functions, inter alia:

- ✓ **Macro Policy Coordination and Planning:** This will be the hub for policy and strategy development informed by research and ongoing monitoring and evaluation. Provincial Development Vision 2025 will be led by this unit. Coordination of key outcomes and high-level indicators of the Rural Development Strategy, Industrial Development Strategy, Infrastructure Development Strategy, Human Settlements Development Strategy, Poverty Eradication Strategy, Food Security and Job Creation Strategy. The parameters of the Provincial Spatial Development Perspective which should synchronise with the Spatial Development Frameworks of municipalities will be managed here.
- ✓ **Policy Alignment, Monitoring and Evaluation:** This unit will lead the generation of provincial outcome indicators per sector supporting the development vision, design tools for ensuring inter-sectoral and intergovernmental integration of the performance indicators. The unit will generate tools that will practically facilitate alignment across sectors and spheres in support of Clusters and other coordinating mechanisms, monitor and evaluate the impact of alignment at service delivery level. Critically, the unit will determine and manage collation of data to track performance of sectors on pre-determined outcomes, to inform forward planning and policy making.
- ✓ **Implementation Coordination and Inter-governmental Relations:** Focus herein will be on appropriate institutional arrangements that facilitate integration across sectors and spheres. Support to Clusters and IGR forums will be seated here. Rationalisation of coordinating mechanisms across sectors will be managed here. Stakeholder management (public and private), marshalling of private and NGO support, and international aid coordination will be driven from this unit. The unit will work closely with the Provincial Communications Unit.

- ✓ **Research Coordination, Innovations and Knowledge Management:** Working closely with ECSECC this unit will lead the development and roll-out of a Provincial Long Term Research Agenda that supports the Development Vision. The latter will be done in conjunction with Institutions of Higher Learning, Research Councils and the NGO sector. Search of local and international best-practices on sector specific interventions will be managed here. Management of socio-economic and population data will be one of the key functions of this unit. By implication, this unit will assume leadership for the existing Provincial Researchers Forum, and may require to enhance the existing innovations. Working with Statistics South Africa, this unit will be the custodian and 'clearing house' of provincial statistics to inform long-term planning at provincial and sector level. In the conduct of its work, this unit may be required to provide strategic leadership in key pilot projects, seated in sector departments, that are aimed at generating models of integration and community involvement on selected provincial policy priorities. With the latter point in mind, for instance the Unit will be working closely with the Department of Agriculture and Rural Development on the Mhlontlo Local Municipality pilot project.



Appendix 12:

The letter of the Language Editor

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09 April 2012

CONFIRMATION OF EDITING

This is to confirm that I, Cynthia Formson, have edited for language usage only, the thesis entitled, An evaluation of the nature and extent of alignment between the strategic performance plan of selected Eastern Cape provincial departments and the provincial growth and development plan 2004 – 2014, presented by S L Mbanga.

I hold a masters degree in Linguistics as well as one in Teaching English as a second Language. I work as a lecturer in English Linguistics and Academic Literacy. I have vast experience in editing and have edited about 50 Honours, Masters and PhD theses and dissertations. I have also done rapporteuring and written workshop reports on several Water Research Commission Workshops.

C.K. Formson (Mrs)