



Implementation Evaluation of the Western Cape Corporate Services Centre

Presentation to Provincial Top Management

24 May 2016



INTRODUCTION AND METHODOLOGY

Purpose of the evaluation

- “Determine if the provincial policy for the rendering of corporate services by the CSC has been effectively implemented as per the **original policy intent**”.
- Evaluation Questions focus on:
 1. *Establishment*
 2. *Roles and Responsibilities*
 3. *CSC implementation / governance instruments*
 4. Readiness for implementation

Purpose of the evaluation

<i>CSC policy objectives (concise)</i>	<i>Overarching evaluation questions (concise)</i>	<i>Analytical framework</i>
Demarcates the core business of the centre	Establishment. Has the CSC been established correctly?	Establishment (design)
Establishes principles and criteria for determining scope		
Identifies the functional areas		
Demarcates the broad roles and responsibilities of role-players	Roles and responsibilities. Are assigned roles and responsibilities, including funding, appropriate?	Roles and responsibilities (design) Roles and responsibilities (process)
Establishes operational governance guidelines	CSC implementation/governing instruments. Are the implementation and governance instruments sufficient and effective?	Implementation mechanisms (design)
Establishes broad interdepartmental coordination, monitoring and evaluation guidelines		Implementation mechanisms (process)
	Readiness for implementation. Was the process well-planned and managed?	Establishment (process)

Data collection

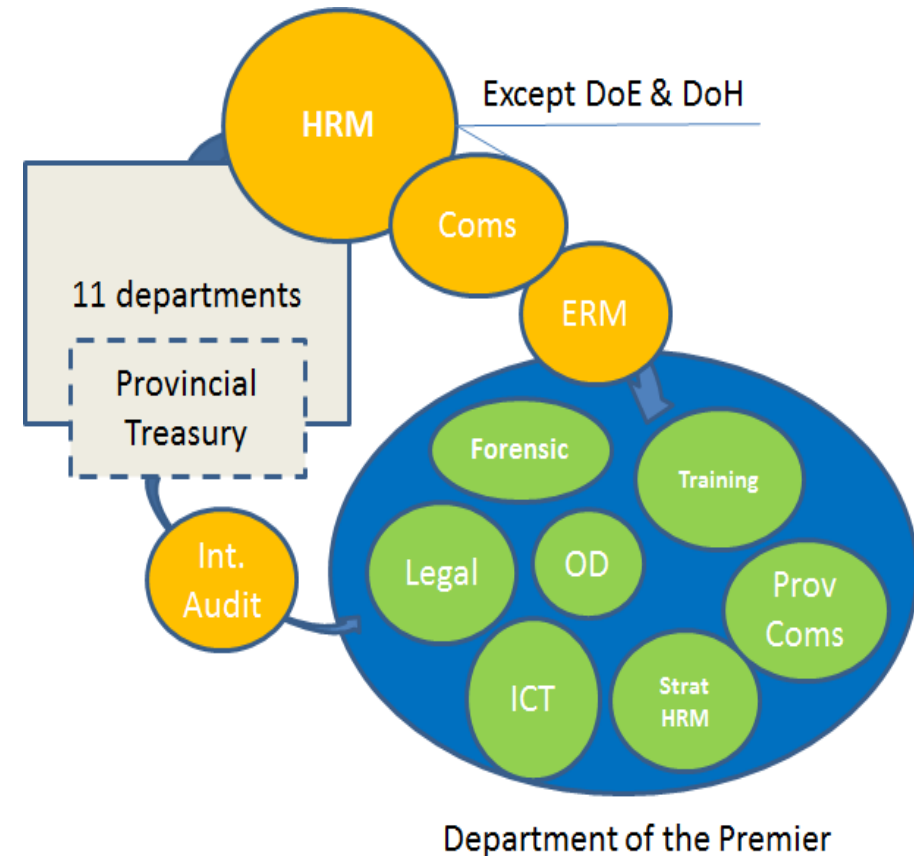
- 7 review interviews, with final follow-up questions via email
 - 22 semi-structured interviews
 - 10 focus groups
 - Follow-up questionnaires to CRUs
 - Electronic surveys
 - Client DDGs and CDs (23)
 - Client ASD, DD and D (257)
 - CSC Staff (206) = 25.9%
- } = 10.5%
response rate
- Secondary data & CSC documentation (over 200 documents)
 - Follow-up engagements and new submissions
 - Despite some primary data challenges and limitations, useful general conclusions can be drawn



