

Special report-back to the nation.

INTEGRATED DEMOCRATIC GOVERNANCE

A RESTRUCTURED PRESIDENCY AT WORK

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PREFACE

Each passing year puts more distance between the *apartheid* rule of our past and the democratic governance of our present. The form and nature of the Presidency, in this regard, is no exception. In fact, the Presidency has become a leader in the process of transformation from the old to the new.

Each passing year assures South Africans and the world that the nightmare of the past has no possibility of returning in our future. And, unlike the dark, secretive past, The Presidency remains determined to ensure that its inner workings are held always in plain view, in line with the principle of transparency enshrined in our Constitution. In its workings, The Presidency puts the people first (*Batho Pele*), and it is always at their service.

In an effort to achieve this, the old President and Deputy President's Offices were merged into one integrated office called 'The Presidency' to enable the Presidency to provide effective and efficient leadership of the Executive guided by the principle of *Batho Pele*.

This special reportback to the nation, eighteen months into the new Presidency, is one new way to demonstrate the new culture of openness and transparency. We believe that the foundations and strength of any democracy is an informed public, empowered to participate intelligently in the reshaping of society for the good of all its people. Open and free flow of information ensures Government accountability to all its citizens.

We in The Presidency believe that Government must be renewed and transformed to serve all the people of the country irrespective of their race, colour, religious beliefs or political affiliation. To this end, and in its restructuring, The Presidency ensured that it

was representative of the people of South Africa, as the policy of Government requires. The Presidency is very much alive and sensitive to the challenges that confront Government in its quest to establish a truly non-racial, non-sexist, people-centred government. In this regard, The Presidency is engaged in an exercise to create a “new” persona out of the “old” to appreciate the new challenges better. Notwithstanding all these challenges, we are determined to make it work.

The Presidency offers this document to you as a short guided tour around the administrative machinery inside the Union Buildings in the hope that you will emerge from it with a clear idea of day-to-day activities. Other reports on The Presidency will be issued, as required by law and regulation. But this is a special report, a modest, but we hope, informative milestone in the democratic development of South Africa.

A short guided tour around the administrative machinery inside the Union Buildings.

Frank Chikane
Director General and Secretary to the Cabinet.
January 2001.

INTRODUCTION

A transforming government committed to delivering a better life for all its citizens requires an effective democratic state. This is now widely acknowledged. Human development is impossible in conditions of threatened disruption of the body politic. In a country facing political, economic, and social transformation, the state cannot afford the role of mere observer or uninterested referee. It must be actively and effectively involved – a key agent in ensuring a better life for all.

The growing and recognisable trend in Africa is of democratically elected government that ensures the maintenance of peace and stability and aims for the economic prosperity of all its citizens in a transparent manner. Democratic South Africa is listed in that growing number of states moving away from old selfish varieties of statehood and towards an era of genuine internal harmony and inter-state co-operation.

Effective democracy means listening and then responding with appropriate action to what the people are saying. That is why, since its earliest days in office, the democratic Government has sought to re-gird and renew itself for the changing tasks it faces. The first new democratic Government led by the former President, Mr Nelson Mandela, and his Deputy, Mr Thabo Mbeki, immediately set about this task, to pull South Africa back from the brink of disaster in a historic transition, which baffled and thrilled the whole world.

Effective democracy means listening and then responding with appropriate action to what the people are saying.

Within months of taking office in 1994, The *White Paper on the Transformation of the Public Service* was published. The *White Paper* said that the old public service was racially skewed, lacked a change-orientated vision, was excessively centralised and top-down in orientation, was characterised by poor productivity and inferior service delivery (especially towards black people), had a disempowering work ethic, imprecise definition of roles and responsibilities, ineffective co-ordination and communication among key transformation agencies and excessively rule-bound practices.

One result of this *White Paper* was the speedy appointment in early 1996 of a Presidential Review Commission (PRC) on the Reform and Transformation of the Public Service in South Africa. The Commission's key role was "to assist in the processes of *transforming* the state and its principal executive arm, the public service, *from an instrument of discrimination, control and domination to an enabling agency that would consolidate democracy and empower communities in ways that were demonstrably accountable and transparent.*"

Chaired by Dr. Vincent Maphai, the sixteen-member Commission included four foreign citizens who brought to bear substantial international comparative expertise. In addition, the Commissioners were supported by a five-member panel of international experts and a ten-member panel of Commonwealth Advisers from Ghana, New Zealand, Malaysia, Canada and other countries. Government was determined from the outset to search the globe for appropriate, state-of-the-art strategies to guide the dismantling of the *apartheid* state and assemble sound governance in its place.

The Commission's broad and deep research gives an impressive pedigree to the ideas that have informed the restructuring of The Presidency. The restructuring grew systematically from the Commission's analysis.

Besides the Commission's work, the then Deputy President's Office made further comparative studies of offices of heads of states and of governments, including Cabinet offices, to develop various models which were workshopped, giving rise to the present form of the Presidency.

Three months before the second national democratic election (2nd June 1999), the then President and Deputy President asked the Director General in the Office of the Deputy President, together with the Director General in the then Office of the President to develop an implementation strategy for the new integrated Presidency. The implementation date was scheduled for 17th June 1999, immediately after the inauguration of the newly elected President.

The merging and integration of the two Offices, including financial and other systems, was effectively concluded by September 1999. The next six months was used to stabilize the Office, mediate divergent institutional cultures, cultures of leadership and management as well as to learn to work in a radically changed environment.

This Report, therefore, deals with the challenges, which faced the old Presidency, necessitating the changes; the integrated new Presidency; the basic administrative structures; the new integrated form of governance, including a new Cabinet cluster system and clusters of Directors-General, and an integrated planning framework, including the medium term strategic framework (MTSF) and the medium term expenditure framework (MTEF), sequenced accordingly for the rest of Government.

The Report also deals with the Advisory Forum for the Presidency; intergovernmental coordination; the President's consultative and advisory groups, and, ends with the Presidency's focus on national and international matters, which have a bearing on securing a better life for all in South Africa.

THE CHALLENGES THAT FACED THE OLD PRESIDENCY

Overall, the Presidential Review Commission noted structural and functional weaknesses in the system of government, which can be appreciated given the history of *apartheid* South Africa. It held that, structurally, “the national machinery is too fragmented.” (para. 2.2).

In dealing with intergovernmental relations generally, the Commission noted (paragraph 2.4.1) that “concerns about weaknesses at the centre of government were a recurring theme during the public hearings . . .” It diagnosed, in the relationship between the Offices of the President and Deputy President, a “potential overlapping of support structures and functions, especially in the context where the distribution of powers and functions between the two offices appear to be ambiguous, and where there are two Directors General, two legal advisers and other parallel structures with little relationship to each other and which are potentially conflicting.” (paragraph 2.3.1).

These parallel structures were not only excessively costly, but had little impact on shaping a co-ordinated, capacitated administrative support structure. Between the offices of President and Deputy President, and between these and Government Departments, was a space, which was conventionally filled in virtually all systems of government by a central secretariat or cabinet office.

The Commission explained that “the function of such an office is to ensure that issues and policies requiring consideration by the President, Deputy President and Cabinet are identified, that the ground work for their presentation is thoroughly prepared with all the relevant departments involved, that there is comprehensive and comprehensible briefing, that policies and outcomes are properly and promptly secured

and recorded, that implementation follows, and that progress is effectively monitored.” (para. 2.2).

It should be noted that, because of the nature of the settlement reached in the transitional constitution of 1993, and the balancing act of compromise that was necessary at the time, a ‘Government of National Unity’ was agreed upon with one State President and two Executive Deputy Presidents. The two Executive Deputy Presidents came from the largest party in Parliament, that is, the African National Congress (ANC) and the largest minority party, that is, the National Party (NP). This necessitated two separate Offices of the two Deputy Presidents, namely, Mr T M Mbeki and Mr F W de Klerk. No meaningful restructuring during this time was possible. As a result, the ordinary existence of a high-capacity Cabinet Office had to be deferred.

