



The Mpumalanga Department of Safety, Security and Liaison

The 'no nonsense' department – results through care, compliance and consequence

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### List of acronyms and abbreviations

AD	Assistant Director
CPF	Community Policing Forums
DCSSL	Department of Community Safety, Security and Liaison
DD	Deputy Director
DD	Deputy Director
HOD	Head of Department
HR	Human Resources
ICD	Independent Complaints Directorate
km/h	Kilometres per hour
MEC	Member of Executive Council
MPAT	Management Performance Assessment Tool
MPG	Mpumalanga Provincial Government
MTSF	Medium Term Strategic Framework
PFMA	Public Finance Management Act
PMS	Performance Management System
PoE	Portfolios of evidence
PSA	Public Service Act
SAPS	South African Policy Services

This Case Study was drafted by Professor Anne Mc Lennan, with the support of Mr Salim Latib and Mr Murray Cairns, all of whom are based at the Graduate School of Public and Development Management, at the University of the Witwatersrand, Johannesburg, South Africa. The drafting of the Case Study has been funded by GIZ and supported by the Department of Performance Monitoring and Evaluation (DPME) as part of the MPAT process.

## Introduction

*Fighting crime and corruption is one of the five key Government priorities which have since been translated into 12 outcomes. Our department is mandated to achieve on the third outcome where we are to ensure that “All people in South Africa are and feel safe”.*

*This outcome compels the department to ensure the safety of people on the roads, in their homes, in churches and everywhere they are. Our Traffic Officials and SAPS, complimented by an army of communities, are gradually winning the war against criminality and road carnage<sup>1</sup>.*

In 2011, the Member of Executive Council (MEC) for Community Safety, Security and Liaison (CSSL), Mr Vusi Shongwe, organised for the traffic unit to set up a road block at the only entrance in and out of the Government compound in Nelspruit, Mpumalanga. He wanted the traffic officers to check if government officials were up to date with fine payments and compliant with road traffic regulations.

*“He instructed the traffic officers to wait at the exit and check everybody and he said the following day a lot of taxi drivers came to thank him because most people left their cars. ‘Hey, we made a lot of profit yesterday’. You can imagine there is only one exit! They stayed until 8 o’clock.”<sup>2</sup>*

Local newspaper reports confirm that MEC Shongwe is tough on crime and determined to create a safe and secure province by getting involved in ensuring that officials, officers and communities are law abiding. *“Our MEC is that kind of a no nonsense guy”*. He went to the Balfour Magistrate Court on 15 March 2012 to call for the withdrawal of driver’s licenses of people caught speeding, including a Free State Star soccer player, who was driving at 204km/h in a 120 km/h zone<sup>3</sup>.

The MEC’s ‘no nonsense’ approach is reflected in the management performance of the Department<sup>4</sup>. A consistent effort is made by the management team to build a culture of delivery based on care, compliance and consequence<sup>5</sup>. An ethos of care is reflected in the way in which the department engages with its stakeholders and its staff. There is a commitment to ensure that everyone knows what is expected and is assisted to achieve outcomes. Compliance is built through a combination of information, support and consequence. There is a common understanding that officials in the department have to be compliant in all practices to set an example, and if they are not, there are consequences. This case traces the story of the management team as it ensures that the Department works smartly by doing what needs to be done in a caring and committed manner. This means implementing a management approach that is not only compliant, but oriented to results.

<sup>1</sup> Shongwe, 2012.

<sup>2</sup> All comments made by interviewees in the focus group on 25 July 2012 are indicated with inverted commas. These are direct quotations from recorded discussions. All other quotations are sourced.

<sup>3</sup> Mpumalanga Provincial Government, Media Statement, 15 March 2011.

<sup>4</sup> The decision to draft a case study on the Department emanates from the score the Department achieved on the Management Performance Assessment Tool (MPAT) of the South African Government. A score of four was achieved in all four areas (strategic management, governance and accountability, human resource and systems management, and financial management), suggesting that the Department is not only fully compliant with relevant regulations, but is ‘doing things smartly’.

<sup>5</sup> The contents of the Case Study are based on a review of documentation provided as evidence for the assessment, public documents and a focus group interview conducted with key champions in Safety and Security in Nelspruit, Mpumalanga on 25<sup>th</sup> March 2012.