FINDINGS: ESTABLISHMENT

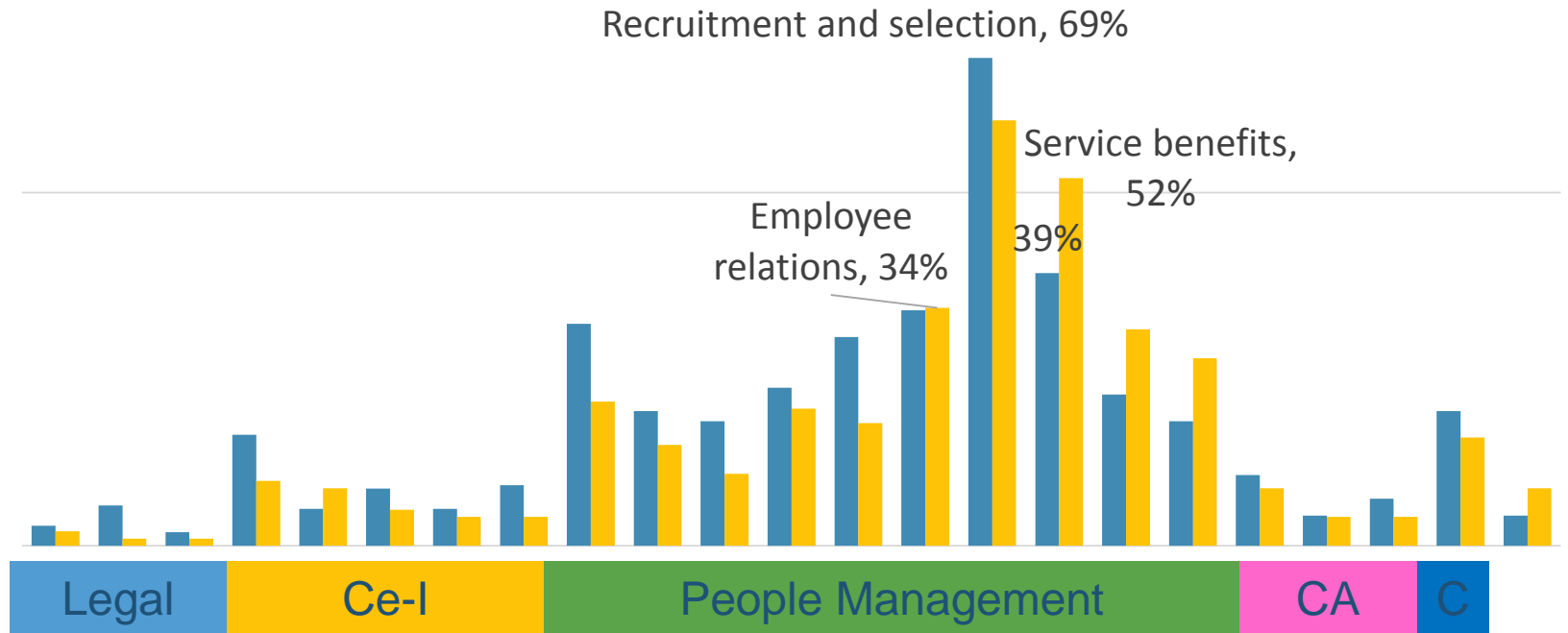
Conceptualisation and design

- Compacted process – perceived political impetus to move quickly from conception and design, to implementation.
- Blueprints set out the case & rationale for changes in their areas of focus, but less coherently for the CSC as a whole.
- Functional composition and location appropriate.
- The strategic intentions of the CSC were not well understood and impaired by:
 - Undefined outcomes without timeframes.
 - Absence of transition plan that showed how this significant restructuring would drive the intended changes.