While the compromise of what might be viewed as a divided Presidency was historically necessary at that time and was an integral part of the birth of democracy itself, it did not make for efficient administration. The costs could be counted very clearly in the Commission’s critical analysis. The Office of the President ought properly to be “the core and apex of the whole system of governance in South Africa” as it is elsewhere, noted the Commission.

While the compromise of what might be viewed as a divided Presidency was historically necessary at that time and was an integral part of the birth of democracy itself, it did not make for efficient administration.

In early 1999, a strategic planning process held in the former Office of the Executive Deputy President accepted the need, identified by the Commission, for an enhanced Presidency and for an expansion of the inherited Cabinet Secretariat into a strengthened Cabinet Office.

After the May 1999 election (held under the 1996 final Constitution) a window opened to normalise The Presidency in line with the prior normalisation of the country's political and constitutional processes. The opportunity now arose to create a truly and entirely democratic Presidency (symbolised by the new Coat of Arms, implemented in May 2000), empowered to challenge the inefficiency, the institutional vacuum and the weakened democracy identified by the Commission and other studies which were carried out at that stage.

This initiative is reflected in the Vision Statement of the restructured Presidency, adopted on 1 October 1999, committing The Presidency to “efficient and effective executive management of Government by the President together with the Deputy President and Cabinet for accelerated delivery of quality services and speedy transformation of the Public Service and all institutions of governance”.

This Vision Statement is part of The Presidency's contribution to the Government's broader *Batho Pele* campaign, its determination to put people first in all its activities. The Vision Statement is backed by a series of Guidelines governing its own service standards that The Presidency has implemented. We are determined to improve efficiency and productivity in The Presidency, both in terms of how it interacts with the public (e.g. replying to correspondence and telephone calls; processing the needs of visitors) and in how each part of The Presidency services the others that interact with it.

We have to this end established an Internal Audit Unit, reporting directly to the Director General and ensuring strict compliance with the requirements and guidelines of the Public Finance Management Act, as well as with the standards and practice statements issued by the Institute of Internal Auditors. Its role extends to both financial

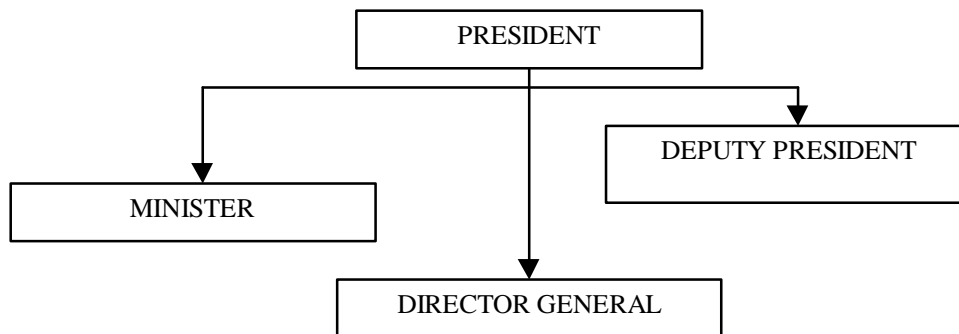
and operational audits, not only to prevent fraud and corruption, but also to ensure that maximum value is derived from all resources expended in and by The Presidency. The Internal Audit Unit has full, free and unrestricted access to all The Presidency's relevant facilities, records, information, property and personnel. An Internal Audit Committee has also been constituted as required *to oversee this process*.

In summary: after the May 1999 election, as a result of the evolving political and constitutional circumstances outlined above, the opportunity arose to introduce a central secretariat or Cabinet Office and an integrated Presidency, serving the needs of South Africa.

THE NEW INTEGRATED PRESIDENCY

On 17 June 1999, immediately after the Inauguration of the President, the former offices of the President and the Executive Deputy President were combined into one Office now called 'The Presidency'. The President, Mr Thabo Mvuyelwa Mbeki, announced the appointment of Mr Jacob Zuma as Deputy President and Dr Essop Pahad as Minister in The Presidency.

In terms of the new integrated structure, the three political Principals belong to the same Office with an integrated administrative establishment managed by one Director General, the Reverend Frank Chikane.



This was not a simple amalgamation of pre-existing Offices as they stood, but rather a functional redesign of the formerly separate offices along more efficient lines in an integrated structure. Staff members were not automatically transferred to continue in the same roles as before. On the morning of the implementation date of the new proclaimed Establishment all staff were held 'additional' to the Establishment, subject to their 'absorption' into the new Establishment. This was done through a process of interviews by interviewing panels to determine where each staff member could be appropriately placed to make the best contribution to the effective and efficient management of the Presidency.

The legal framework for this process was a matter of careful consultation as well as negotiation with the relevant Trade Unions, which had a presence in the former Offices of the President and the Deputy President. This ensured a relatively smooth transition. All staff-members were treated as fairly as possible. The process, in the main, was completed swiftly, by September 1999, and with minimal disruption to the functioning of The Presidency.

The Establishment of the Office

Whereas the former offices of the President and Deputy President had a total complement of 296 staff (excluding the National Youth Commission and the Household staff), in the restructured Presidency, which includes the President, Deputy President and a full Minister (who used to be Deputy Minister) provision has been made for a total staff complement of 341. This increase was necessary to enhance the capacity of the Cabinet Office, the Policy Coordination and Advisory Services (PCAS) unit and the Private Offices of the political Principals, although to date not all positions have been filled.

PRINCIPAL ROLE PLAYERS IN THE NEW PRESIDENCY

Each of the three Principals in The Presidency has a clearly defined role which may be summarised as follows:

The President.

The President is the Head of State and head of the National Executive. The Executive Authority of the Republic is vested in the President. The President exercises the executive authority together with the other members of the Cabinet whom he appoints. The President does this by

- implementing national legislation (except where the Constitution or an Act of Parliament provides otherwise);
- developing and implementing national policy;
- coordinating the functions of state departments and administrations;
- preparing and initiating legislation, and
- performing any other executive function provided for in the Constitution or in national legislation.

The President as head of the national executive is the Commander-in-Chief of the Defence Force, and appoints the:

- Military Command of the defence force (in terms of Section 202(1) of the Constitution),
- National Commissioner of the Police Services (in terms of Section 207(1) of the Constitution
- Head of the intelligence services (in terms of Section 209 of the Constitution).

The President also appoints other heads of departments and in the case of a national department or organisational component takes responsibility for their career incidents (Chapter 2, 3B(1) (a) of the Public Service Act of 1994).

The Deputy President.

The President appointed Mr Jacob Zuma as his Deputy President to assist him in the execution of the functions of government. The President also appointed the Deputy President as the leader of government business in the National Assembly in terms of Section 91(4) of the Constitution.

Over and above these responsibilities, the President has assigned to the Deputy President the responsibility to provide political leadership from the Presidency in the areas of traditional, religious, cultural and linguistic affairs, which are in the line function of the Ministry and Department of Provincial and Local Government and to some extent the Department of Arts, Culture, Science and Technology. He is also responsible for providing leadership in the campaign against HIV/AIDS by chairing the South African National Aids Council (SANAC) with the support of the Ministry and Department of Health as the lead Ministry in this campaign. He represents the country on relevant Bi-National commissions (BNCs) such as the South Africa-Nigeria BNC and the SA-Swedish BNC. He also has important duties in the areas of integrated and sustainable rural development and urban renewal, and in fostering moral regeneration.

The Minister in the Presidency

The President has assigned to the Minister specific political responsibility for key areas of transformation. These are:

- The Office on the Status of Disabled Persons (OSDP);
- The Office on the Status of the Child (OSC);
- The Office on the Status of Women (OSW), and
- The National Youth Commission (NYC).

The Minister is also the Executing Authority for the Government Communication and Information System (GCIS). He also serves as part of the Advisory Forum for the Presidency and takes overall responsibility for the African Renaissance project in its broad sense.