There is an integrated focus across strategic management, governance and accountability, human resource and systems management, and financial management on the outcome of achieving a safer and more secure life for the citizens of Mpumalanga. This integrated results orientation, achieved by communicating expectations and ensuring they are met, is how the Department works smart for results.

## Overview of the Department

The Department of Community Safety, Security and Liaison (DCSSL) provides civilian oversight and community outreach for policing and more recently, as of 1 June 2011, traffic management<sup>6</sup>. The reason for transferring Traffic Management was based on a broader understanding of safety that incorporates government Outcome 3 (all people in South Africa are and feel safe). The vision of the department is *“A safe, secure and crime and road accident free Mpumalanga Province”* and its mission is to *“to improve the safety of communities through mass participation, oversee the performance of the police and the provision of security services”*<sup>7</sup>.

The need for a Civilian Secretariat for Safety and Security was identified by the Minister for Safety and Security in 1994. The key objectives of the Secretariat were to provide government with civilian policy management capacity, independent of the vested and occupational interest of the Police Service. This culminated in the inclusion of a chapter defining the role of the Secretariat in the South African Police Services Act of 1995. The Secretariat is also provided for in the Constitution (Act 108 of 1996). Given this requirement, provinces have an equivalent structure in the form of a Department of Safety and Security.

Officials understand the purpose of the department as follows:

*“We manage the issue of crime ... policing is not our core business but we need to ensure that crime is reduced, that police are doing what they are expected to do, that they comply with policies and that people’s rights are protected.”*

*“We work from Outcome Three which is to create a secure and safe and environment, so we ensure that people are educated on these issues, we keep them safe and ensure compliance.”*

*“We do crime prevention and educate the community about issues of safety.”*

In line with the expanded and results oriented mandate of the Department, a new slogan ‘*Sekwanele, Bopha*’ (enough is enough, stop!) has been developed. It is described in the DCSSL’s newsletter (*Hlayisekani*<sup>8</sup>) as follows:

*“The slogan will complement the work of the department in both traffic law enforcement and in the fight against crime in the province. It comes from both the soft and aggressive approach of delivering the mandate of the department.*

*“Through the department’s road safety wing, safety messages will be disseminated to all road users encouraging them to be cautious and follow all road regulations, including the “don’t drink and drive” campaign. This is where the department will call upon motorists to stop (*Bopha*) whatever bad behaviour they are practicing on the roads. Those who will not heed the road safety call will*

<sup>6</sup> MEC Shongwe notes in his 2011 budget speech “the transfer of the Traffic Management programme from the Department of Public Works, Roads and Transport to our department.”

<sup>7</sup> DCSSL Strategic Plan 2010/11 to 2014/15.

<sup>8</sup> Hlayisekani News is a quarterly newsletter of the DCSSL compiled by the Communication Directorate.

*then have to face the province's law enforcement team who will be tough on them (Bopha).<sup>9</sup>*

The inclusion of traffic management and road safety increased the staff component of the department from 174 members of staff focusing on administration, oversight and community engagement to 1278, including traffic officials. Unlike the relationship with the South African Police Services (SAPS), the DCSSL has direct responsibility for traffic management and its officials.

In the 2012/13 year, the Department has five programmes, with a total budget of ZAR 803 704 000, which represent its primary focus areas<sup>10</sup>:

1. **Administration** comprises the corporate, finance, legal, planning and program management, human resource management, communications, security, special programs and regional services and utilizes 10 percent of the departmental budget.
2. **Civilian Oversight** is responsible for monitoring SAPS performance and conducting research on the implementation of policies. 1 percent of the budget is allocated to this program.
3. The **Crime Prevention and Community Police Relations program** manages crime prevention and coordinates the implementation of departmental programmes in the regions. Nearly 5 % of the budget is allocated to this Programme.
4. The **Transport Regulation program** covers law enforcement, load control, safety engineering, road safety education and the traffic inspectorate and comprises for 41 percent of the budget.
5. **Security Management** provides provincial government security management services and monitors the provision of security at government buildings at 43 % of the overall budget.

The Department's service standards, advertised on the website, reflect an emphasis on responsiveness and outcomes, and build off a value set that includes accountability, professionalism, diligence, responsiveness, honesty and integrity<sup>11</sup>. Some of the service standards are:

- *We will provide assistance and information in the language of your choice*
- *We will provide citizens with 8 hours of service each business day and our hours of work will be posted in each office or delivery site*
- *We will respond to media enquiries within three hours*
- *We will ensure that our help desk offers fast and friendly service and that our clients do not wait more than five minutes without being attended to*
- *We will pay all our creditors within 30 days of receipt of an original invoice*
- *We will, on a monthly basis, publish a newsletter informing the public about the achievements and challenges of the Department*

<sup>9</sup> Hlayisekani News, 2011, p. 2.