Establishment Process

Line functions that faced significant implementation challenges in the process of establishing the CSC



■ DDG / CD and Clients (210)

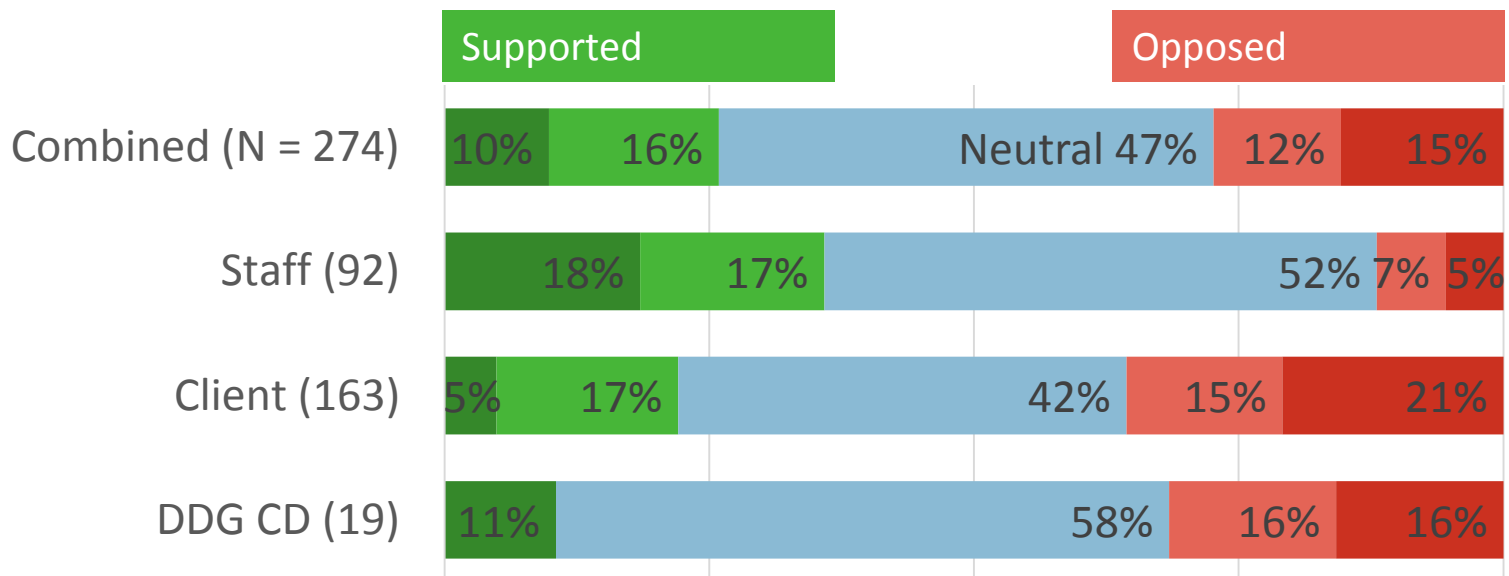
■ Staff (98)

The biggest challenges coincide with the most significant (and most contentious) restructuring

Establishment Process

- *“Would be very strange if there were no complaints. But the other thing from my observation... when we introduce new systems, the soft side is definitely missing. Bringing people along in hearts and minds.” – Focus Group 1*

What was your level of support for the establishment of the CSC in 2010?



Establishment: Synthesis

- Functional areas were based on CSC Policy's criteria, and other considerations. This is not problematic.
- Lessons from the Gauteng “big bang” and “incremental” approach are limited by the tight timeframe – big organisational changes happened right away.
- Motivation appeared to be guided more by a perceived political impetus to “make it happen”.
- The agreed timeframe proved challenging for such a significant restructuring. Insufficient articulation of:
 - Strategic intentions, baselines, targets and time frame
 - Transitional plan and costing
 - SOPs and change management to navigate challenges
- Uneven transition across line functions:
 - Scope of change varied, as did diagnosis (e.g. blueprints)
 - Administrative backlogs and **maladministration** inherited by CSC, esp. People Management Practices



ROLES AND RESPONSIBILITIES

CSC Policy: Functional responsibilities

		People Man.				Corp. Assurance				Corp. Coms	
		ICT	OD	HR M	PT	ERM	IA	FS	LS		
Role-players	Premier		X	X							
	Executive authorities		X	X	X	X	X		X		
	Director General	X	X	X	X			X	X	X	
	CSC	CSC Branch	X								
		CSC Chief Directorate		X	X	X		X		X	
		CSC Directorate					X		X		X
	Departments	Heads of Department	X	X	X	X	X	X	X	X	X
		Departmental man.	X	X	X	X	X	X	X	X	X
		Min. Media Officer									X
		Dept. Coms Unit									X
DOTP Strat. Coms										X	
Provincial Treasury											
	Audit committee										