The Director-General and Secretary of the Cabinet

The Director-General in the Presidency is the administrative head of The Presidency and is charged with the overall responsibility for its management and administration. The Director-General is

- the Chief Accounting Officer for the Presidency;
- the Secretary of the Cabinet;
- the Chancellor of the National Orders (with a chancellery that manages the conferring of honours and decorations on both South African nationals and foreign leaders);
- the Chairperson of the Forum of South African Directors General (FOSAD) and is responsible for the management of the Directors General Clusters to coordinate and integrate government policies and programmes; he assists the President in managing the deployment and redeployment of heads of Department (HODs) in terms of the Public Service Act as amended.
- as Secretary of Cabinet, he has the obligation to keep a Register of financial interests disclosed by Ministers and Deputy Ministers (Section 7 of the Executive Ethics Code),
- a member of the National Intelligence Co-ordination Committee (NICOC),
- a member of the National Conventional Arms Control Committee (NCACC), and
- a member of the International Scheduling Committee (ISC) for the President and Deputy President's international programmes. .

The Director General is directly responsible for the internal audit and internal security management of the Presidency.

Special Advisers

The President has three Special Advisers, namely, Advocate Mojanku Gumbi (Legal), Mr Titus Mafolo (Political) and Prof Wiseman Nkuhlu (Economic).

The Deputy President has four Special Advisers, namely, Ms Linda Makatini (Legal and Government Business in Parliament), Mr Rob Mopp (Political), Mr Jabulani Mzaliya (Traditional, Religious and Cultural Affairs) and Mr Bongani Khumalo (Strategic Adviser on the Integrated Sustainable Rural Development Programme and the Campaign on HIV/AIDS).

The Minister in the Presidency has one Special Adviser, Mr Anthony Heard, who advises on communications and on other matters in The Presidency.

All the Advisers form part of the Advisory Forum in The Presidency which meets regularly.

Parliamentary Counsellors

The President and Deputy President each have a Parliamentary Counsellor who assists them in executing their Parliamentary responsibilities effectively. The President's

Parliamentary Counsellor is Ms Sue van der Merwe (MP)(in the place of Mr Charles Ngcakula who was appointed Deputy Minister of Home Affairs at the end of January 2001) and the Counsellor for the Deputy President is Mr John Jeffrey (MP). The Parliamentary Counsellors are also part of the Advisory Forum for the Presidency.

BASIC ADMINISTRATIVE STRUCTURE OF THE NEW PRESIDENCY

Currently there are four branches of The Presidency which report directly to the Director-General. These are The Private Office of the President and Corporate Services; the Office of the Deputy President; the Cabinet Office and the Policy Coordination and Advisory Services (PCAS).

The Private Office of the President and Corporate Services

The Private Office of the President is a dedicated Office which provides personal and administrative support services, logistics and protocol services, legal and executive services, and others services to enable the President to execute his day to day responsibilities effectively and efficiently. The Office also provides Ministerial services to the Minister in the Presidency and Public Liaison services to the rest of the Presidency.

Although **Corporate Services** in the Presidency resides within the Private Office of the President, it provides management services to the President, the Deputy President and the Minister as well as the PCAS and Cabinet Office in The Presidency. This avoids costly duplication of basic services. Corporate Services covers traditional areas like Human Resources, Provisioning, Information Technology (IT) and Finance.

Ms Lucille Meyer (Deputy Director General) is the Head of both the Private Office of the President and Corporate Services for the Presidency. Mr Fanie Pretorius is the Chief Director for Corporate Services.

The Office of the Deputy President

In addition to the shared infrastructure of service units in The Presidency, the Deputy President has a dedicated office providing personal, administrative, communication, parliamentary and other services. The Office also provides strategic, research and implementation services for the special programmes run out of the Deputy President's office. The Head of the Office of the Deputy President is Ms Dolana Msimang (Deputy Director-General) and there are two chief directors: Dr Mbuyiseli Deliwe (for strategy, research and implementation) and Ms Lakela Kaunda (Head of Communications and Spokesperson for the Deputy President). In addition, there is an Office of the Leader of Government Business based in Parliament. The Office deals with the legislative programme of Parliament and is composed of Parliamentary staff in Cape Town.

The Cabinet Office

Formerly the Cabinet Secretariat, the Cabinet Office (restructured and reconstituted in September 1999) is designed—in conjunction with the other changes outlined here—to meet the central failing identified by the Presidential Review Commission: the vacuum that previously existed at what ought to have been the heart of governance. The Head of the Cabinet Office and the Deputy Secretary of the Cabinet is Ms Anne Letsebe (Deputy Director General) and it is sub-divided into two Chief Directorates (Cabinet Secretariat and Cabinet Operations).

The Cabinet Secretariat now supports six Cabinet Committees (instead of the former three committees) clustered in a way that ensures optimal integration and

coordinated policy development, policy implementation and actions. Mr William Smith (Chief Director) heads the Cabinet Secretariat.

With the help of the Policy Coordination and Advisory Services unit, the Cabinet Operations Chief Directorate assesses the content of matters to be tabled with Cabinet to ensure the necessary policy synergies and alignment. It also ensures that implementation follows and that progress is monitored. Mr Sizwe Sidloyi (Chief Director) heads the unit.

The revised system of integrated decision-making (introduced in January, 2000) brings together Cabinet Committees carefully designed to induce cross-sectoral thinking on policy issues, as opposed to the previous predominantly departmental thinking. It renders comprehensive administrative support and research services to Cabinet and the Cabinet Committees.

Policy Co-ordination and Advisory Services (PCAS)

This branch advises the President (as well as the Deputy President and the Minister in the Presidency) on all aspects of policy co-ordination, implementation and monitoring and assists on special cross-cutting projects and programmes. It keeps track of policy debates in different departments on issues such as poverty relief, restructuring of state assets and integrated rural development. Its core function is to facilitate an integrated approach to all policy development and implementation.

The Unit is headed by a Deputy Director General and is made up of five Chief Directorates, which mirror the Cabinet and Directors General Clusters. The Chief Directorates are constituted as follows:

- Chief Directorate for **Governance and Administration** deals with all policy matters related to governance and administration. It services the DGs' Cluster and the Cabinet Committee on Governance and Administration. Ms Nobayeni Dladla is taking responsibility for this Chief Directorate until the post is filled.
- The Chief Directorate on **International Relations, Peace and Security** headed by Ms Thembi Majola. It deals with all matters related to international relations, trade, international investments, marketing of South Africa, peace and security. It supports and services both the related DGs' Cluster and Cabinet Committee.
- Chief Directorate for the **Economic Cluster** headed by Mr Goolam Aboobaker, deals with economic, investment, employment and strategies on national human resources development issues. It is also responsible for facilitating the special groups of business meetings as well as the International Investment Advisory Council. It also supports and service two Cabinet Committees, namely, on the Economic Sector and Investment and Employment, and, the DGs' Cluster on Economic, Investment and Employment issues.
- Chief Directorate on **Justice, Crime Prevention and Security** deals with policy matters in these areas. The unit also provides support services for both the DGs' Cluster and Cabinet Committee on Justice, Crime Prevention and Security. Ms Thembi Majola is currently responsible for the Chief Directorate until the post is filled.
- Chief Directorate on the **Social Sector** headed by Ms Nobayeni Dladla. It deals with policy matters related to the social sector ranging from education, health and

welfare to poverty alleviation, social crime, rural development and reparations. It supports the DGs' Cluster and the Cabinet Committee on the Social Sector.

In addition this branch houses three **special programmes**, namely, the Offices on the Status of Women (**OSW**), Children (**OSC**) and Disabled People (**OSDP**), which ensures that all government entities comply with specific prescribed policy positions in regard to these groups of persons in our society. The Minister in The Presidency is assigned the political responsibility for these programmes. These three offices are integrally part of the Policy Unit, which gives them special leverage to ensure that the concerns of Women, Children and Disabled Persons are ever present in the mainstream of integrated policy-making, rather than being marginalised as special interests.

The Unit co-ordinates and monitors the progress of all departments in compliance with the Government's own core policies of transformation in these areas, as well as the Government's international obligations.