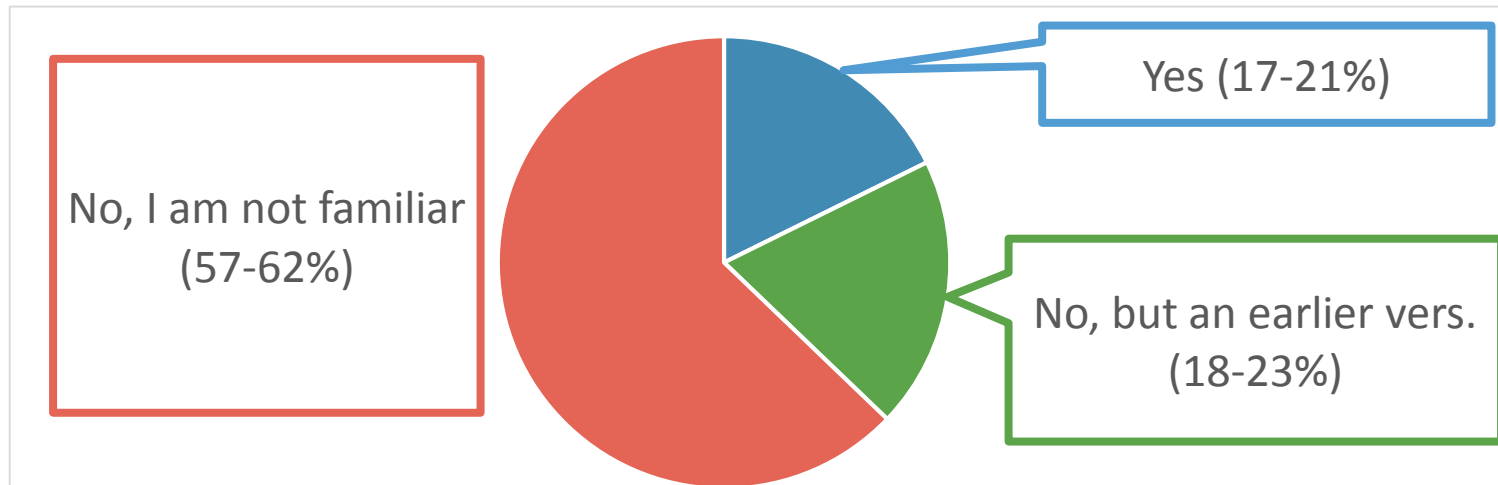
Shared responsibilities (even if workload is reduced) due to the accounting responsibilities of HODs, and by extension, senior and departmental managers. (PSA and PFMA)

Perceptions of the role of the CSC

- The CSC delivers range of services: transactional, advisory, specialist.
- The CSC as a “**service provider**” who should:
 - Make an effort to know departments’ business
 - Be efficient and resolve challenges without the need for escalation to senior management
- CSC perceived as a “**higher authority**”
 - CSC must promote standardisation & alignment (“watchdog”), but can be misinterpreted as “enforcing rules”
 - Clear tension between CSC’s mandate to improve standardisation and departments’ accountability for accomplishing their mandate
- Envisioned role: CSC as “**expert consultant**”, relationship characterised by **cooperation and partnership**
- “[They need to be] thinking with HODs about why they’re making changes in their departments... Speak to HODs and consult. If it’s a corporate shared service... joint responsibility but also responsibility about what is the service available, capacity available.” – R 4

Documenting roles & responsibilities

- The CSC Policy, SLAs and Service Schedules
 - The responsibilities stipulated are general and concise.
 - By their very nature omitted much of the detail that was needed.
- SOPs were not designed along with the above
 - Roles and responsibilities not fully understood at establishment.
- Unfamiliarity with the Service Schedules: amongst clients there is not a common basis for understanding obligations in respect of the CSC.
- Some clients have shaped their understanding through different means than the Service Schedules.

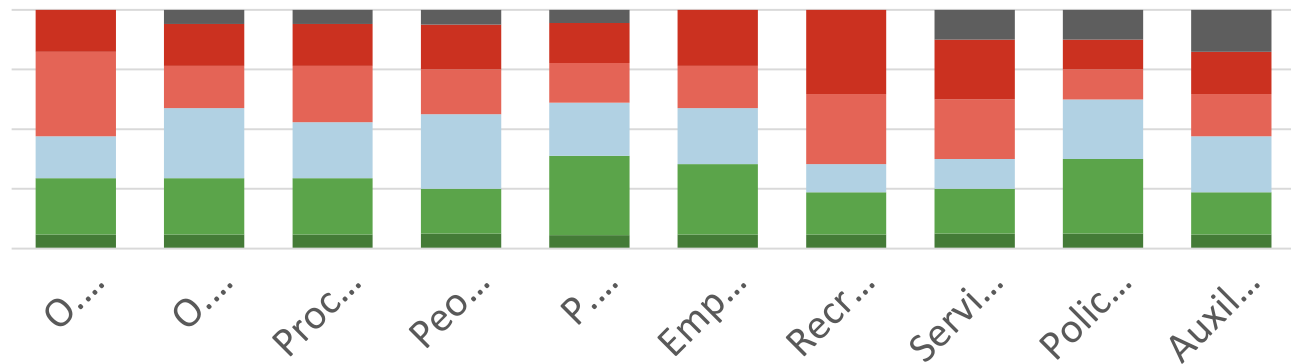


Distribution of responsibilities

Some level of fundamental disagreement on distribution of roles and responsibilities.

- Views influenced by:
 - Personally affected by the restructuring
 - Dealing with the backlogs, variances and maladministration challenges “inherited” in the PM space
- Dissatisfaction with implementation: Both parties believe they understand and fulfil their own role, and even do some of the other’s work. Clients may overestimate their understanding of R&R
- Many clients believe the ironing-out of is still ongoing

CD and DDG agreement with the statement: “The latest Service Schedule is clearly understood by staff within my department” PM



Roles & responsibilities: Synthesis

- CSC introduced more complex set of relationships.
- Disagreements about the *design* of responsibilities sprout both from enduring positions on corporatisation (esp. PM) and direct experiences of complexity
- Service schedules have been clear and consultative, but the lag between setting out obligations and the clarity & detail in SOPs for client-oriented services limited their utility (cf. international examples)
- Many clients remain unfamiliar with Service Schedules. Hampers departmental managers' ability to confidently navigate, own responsibilities and account for them.
- Managing relationships is complicated by diverse understandings of the CSC's role: Higher authority? "Service provider"? Vs Cooperation and partnership
- Disjuncture between metrics and views of clients



IMPLEMENTATION MECHANISMS

CRUs

- Conceived as pivotal, but very broad in function without sufficient detail.
- Responsibilities for 40 different assessments, plans and reports as well as serve on up to 24 committees, institutional structures and ad hoc task teams.
- In 2012 there was an attempt to address the undefined role of the CRU. Process was not taken forward.

<i>Statement</i>	Agr.	PT	DSD	LG	DED	AT	DCA	S	DTP	W	DOC	S	HS	DEA	DP
The role of the CRU is adequately defined.	SD	SD	SD	SD	A	SD	D	SD	SA	SD					
CSC staff understand the nature of corp. service work in my dept.	SD	D	SD	SD	D	D	D	D	D	D	D	D	D	D	D
The workload of CRU staff is unsustainable.	N	SA	SA	SA	A	SA	SA	SA	SA	SA	SA	SA	SA	SA	SA
	D = Disagree		N = Neutral				A = Agree								

Governance & Com. Mechanisms

- Addressing CSC matters via PTM has supported recognition of legitimacy of CSC.
 - Useful for buy-in but other processes should precede
- CSC dashboard does not include end-to-end measures
- CSC Circulars – addressed to HODS - are not reaching staff as intended, or are being disregarded to some extent.
- CSC communiques appear a potential useful alternative to “top-down” communication, but effectiveness was not studied