This branch is the engine-room of the new Presidency's drive for coherent policy and implementation. Its staff prepare *aides memoire* to the Principals in The Presidency. They research answers to Parliamentary questions and prepare briefing notes and research reports for The Presidency. The branch interacts with civil society organisations and international experts to ensure that its output remains at the cutting edge of relevant policy developments.

GOVERNMENT ENTITIES RELATED TO THE PRESIDENCY

There are two Government entities, with which the Presidency has a special relationship. They are the Government Communication and Information System (GCIS) and the National Youth Commission.

The Government Communication and Information System (GCIS)

This important body, headed by the Chief Executive, Mr Joel Netshitenzhe, who is the Government's chief spokesperson, falls under the Minister but is not physically located in The Presidency. It has its own independent status as a Government Department with its own Budget Vote, and maintains the closest contact with The Presidency as well as with other Departments. The Chief Executive Officer of the GCIS is part of the Advisory Forum in the Presidency.

The National Youth Commission (NYC)

The NYC is a separate and statutory body set up in 1996 by an Act of Parliament. It submits an annual report to the Presidency but is not a component part of The Presidency. The NYC is funded by Government and receives these funds as a transfer payment from The Presidency's voted budget. The Minister in The Presidency provides political oversight and guidance to the Commission through regular meetings. By means of these interactions, and because of the importance of youth development as a key transformation area, a close relationship with the NYC is maintained. The Commission has a wide-

ranging mandate, including policy development and monitoring the implementation of these policies across Government and other institutions and organisations in the country. It is headed by a Chief Executive Officer, Mr Lwazi Mboyi.

MANAGEMENT OF THE NEW PRESIDENCY

The Director General and the heads of the four branches in the Presidency meet fortnightly as the **Top Management Committee**. They provide overall strategic leadership to all branches within The Presidency.

The **Senior Management Committee** meets monthly and includes all members of the Top Management Committee, as well as Chief Directors and Directors. It ensures effective co-ordination and service delivery. It also gives strategic direction on the operational management of The Presidency.

The **Advisory Forum** includes all the special Advisers and Parliamentary Counsellors in the Presidency; the Director General and heads of branches in The Presidency; the heads of Communications in the offices of the President and the Deputy President; the GCIS CEO as well as the Minister in The Presidency. The Forum is normally Chaired by the Director General. It meets at least once in a month. The Forum advises the President and Deputy President on policy and political issues. It also ensures effective liaison and discussion between Senior Management and Advisers.

In terms of the Public Service Act, the Director General as Head of the Presidency is responsible for the efficient management and administration in the Presidency, including the effective utilisation and training of staff, the maintenance of discipline, the promotion of sound labour relations and proper use and care of State property. The Director General also performs any other functions assigned to him by the Executing Authority, or as prescribed by the Constitution, Legislature or decision of Cabinet.

Besides interaction with the political principals and senior managers to be able to provide effective leadership for the Presidency, the Director General meets regularly with the Top Management, Senior Management and Advisory Forums.

INTEGRATED PRESIDENCY AND INTEGRATED GOVERNANCE

The restructuring of the old forms of the Presidency (with separate President and Deputy President's Offices) to an integrated Presidency with better capacity, the transformation of the way in which it functions is not an end in itself. It is intended to supply momentum to the move from old fragmented forms of governance to a new integrated one. To achieve this the Executive has put in place the following management systems and institutional structures as part of the re-engineering of Government:

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Integrated Planning Framework and Planning Cycle

Every policy area confronts governments with unavoidable trade-offs among conflicting priorities. The most obvious example is budgetary—whether to spend on houses or hospitals, for instance. But proper co-ordination can sometimes mean that seemingly inevitable trade-offs can be avoided. To take an oversimplified example: if the housing delivery infrastructure is still being consolidated while the health care delivery is up and running, one can bias the spending towards health care first, until the housing infrastructure comes on-line, at which point one can invert the bias, so that housing catches up over a specified planning cycle. This achieves win-win solutions.

A major task of proper co-ordination, therefore, is to discern and eliminate false trade-offs (a false trade-off would have occurred in the example above if one ignored the short-run capacity constraints in housing, allocated budget to housing in disregard of those constraints, consequently budgeted less for health, and then found that the housing budget was rolled over, while in health it would have been spent well). This can only really be done if a clear and holistic planning framework and cycle exist.

A major task of proper co-ordination is to discern and eliminate false trade-offs.

In addition, it is not much use to anyone if, say, upon completion of the construction of a health clinic or school, the necessary water, electricity or road access remains incomplete.

In the absence of an explicitly thought-out integrated planning framework and cycle, the planning cycle of a single Department may skew policy formulation and/or implementation. To deal with such issues, the President asked the Management

Committee (MANCO) of the South African Forum of Directors General (FOSAD) to develop an integrated Planning Framework for Government.

The Presidency facilitated a process of research, mini-workshops and discussions between and within departments to develop such a planning framework. A Technical Task Team consisting of the Presidency, Finance, GCIS and the Department of Provincial and Local Government was constituted under the leadership of the Presidency to draft a new Integrated Planning Framework and Planning Cycle to guide the Executive. Cabinet has now approved the Integrated Planning Framework, in principle. Every department of state and provincial administration is expected to develop their own planning cycles within the overall planning framework of Government as agreed.

Central to this planning framework is the **Medium Term Strategic Framework (MTSF)** which will inform the **Medium Term Expenditure Framework (MTEF)** that has been in operation for some time. This will ensure that the two wheels of the carriage—strategic priorities and budgeting (finance)—are up to equal speed and are properly sequenced.

The basic intention is to ensure that the narrow bureaucratic momentum of individual Departments does not force false trade-offs, thus unnecessarily reducing the democratic Government's overall capacity for speedy and effective delivery.

A New Integrated Cabinet Committees System

In the previous system of Cabinet Committees, some Committees were insufficiently focused (Committees had too many members) while others were overly dominated by

sectoral thinking. The inherited system of Cabinet Committees has therefore been revised, at the initiative of The Presidency, to cluster Ministers in a rationally integrated manner.

The inherited system of Cabinet Committees has been revised to cluster Ministers in a rationally integrated manner.

There are six sectoral Committees, with largely self-explanatory titles:

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

The inherited system of Cabinet Committees was often arbitrary, unfocused and unwieldy in the allocation of Ministers to particular Committees. For instance, the Social Sector Cabinet Committee dealt with assorted matters ranging from criminal justice to health to industrial relations and the African Renaissance. This has been streamlined.

The revised system ensures that *all* relevant Ministers attend, as appears in Appendix II. Their legal powers are unchanged but the composition of clusters allows for intensive and focused debates on difficult policy choices and resolution of these issues by the relevant Ministers before issues are taken to the full Cabinet. The value of the new committees system is beginning to be appreciated, with the potential to streamline issues as well as save Cabinet unnecessary debate and time. The system has contributed to the fluency of decision-making and to the efficient conduct of Cabinet business.

Clustered Ministers are well-placed to ensure concerted action is taken towards speedy and thorough policy implementation.

The committees have also reduced the fragmentation of governance and have ensured that each hand knows what the other is doing. Clustered Ministers are well-placed to ensure, in conjunction with their colleagues, that concerted action is taken towards speedy and thorough policy implementation.

FOSAD and Directors General Clusters

To ensure that the deliberations of Ministers translate into the design, approval and implementation of practical policy and legislative measures, Directors General are also clustered, at the initiative of The Presidency. The DG clusters ensure that the deployment of departmental resources keeps step with the agendas being set by Cabinet clusters. The deliberations of the Cabinet clusters are thus kept well-informed and able to take co-ordinated administrative action, while the deliberations of the DG clusters are kept accountable to Cabinet through the relevant Cabinet Committees. Where necessary, Technical Committees are established from the public and private sectors to support the Cabinet Committees and DG Clusters.

At the initiative of The Presidency, Directors General have also been clustered.

The trend now is that DG Clusters are expected to process matters which serve in Cabinet and Cabinet Committees to ensure that all the technical issues are resolved, leaving Cabinet with the political and policy choices they have to make.