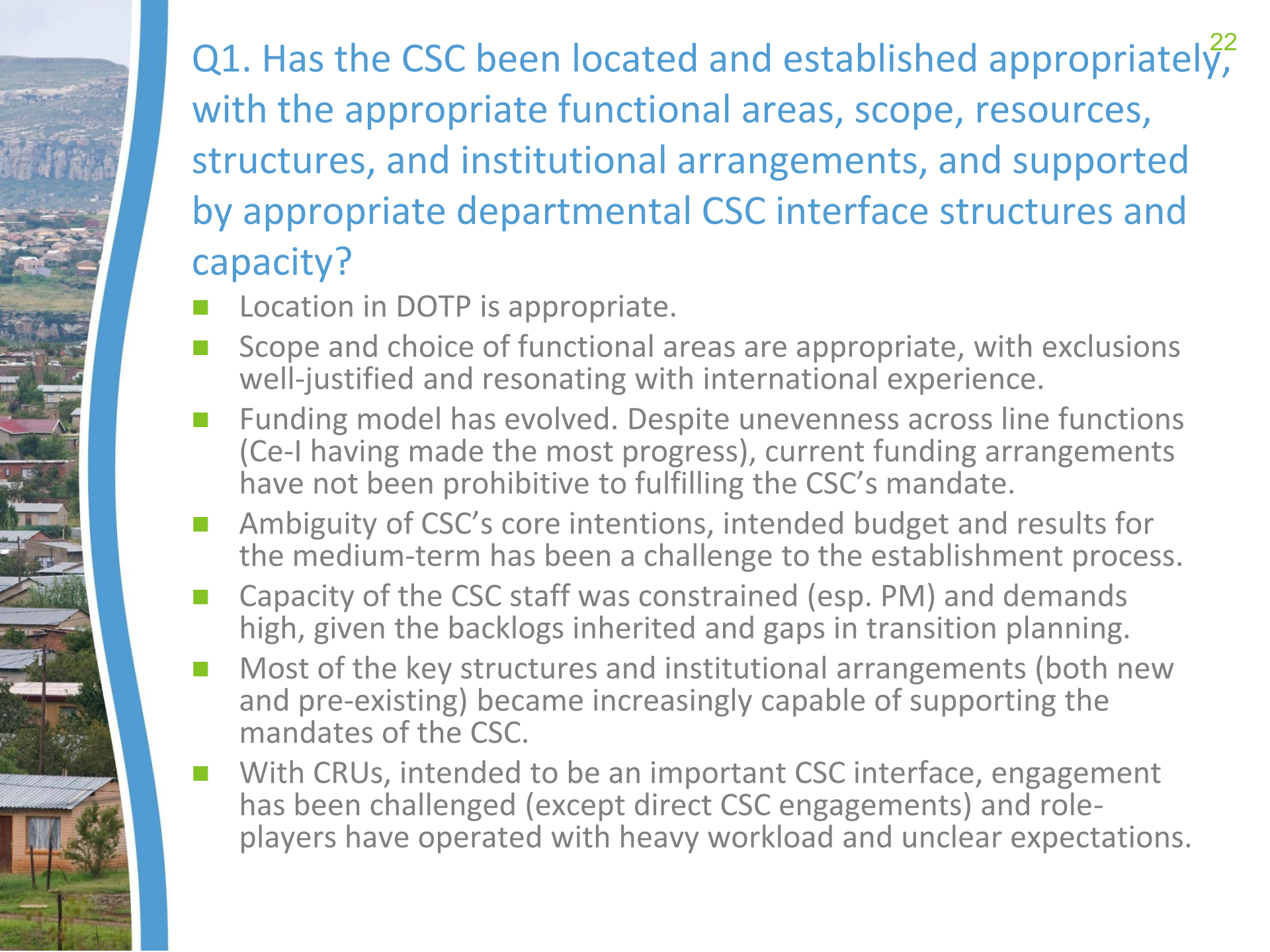
No.	Auditee	Audit opinions				
		2014-15	2013-14	2012-13	2011-12	2010-11
Departments						
1	Agriculture	Green	Green	Green	Yellow	Green
2	Community Safety	Green	Green	Green	Green	Green
3	Cultural Affairs and Sport	Green	Green	Green	Yellow	Yellow
4	Premier	Green	Green	Green	Yellow	Yellow
5	Economic Development and Tourism	Green	Green	Green	Yellow	Yellow
6	Education	Green	Yellow	Green	Purple	Yellow
7	Environmental Affairs and Development Planning	Green	Green	Green	Green	Yellow
8	Health	Yellow	Yellow	Green	Yellow	Yellow
9	Human Settlements	Green	Green	Green	Yellow	Yellow
10	Local Government	Green	Green	Green	Yellow	Yellow
11	Provincial Parliament	Green	Green	Green	Green	Green
12	Provincial Treasury	Green	Green	Green	Green	Yellow
13	Social Development	Green	Green	Green	Yellow	Yellow
14	Transport and Public Works	Grey	Green	Green	Yellow	Yellow

Implementation mechanisms: Synthesis

- The strategic role of senior managers remains to some extent contested and/or aspirational, in part because CRUs have not been appropriately formulated and utilised.
- There is a broad symbolic cost associated with the persistent uncertainty around CRUs.
- Building clients' faith in existing mechanisms is critical to moving past the challenges of CSC establishment.
- PTM well-utilised as a strategic implementation mechanism but
- Communication through PTM and Circulars does not always reach intended recipients.