There are five DG Clusters, one less than at Cabinet level. This is because the DG Economic and Investment Cluster serves both the “Economic” and “Investment and Employment” Cabinet Committees.

Enhanced co-ordination among Directors General is a keynote of the new Presidency’s way of doing things. The Forum of South African Directors General (FOSAD) has therefore assumed a central importance that was acknowledged when President Mbeki became the first Head of State to address that Forum in September 1999.

Co-ordination between Cabinet Committees and DG Clusters

Following a review of the new Cabinet Committees system and DG Clusters, Cabinet agreed that the President appoint two Ministers (Convener and Deputy Convener) per Cabinet Committee to facilitate the work of their respective committees as well as liaise with the DG Clusters. These Ministers will also facilitate joint meetings and discussions between the relevant Cabinet Committees and DG Clusters.

The Policy Co-Ordination and Advisory Services (PCAS) Unit

This Unit (introduced briefly above) ensures that The Presidency is well placed proactively to perform its co-ordinating and integrating function. The Unit has five Chief Directors, which mirror the DG Clusters, to ensure informed co-ordination of disparate policy areas. The Unit provides administrative, analytic and policy support to the DG Clusters (which in turn support related Cabinet committees) and attends Cabinet Committees meetings. The unit also supports *ad hoc* Working Groups set up by the

President and the executive from time to time on specific policy areas or operations. This also minimises the role of departmental bias in the deliberations of Clusters. The Unit also proactively brings matters of importance or interest to the attention of the relevant DG Cluster.

The Policy Co-Ordination and Advisory Services (PCAS) Unit ensures that The Presidency is well placed proactively to perform its co-ordinating and integrating function.

To ensure effective policy integration and co-ordination, the Chief Directors attend both the DG Clusters meetings and those of Cabinet Committees. The Head of the PCAS attends Cabinet meetings.

Intergovernmental Co-ordination: President's Co-ordination Council (PCC)

Before June 1999, The Presidency and the provincial Premiers interacted mainly through the Intergovernmental Forum. While the President and Deputy President were members *ex officio* of the Forum, it was presided over by the Minister for Constitutional Development, who conveyed its (non-binding) decisions to Cabinet. It was a useful barometer of provincial sentiment but was criticised for lacking teeth. It has now therefore been replaced by the President's Co-ordination Council (PCC).

The President's Co-ordination Council boosts the constitutional principle of co-operative governance and complements these pre-existing entities, by providing direct interaction between the President and Provincial Premiers together with the Minister of Provincial and Local Government and all related Directors General. The deliberations of the Council are guided by national policy and the constitutional principle of cooperative governance. The Council serves a consultative function in relation to the formulation of

that national policy. The PCC, therefore, presents an opportunity for Provinces to impact on national policy as well as being a consultative forum to ensure co-ordinated and integrated implementation of policies and programmes of Government. It is thus at one and the same time both a force for the democratisation of national policy and a bulwark against the fragmentation of governance.

In addition, as particular policies pass from formulation to implementation, the Council shifts from a consultative to a monitoring function. The provinces, which have an ear to the ground, are well-placed to inform the President of operational failings or unintended consequences, so that necessary adjustments might be made.

The Presidency's Consultative Groups

As a further step in the promotion of participatory democracy, The Presidency has established four Consultative Groups, in the economic sphere, linking The Presidency to representatives of specific sectors outside of government. These are:

- A Trade Union Working Group;
- A Black Business Working Group;
- A Big Business Working Group; and
- An Agriculture Working Group;

These Consultative Working Groups, which meet frequently and regularly, ensure that The Presidency remains in touch, at first hand, with a representative spectrum of sentiment and wisdom in our country. The groups also serve as a forum for exchange of views between government and the various sectors involved.

The Consultative Working Groups ensure that The Presidency remains in touch, at

first hand, with a representative spectrum of sentiment and wisdom in our country.

The President's Advisory Groups

This broad and deep pool of local experience and advice has been complemented by the appointment of an **International Investment Advisory Council** (IIC) of globally eminent Chief Executives of major business entities internationally (SEE BOX). Through wide consultation with groups and individuals who have strong opinions, forcibly expressed, The Presidency ensures that the Executive's decisions in the area of local and foreign investment are thoroughly debated and soundly grounded.

INTERNATIONAL INVESTMENT ADVISORY COUNCIL

1. Martin Kohlhaussen – Commerze Bank AG
2. Percy Barnevick – INVESTOR AB
3. Sir Robin Ross – D-Group
4. Niall FitzGerald – Unilever PLC
5. Jurgen Schremp – Daimler Chrysler AG
6. Bill Rhodes – Citigroup Inc.
7. Sam Jonah – Ashanti Goldfields Co. Ltd
8. Frank Savage – Alliance Capital Management International
9. M Makihara – Mitsubishi Corporation
10. Raten N Tata – Tata Sons Ltd
- 11: Tan Sri Dato' Mohd Hassan Marican - Petronas
12. Dr Anthony O'Reilly – Independent News & Media Plc

The President also held a high powered **Presidential Retreat** on the theme – **South Africa in the new Millennium, new ideas for current challenges** – in a context of a successful stabilization programme with sound fundamentals. It was attended by the

President of the World Bank, the Deputy Director of the International Monetary Fund (IMF) and a leading group of international economists and social scientists.

The President is in the process of assembling another **international advisory council** in the area of **information and communication technology (ICT)** to help South Africa and the African continent bridge the ever increasing digital divide and induce faster economic growth and development. There are also plans to create a similar national body to focus on what South Africa should do to ensure that we are not victims of the digital divide

THE PRESIDENCY IN THE COUNTRY AT LARGE

In highlighting the inner working of The Presidency, the intention of this special report is briefly to demonstrate how the new Government is changing governance itself to ensure accelerated delivery, on a number of fronts, to secure a better life for all.

But since The Presidency is not a world apart from the various Ministries with their assorted line functions, this report-back could quickly become a summary, portfolio-by-portfolio, of the Government's achievements as a whole. It could tell of the two thirds of our people who now have electricity, the millions who now have access to fresh water; of the more than million houses that have been built since 1994, and of the extraordinary improvements in Government's financial planning and especially in tax collection—which throughout history has always been the defining challenge of good governance.

The proper focus of this report is on the administrative machinery that has been put in place to ensure the broadening and deepening of these early achievements: the consolidation of an open, transparent and democratic form of governance.

Yet apart from the important impact that it has on the country through managing the integration of policy-making and implementation down through the line ministries, The Presidency has a direct impact on a number of fronts.

With the Annual Poverty Report [which The Presidency initiated in 1998] the plight of the worst-off in our country is kept at the forefront of The Presidency's efforts. The Deputy President, as leader of government business in the House, and all the Ministers and Deputy Ministers, stay in constant touch with the concerns of ordinary people as conveyed through their representatives in Parliament, and in the country at large.

The Minister in The Presidency runs special programmes, projects and initiatives in the areas of children's rights, disabled persons and gender awareness. The overall intention of these programmes is to ensure that the concerns of these groups become the concerns of us all—part of the new mainstream. The National Youth Commission drives forward youth development.

A sixteen day campaign against violence against women was launched in conjunction with the Department of Justice. The President attended a Children's Day Festival at Zoo Lake as an outreach initiative; and on 5th December 1999 he officially launched the T M Mbeki Development Trust for the Disabled ahead of the new Millennium. From the demarcation of local government boundaries (which often involved sensitive negotiations with traditional leaders) to the mediation of taxi industry

disputes, The Presidency does not hesitate to deal with specific issues in a concerted fashion, assuming its core function—which is to make governance itself work—is not compromised.

The Presidency has also taken a keen interest in civil society initiatives to enhance and build the President’s vision of an African Renaissance. In this regard, the Presidency has supported civil society groups, here and elsewhere on the continent, to establish national and regional chapters of the African Renaissance to accelerate the renewal of the African continent.

The Presidency accelerated the *Imbizo* Programme whose aim is to bring the President and Deputy President within listening range of the people of South Africa. To this end the President and Deputy President travelled and interacted with ordinary people all over the country from Soweto to the Dolphin Coast, from rural Kwazulu Natal to the heart of Orange Farm, Winterveld and from the North West to Bloemfontein in the Free State and the various capitals and provinces of South Africa

GETTING THE MESSAGE ACROSS

The Presidency’s interaction with all levels of South African society and on the international arena, involving issues that are critically important and at times highly controversial, requires an alert and professional communications effort. Naturally, this must work in the closest association with the Government Communication and Information System (GCIS) and other Departments and agencies.

The year 2000 showed increased interest in the Presidency. In particular, there was persistent focus on the President as the leader of a unique emerging democratic Government with unprecedented possibilities to impact positively on the historically racist relations between blacks and whites here and abroad, and on the global discourse in the emerging world so as to close the gap between the have and the have-nots and the digital divide.

To deal with this challenge steps have been taken in The Presidency to ensure the momentum of good communications and to deal specifically and effectively with difficult public issues which crop up. A restructuring process is under way to enhance the capacity of the presidential communications unit. The broad features of the restructuring process are adequate and speedy response to queries, an “ops-room” approach to communications activity, and ensuring a sense of urgency, service, helpfulness and coherence in Presidential communications.

Steps have been taken in The Presidency to ensure the momentum of good communications.

In recent months, President Mbeki has had most constructive interaction with communications interests such as the Foreign Correspondents’ Association, the Pretoria Press Club, newspaper groups and editors, and a regular, ongoing programme of media interaction is in the pipeline. The Deputy President’s communications unit has recently been enhanced and is regularly engaged with the media and other interested parties. The Minister’s engagement of a Special Adviser, with professional knowledge and experience

in communications, has not only enhanced ministerial communications but has contributed greatly to the communications function of the Presidency in general.

It is on this basis of openness and ongoing engagement that The Presidency's future communications activities will be based.

ABROAD MEANS AT HOME!

No country can prosper in isolation - as *apartheid* South Africa found to its cost. And this international oneness was even so before the much heralded advent of globalisation. Most Government Departments and non-governmental organisations maintain international relationships of one or other kind. So does the private sector. The Presidency has a bold promotional role to play in this area because effective international co-operation directly impacts on political, economic, scientific and technological developments here at home. Well-managed international relations are a vital ingredient in the mix that makes for peace, security and domestic prosperity.

Well-managed international relations are a vital ingredient in the mix that makes for peace, security and domestic prosperity.

Our local initiatives to close the digital divide between rich and poor South Africans will not amount to much, for instance, if a larger gap has in the meantime opened up between South Africa as a whole and the world's leading economies. Therefore The Presidency has sought actively to understand the process and implications of globalisation together with the Department of Foreign Affairs.

Our enthusiasm to benefit from – and not to be harmed by - the new global economy, requires a serious commitment to create conditions internationally that will ensure a better life for all here at home. The Presidency is active on many subcontinental fronts, from Maputo to Walvis Bay, through projects like the Maputo corridor, platinum beneficiation, and a range of infrastructure initiatives – not to mention imaginative cross-border game parks which will be world tourism meccas. We are establishing major working models for integrated southern African development, which will make it easier for a whole region to enjoy the benefits of the global economy.

In the long run, sustainable reconstruction and development in South Africa requires sustainable reconstruction and development in southern Africa as a whole, as well as on the continent beyond. Accordingly, domestic trade and industrial policy is being tightly co-ordinated with foreign policy, an integrated effort in which The Presidency plays a leading role as a catalyst. This is evident for instance in the SADC Trade Protocol, which came into effect in September 2000 and provides for free trade among southern African states and our neighbours.

The recent establishment of the International Marketing Council (SEE BOX), with the backing of prominent South Africans, will help us to develop a distinctive and successful brand-image for South Africa in the world.

The bigger vision, in the medium term, is to extend the integrated approach of our domestic policymaking (outlined above) through co-operation with our southern African neighbours, so that we build regional economic competitiveness in a thoughtful and regionally integrated way.

MEMBERS OF THE SA INTERNATIONAL MARKETING COUNCIL

Chairperson

Dr Nkosazana Zuma (Minister of Foreign Affairs)

Corporate and non-government

Mr Paul Bannister (Consultant)

Mr Koos Bekker (Managing Director: Naspers)

Ms Irene Charnely (Executive Director of Telecommunications: Johnnic)

Ms Salukazi Dakile-Hlongwane (Executive Chairperson: Nozala Investments)

Mr Marinus Daling (Chairman: SANLAM)

Ms Pam Golding (Chairman: Pam Golding Properties)

Mr Steve Griessel (CEO: Tourism Investment Corporation)

Mr Hugh Herman (Chairman: Investec Bank)

Mr Danny Jordaan (CEO: SAFA)

Ms Sibongile Khumalo (Performing Artist)

Ms Wendy Luhabe (Chairperson: Bridging the Gap)

Dr Nana Makaula (CEO: Films and Publications Board)

Ms Barbara Masekela (Director of Public Affairs: De Beers)

Mr James Motlatsi (Executive Chairperson: Mineworkers Investment Trust)

Dr Sam Motsuenyane (Former South African Ambassador to Saudi Arabia)

Mr Mavuso Msimang (CEO: South African Parks)

Mr Anant Singh (Managing Director: Video Vision Entertainment)

Mr Michael Spicer (Executive Director: Corporate Affairs)

Dr Frederik van Zyl Slabbert (Chairman: Adcorp Holdings)

Government

Mr Rob Adam(Director-General: Department of Arts, Culture, Science and Technology)

Mr Andile Ngcaba (Director-General: Department of Communications)

Dr Crispian Olver (Director-General: Department of Environmental Affairs and Tourism)

Mr Siphon Pityana (Director-General: Department of Foreign Affairs)

Ms Maria Ramos (Director-General: Department of Finance)

Prof Denver Hendricks (Director-General: Sport and Recreation)

Dr Alistair Ruiters (Director-General: Department of Trade and Industry)

Rev Frank Chikane (Director-General: The Presidency)

Mr Joel Netshitenzhe (CEO: Government Communication and Information System)

Mr Rafiq Bagus (CEO: Investment South Africa)

Mr Moss Mashishi (CEO: South African Tourism Board)

Ministers (Ex Officio)

Minister of Arts, Culture, Science and Technology

Minister of Communications

Minister of Environmental Affairs and Tourism

Minister of Foreign Affairs

Minister of Finance

Minister of Sport and Recreation

Minister of Trade and Industry

Minister in The Presidency

THE PRESIDENCY ON THE WORLD STAGE

In moving from the old forms of governance to a new, democratic order, South Africa has also graduated from the international pariah status of its past into the role of influential player on the international stage. Since 1999 The Presidency (together with the Department of Foreign Affairs and other Ministers and Departments), has moved to consolidate and extend the country's international role in the interests of all South Africans, as well as the people of the region, the continent and the developing South. This is part of South Africa's vision of a better life for all at home, alongside a better world for all on the continent and beyond.

South Africa has also graduated from the international pariah status of its past into the role of influential player

In southern Africa, The Presidency and other Ministries have played an active role in the various summits of the Southern African Development Community (SADC) and South Africa has been particularly engaged in SADC's peace initiatives in Lesotho and the Democratic Republic of Congo. In this, South Africa has been widely credited

with bringing a businesslike approach to SADC affairs, moving SADC beyond the talk-shop tendency that so easily afflicts summits in all parts of the world.

In continental Africa, The Presidency and the Department of Foreign Affairs (DFA) have again played a constructive and energetic role, particularly in the various deliberations of the Organisation of African Unity (OAU). The Presidency, together with DFA, has keenly advanced an outward-looking agenda for Africa, one that sees its problems—and their solutions—as integrally linked to the problems, as well as opportunities, that exist on the broader world stage.