CONCLUSIONS



Q1. Has the CSC been located and established appropriately,²² with the appropriate functional areas, scope, resources, structures, and institutional arrangements, and supported by appropriate departmental CSC interface structures and capacity?

- Location in DOTP is appropriate.
- Scope and choice of functional areas are appropriate, with exclusions well-justified and resonating with international experience.
- Funding model has evolved. Despite unevenness across line functions (Ce-I having made the most progress), current funding arrangements have not been prohibitive to fulfilling the CSC's mandate.
- Ambiguity of CSC's core intentions, intended budget and results for the medium-term has been a challenge to the establishment process.
- Capacity of the CSC staff was constrained (esp. PM) and demands high, given the backlogs inherited and gaps in transition planning.
- Most of the key structures and institutional arrangements (both new and pre-existing) became increasingly capable of supporting the mandates of the CSC.
- With CRUs, intended to be an important CSC interface, engagement has been challenged (except direct CSC engagements) and role-players have operated with heavy workload and unclear expectations.

Q2. Are the assigned roles and concepts of shared responsibility and accountability appropriate, clear, mutually understood, bought into, adequately operationalised with an appropriate funding model and effectively monitored, and is it necessary to change the demarcation of such roles and responsibilities?

- The CSC policy, SLAs and Service Schedules are clear in broad terms but introduced complex relationships without change management.
- No volumetric, systematic appraisal of existing functions prior to corporatisation meant not all functions were adequately planned for.
- Perception that functions are “coming back” linked to expectations the CSC would take full responsibility for functions and services when they were always meant to be shared.
- Both CSC staff and departments believe they are executing some obligations of the other. But clients are unfamiliar with the Service Schedules – no common point of departure.
- CRUs’ roles remain unclear, resulting in duplication, overburdening, and blurring of CRUs’ and managers’ responsibilities.
- Challenges of PM operational functions and areas of gradual improvement need to be addressed in tandem with any attempts to standardise CRUs’ work.
- The Dashboard’s underpinning logic is sound, although there is a need to track end-to-end processes and address issues of measurement formulation.

Q3. Are the implementation and governance instruments – including institutional arrangements, monitoring and reporting frameworks, the CSC Audit protocol and IT tools – sufficient in their design and effective in their application and use so as to respond fully to the policy intent?

- Sufficient in their design, but cannot be said to be fully responsive as yet.
- Service Schedules are not sufficiently understood and embraced by all parties –threat to the policy intent which hinges on cooperation.
- People Management still faces challenges. New mechanisms have been introduced but are still hampered by line of sight and complex relationships.
- The Audit Protocol appears to have been effective and supported by CSC as well as client departments.
- Corporate Assurance and Ce-I have the most comprehensive implementation mechanisms and these are generally functioning well. However these can place pressure on departmental resources, especially Ce-I.
- Dashboard is a good mechanism in principle but requires some adjustments in terms of end-to-end measures.
- Effective use of PTM meetings. There is potential to consult more widely, strategically using communication to improve buy-in at operational level.

Q4. Was the process of introducing and implementing the CSC well-planned and managed from both an operational and behavioural perspective?

- Well planned from a structural perspective, albeit with uneven detail across functions.
- Ambitious timeframes, with insufficient planning and change management.
- Introducing structural changes first, put behavioural and operational management at a disadvantage.
- Transition was sudden; resentment sharp; and created a degree of uncertainty.
- Behaviourally, there were strengths and weaknesses:
 - Key staff and senior management in an in-house process of diagnosis
 - Not all stakeholders felt adequately informed and consulted
 - Lack of planning for this component was openly acknowledged
- Hands-on and responsive approach of senior management in DOTP
- Support from EAs has fostered leadership that kept the CSC establishment process moving ahead. Professional respect and openness to partnership supports interdepartmental cooperation.



RECOMMENDATIONS

Recommendations

Next steps

- Consultative engagements to clarify relationships, structures and services for certain functions
 - Joint task teams to problem solve areas of friction (e.g. CRUs, some PM line functions)
- Revise roles and responsibilities with sufficient detail of operational processes (incl. Policy, SLAs, Service Schedules and SOPs)
- Communication and change management strategy to ensure understanding, uptake and ownership



QUESTIONS?



Thanks!

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