This kind of outward-looking engagement was evident, for instance, in President Mbeki's attendance and participation at the OAU-European Union Summit in Egypt; the meeting of the Nordic Prime Ministers in Denmark; the Berlin meeting on Progressive Government in the 21st century; the EU Summit in Portugal; the G8 Summit in Tokyo and the UN Millennium Summit in New York and regular attendance at the world Economic Forum in Davos, most recently in January 2001.

The Deputy President also attended and participated in the Smart Partnership Dialogue both in Southern Africa and in Malaysia. He also took part in the African Renaissance Conference in the United Kingdom. In similar vein, Minister Essop Pahad addressed the Wilton Park Conference in London on the Challenges for Governance in Africa. He also attended the Berlin meeting on Progressive Government in the 21st Century.

Generating the African revival means that challenges and difficulties must be worked through rather than wished away—especially on basic questions such as security and stability. Hence The Presidency has established a centre to provide early warning of

potential conflicts on the continent and flare-ups in potential trouble spots. This facility, which has recently become operational, will ensure that The Presidency is able to make prompt and decisive contributions in continental crisis management, in order to assist the African family in its search for stability and prosperity at home.

Challenges must be worked through rather than wished away.

The political Principals and the Director General act as a catalyst towards a common understanding of the African Renaissance with various leaders on the Continent and the rest of the world. The Presidency works closely with the Cabinet Committee for International Relations, Peace and Security, where the African Renaissance is a key theme. These initiatives will ensure that policy and administrative flesh is put on the ideas that drive the African Renaissance.

The African Renaissance is a key theme.

In advancing the interests of all people of the developing South, The Presidency has been at the forefront of moves to introduce more equitable policies and practices in global financial institutions such as the World Bank and the International Monetary Fund (of which the Finance Minister recently assumed the Chair). The Presidency's aim in these institutions—as at home—is to entrench the *Batho Pele* mindset. Global institutions, no less than our local ones, must put people first. And this must be achieved through tangible measures, not lip-service.

Global institutions must put people first.

The President attended the biggest grouping of the South, the G77 plus China Conference in Cuba, backed by a strong delegation of key Cabinet colleagues. And, in a

historic first, the President (as the Chairperson of the Non Aligned Movement), together with the Presidents of Algeria (OAU) and Nigeria (G77 plus China), secured a slot with the G8 countries in Tokyo in preparation for the Okinawa Summit. The three leaders represented the concerns and a developmental agenda of the emerging South (including debt relief and cancellation) was presented to the world's most powerful economies to get them to integrate these concerns into their thought and action.

The historic coincidence of the mandate of the three African leaders to represent developing countries led to their mandate to develop further the Special Programme on the Development (Renewal) of the African continent (The Global Strategy on Africa). This has presented Africa with a new opportunity to change its lot for the better. In this regard, a Task Force consisting of representatives from the three countries is finalizing the framework for this Programme, which is now known as the Millennium African Renaissance Programme (MAP).

The President's discussions with the British Prime Minister and the United States President in June 2000, went a long way towards aligning the priorities of the North with the needs of the countries of the South. Also in that month, the President was the only African leader invited to the Berlin Conference on Progressive Governance. This group met on the eve of the United Nations Millennium Summit in New York, to ensure that, as a group, it maximised its influence there, based on a shared and influential agenda. The President's contribution at the Millennium Summit itself and related events was, as a result of this careful planning, well received.

Meanwhile Deputy President Zuma played an influential role at the 2nd Summit of African, Caribbean and Pacific States (ACP) in Santo Domingo in the Dominican

Republic. At the ACP Summit South Africa acted for the first time as the delegated representative of the entire SADC. As Chair of the South Africa-Nigeria Bi-National commission, The Deputy President has ensured that the continent's two largest economies combine their efforts in an integrated way, which is a prime example of the constructive and non-competitive ideals that are at the heart of humane governance. Recently the Deputy President also played a vital role in assisting former President Mandela, as facilitator for the Burundi peace process, to contain as well as move things towards resolution of the Burundi crisis.

Minister Pahad participated in the First Africa-Asia Business Forum in Malaysia as well as a Business Summit in New Delhi, India, and visited a number of other countries on official business, including Britain where he took stock of the communications climate in London and spoke at the Royal Commonwealth Society at Chatham House.

In acknowledgment of the President's pioneering role on behalf of the global South on the world stage, the Commonwealth Heads of Government Summit (hosted by South Africa in November, 1999) appointed President Mbeki as its Chair, mandated to advance the business and interests of the entire Commonwealth in the interval between the 1999 Summit and the next one in October 2001.

For the first time the role of Commonwealth Chairperson was expanded from a fairly passive one to a role demanding constant consultation with Commonwealth leaders. He presides over the High Level Review, which seeks to evaluate the role of the Commonwealth and will make proposals in 2001. As Chairperson, President Mbeki is mandated to assist in ensuring that the Commonwealth Secretary General and the

Commonwealth Secretariat continue to reflect the evolving priorities and needs of the Commonwealth's political leadership between Summits. That our President has been entrusted with this expanded Commonwealth Chair is a signal of the highly regarded position that South Africa and its Presidency now occupy among the family of nations.

The appointment of the President as the Chairperson of the Commonwealth Head of Governments enhanced his position on the world stage to enable him to represent the interests of the Global South in a more effective way.

CONCLUSION

From legalised discrimination and repression to democratic governance; from polecat status to world leader—the country and its Presidency have come a long way. But there is still a vast amount to do. The inherited pre-1994 Office of the President, which was the cockpit from which state-sponsored violence was ordered and directed in the 1980s, was ill-suited to the new demands of humane governance. So it was changed in 1994 when democracy arrived. And we have changed it further, building on the unforgettable work it did to serve the needs of those first delicate years of transition to democracy.

The old-South African Office of the President was not accountable to the majority of the people, whereas the new Government and President are. The old order was militaristic; the new Government is not. Instead, it is participatory and democratic. It was secretive, whereas this Government is committed to the transparency and accountability that is required by the Constitution and other relevant legislation. The old government squandered resources on a gargantuan scale in defence of the indefensible: an unwanted apartheid system. The new Government seeks to conserve and extend resources for the benefit of all South Africans, particularly the historically disadvantaged.

Inefficiency and corruption were tools with which the old government paid off its few allies with sweetheart deals or outright cash donations. The President, abhorring corruption and maladministration, takes a public lead against these evils, including promoting “whistle-blowing” and disclosure. In this regard the Director General in the Presidency is responsible for the register of interests for Ministers and Deputy Ministers. The new Government seeks a better life for all, by transparent means, whereas the old

order trampled on human rights, dignity and economic and social growth of the majority of South Africans.

We take seriously the challenge of turning a huge ship speeding in the direction of its own destruction. We have turned the ship. The challenge now is to accelerate it in a direction which will make the lives of all South Africans better.

We offer this report back - a snapshot of a new, humane Presidency - in a spirit of modesty and not over-confidence. We admit that, although significant progress has been made, we have not moved fast enough to transform all the institutions of *apartheid* as well as to change the conditions of life of the poor and disadvantaged. But we are also realistic.

We take seriously the challenge of turning a huge ship speeding in the direction of its own destruction. We have turned the ship. The challenge now is to accelerate it in a direction which will make the lives of all South Africans better.

Resources are few. Challenges are enormous. But the will to succeed is there. And now we have laid the organisational foundation.

South Africa is more likely now to fulfil the hopes and dreams of all our children and their little feet can even be heard in the portals of power.

Not long ago, The Presidency's Office on the Status of the Child (OSC) organised a "Minister for a Day" programme in which thirty children, representative of all the diversity with which our country is blessed, came to the Union Buildings, in the Cabinet room, to be inducted as Ministers for a day. In the course of this they had the opportunity to grill the President on the pressing issues of the time. Certain of the bolder ones sat at the President's desk. One of them insisted on wearing the Presidential spectacles (not an over-snug fit).

We have a truly effective Presidency, one from which people do not cower as they did in the *apartheid* days and in whose embrace children can feel at ease.

This has been the driving motivation of our restructuring of the Office of the President.

Batho pele. People first.

APPENDICES

APPENDIX I

CABINET COMMITTEES

1 CABINET COMMITTEE FOR THE SOCIAL SECTOR

1.1 CHAIRPERSON:

The Minister of Home Affairs (Dr G M Buthelezi)

1.2 MEMBERS:

1.2.1 Ministers

Minister of Education
Minister of Finance
Minister of Arts, Culture, Science and Technology
Minister of Transport
Minister for Public Enterprises
Minister for Welfare and Population Development
Minister for Safety and Security
Minister of Housing
Minister of Trade and Industry
Minister for Justice and Constitutional Development
Minister for the Public Service and Administration
Minister of Communications
Minister of Labour
Minister of Correctional Services
Minister of Agriculture and Land Affairs
Minister of Water Affairs and Forestry
Minister for Intelligence
Minister of Health
Minister in The Presidency
Minister of Sport and Recreation

1.2.2 Deputy Ministers

Deputy Minister for Safety and Security
Deputy Minister of Arts, Science, Culture and Technology
Deputy Minister of Education
Deputy Minister of Home Affairs
Deputy Minister Agriculture and Land Affairs
Deputy Minister for Justice and Constitutional Development
Deputy Minister of Finance
Deputy Minister of Trade and Industry

2 CABINET COMMITTEE FOR THE ECONOMIC SECTOR

2.1 CHAIRPERSON:

The Minister of Home Affairs (Dr G M Buthelezi)

2.2 MEMBERS:

2.2.1 Ministers

Minister of Foreign Affairs
Minister of Finance
Minister for Provincial Affairs and Local Government
Minister of Arts, Science and Technology
Minister of Transport
Minister of Public Enterprise
Minister of Public Works
Minister of Housing
Minister of Trade and Industry
Minister of Environmental Affairs and Tourism
Minister for the Public Service and Administration
Minister of Communications
Minister of Labour
Minister for Agriculture and Land Affairs
Minister of Water Affairs and Forestry
Minister of Minerals and Energy
Minister of Health

2.2.2 Deputy Ministers

Deputy Minister Foreign Affairs
Deputy Minister of Arts, Culture, Science and Technology
Deputy Minister of Minerals and Energy
Deputy Minister of Public Works
Deputy Minister of Agriculture and Land Affairs
Deputy Minister of Environmental Affairs and Tourism
Deputy Minister of Finance
Deputy Minister of Trade and Industry

3 CABINET COMMITTEE FOR INVESTMENT AND EMPLOYMENT

3.1 CHAIRPERSON:

President

3.2 MEMBERS:

3.2.1 Minister

Minister of Education

Minister of Finance

Minister for Provincial Affairs and Local Government

Minister of Arts, Culture, Science and Technology

Minister of Transport

Minister of Public Enterprise

Minister of Public Works

Minister of Trade and Industry

Minister of Environmental Affairs and Tourism

Minister of Communications

Minister of Labour

Minister of Agriculture and Land Affairs

Minister of Minerals and Energy

3.2.2 Deputy Ministers

Deputy Minister of Arts, Culture, Science and Technology

Deputy Minister of Minerals and Energy

Deputy Minister of Education

Deputy Minister of Public Works

Deputy Minister of Agriculture and Land Affairs

Deputy Minister of Environmental Affairs and Tourism

Deputy Minister of Finance

Deputy Minister of Trade and Industry

4 CABINET COMMITTEE FOR INTERNATIONAL RELATIONS, PEACE AND SECURITY

4.1 CHAIRPERSON:

President

4.2 MEMBERS:

4.2.1 Ministers

Minister of Home Affairs
Minister of Education
Minister of Foreign Affairs
Minister of Defence
Minister of Finance
Minister for Provincial Affairs and Local Government
Minister of Arts, Culture, Science and Technology
Minister for Safety and Security
Minister of Trade and Industry
Minister for Justice and Constitutional Development
Minister of Environmental Affairs and Tourism
Minister for Intelligence Services
Minister of Minerals and Energy
Minister in The Presidency
Minister of Sport and Recreation

4.2.2 Deputy Ministers

Deputy Minister of Safety and Security
Deputy Minister of Foreign Affairs
Deputy Minister of Arts, Culture, Science and Technology
Deputy Minister of Minerals and Energy
Deputy Minister of Education
Deputy Minister of Home Affairs
Deputy Minister of Justice and Constitutional Development
Deputy Minister of Environmental Affairs and Tourism
Deputy Minister of Defence
Deputy Minister of Finance
Deputy Minister of Trade and Industry

5 **CABINET COMMITTEE FOR JUSTICE, CRIME PREVENTION AND SECURITY**

5.1 **CHAIRPERSON:**

Deputy President

5.2 **MEMBERS:**

5.2.1

Ministers

Minister of Home Affairs
Minister of Foreign Affairs
Minister of Defence
Minister of Finance
Minister for Welfare and Population Development
Minister for Safety and Security
Minister for Justice and Constitutional Development
Minister of Correctional Services
Minister for Intelligence Services

5.2.2 **Deputy Ministers**

Deputy Minister of Safety and Security
Deputy Minister of Foreign Affairs
Deputy Minister of Home Affairs
Deputy Minister of Justice and Constitutional Development
Deputy Minister Defence
Deputy Minister of Finance

6. CABINET COMMITTEE ON GOVERNANCE AND ADMINISTRATION

6.1 CHAIRPERSON:

Deputy President

6.2 MEMBERS:

6.2.1 Ministers

President
Deputy President
Minister of Home Affairs
Minister of Education
Minister of Defence
Minister of Finance
Minister of Provincial Affairs and Local Government
Minister of Transport
Minister of Public Works
Minister for Welfare and Population Development
Minister for Safety and Security
Minister of Housing
Minister of Trade and Industry
Minister for Justice and Constitutional Development
Minister for the Public Service and Administration
Minister of Correctional Services
Minister of Agriculture and Land Affairs
Minister of Water Affairs and Forestry
Minister of Health
Minister in The Presidency
Minister of Sport and Recreation

6.2.2 Deputy Ministers

Deputy Minister of Safety and Security
Deputy Minister of Education
Deputy Minister of Home Affairs
Deputy Minister of Public Works
Deputy Minister of Agriculture and Land Affairs
Deputy Minister of Justice and Constitutional Development
Deputy Minister of Defence
Deputy Minister of Finance
Deputy Minister of Trade and Industry

APPENDIX 11

**FILLED POSTS IN THE PRESIDENCY AT THE END OF
JANUARY 2001**

POST LEVEL	DISTRIBUTION PER POPULATION GROUP AND GENDER												
	AFRICAN		WHITE		COLOURED		INDIAN		TOTAL		GRAND TOTAL	DISABLED	
	M	F	M	F	M	F	M	F	M	F		M	F
Director-General	1								1	0	1		
Deputy Director-General		2				1			0	3	3		
Chief Director	2	4	2				1		5	4	9		
Director	4	5	2	1			1		7	6	13	1	
Deputy Director	8	6	1	2	1	3		1	10	12	22	1	1
Assistant Director	8	6	1	7	2	3	1	1	12	17	29		
<i>SUBTOTALS</i>	23	23	6	10	3	7	3	2	35	42	77	2	1
%	27.6	28.9	9.2	13.2	6.5	6.5	3.9	3.9	47.4	52.6			
Lower Levels	59	88	2	13	15	19	1	9	77	129	206	2	
TOTAL	82	111	8	23	18	26	4	11	112	171	283	4	1
%	28	37.7	3.2	8.6	7.6	9	1.4	4.3	40.3	59.7			

ACKNOWLEDGMENTS & THANKS

I would like to thank the staff of The Presidency, who rose above trying conditions to put performance and delivery above all else, including their own interests and large parts of their personal lives. I applaud their accomplishments, commitment and loyalty.

We would like to express our appreciation to the President, Deputy President and the Minister in The Presidency for their understanding as we went through this restructuring process.

We thank all other individuals and structures who assisted us in this project. In particular, we wish to express our appreciation for the positive participation we had from two major unions which have members within the Presidency.

SIYABONGA

The Director General

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