<sup>10</sup> Shongwe, 2012; DCSSL Annual Report 2010/11; Approved organisational and post establishment structure of the Department of Safety, Security and Liaison, 15 April 2011.

<sup>11</sup> DCSSL Strategic Plan 2010/11 to 2014/15.



- *We will, confidentially and without delay, attend to problems and concerns of clients within 14 days and we will immediately investigate transgressions brought to our attention*

## Shared and accountable leadership and governance

*I am also grateful to the dream team from my department under the stewardship of the youthful and energetic HOD Mr. Thulani Sibuyi, for its commitment and dedication. It is this very team that enabled the department to receive a Clean Audit Report from the Auditor General for the financial year 2010/2011<sup>12</sup>.*

The DCSSL has a complex set of processes and relationships to manage for results. The Department is required to meet its mandate in collaboration with the regions and local authorities, across borders with Mozambique and across departments. However, the 'no nonsense' management principle translates through the ranks of the Department from the Head of Department (HOD) to different stakeholders. This facilitates the development of collaborative governance relationships premised on trust and open engagement and focused on results. The MEC's budget vote in 20120 notes a decline in crime and road carnage over the 2011/12 period.

Management uses a combination of open engagement, recognition and peer pressure to ensure compliance with departmental regulation and processes. Staff are informed about expectations and committed to delivering. In the same way that the MEC acknowledges his management team, management meetings start with an acknowledgement of success.

*The HOD praised the staff for working very hard to ensure that the department runs smoothly. ... He further stated that he is positively looking forth to obtain a clean report through the effort of team spirit that is prevailing in the department.<sup>13</sup>*

The department has a clearly delineated set of regular management meetings at different levels that meet quarterly. This includes an executive meeting including the MEC, HOD and senior managers; and extended management meetings including programme heads, senior managers, deputy and assistant directors (DDs and ADs) in charge of programmes and projects. The results focus is structured into the management of these meetings. The department has quarterly activities plans, benchmarked against annual outcomes, which indicate what needs to be done. During quarterly meetings, an assessment of performance is done against these plans in order to identify and deal with challenges and monitor progress<sup>14</sup>. In addition, each programme area meets monthly to discuss implementation.

Alignment, accountability and compliance are ensured through monitoring, following up and consistent review. Non-compliance is highlighted and discussed at quarterly meetings. A combination of an open door policy, which combines the provision of information with engagement and follow-up, has created a culture of commitment and compliance that is appreciated by staff.

<sup>12</sup> Shongwe, 2011.

<sup>13</sup> Staff Meeting Minutes, 1 September 2011.

<sup>14</sup> See Quarterly Reports for 2011 which provide an indication of implementation progress against programme targets.



*“There is an open door policy, you can talk to your seniors, and you can even go to your MEC’s office. It is the environment.”*

*“The involvement and interaction makes one feel recognised and wanting to participate. If planning comes to our directorate and says they want to have a mini-session then we call everyone in that section. Everyone will know that from this I also have a role to play, so everyone feels important, whether I am a fax guy or a messenger.”*

A similar outcomes based approach characterises all management processes in the department. The strategy is simple. First, members of staff are educated and informed about processes and procedures. Second, they comply and implement. Third, there is follow up and people are assisted if they have misunderstood the process, or been unable to comply. Finally, there are consequences if, after all these processes, there is non-delivery. It is a combination of support and monitoring, enforced through peer pressure.

*“The magic is education. If we don’t train people on these issues, they don’t know what is expected of them. So we do awareness training, so that people know what to do. We do education, corrective measures first and then we can start prosecuting.”*

There is a good working relationship between the MEC and HOD as executive and accounting officers respectively. Both parties respect their different levels of authority. The MEC has delegated to the HOD and lower levels, but specifies which issues require regular briefing. It is an enabling environment, focused on results, but premised on respect and consultation that has been built by the two parties.

This collaborative approach extends to the department’s stakeholders. The MEC, HOD and departmental units hold regular joint management meetings with SAPS, justice, correctional services, education and other departments of group involved in securing the safety of citizens in Mpumalanga. In addition, the department meets regularly with staff in the regions and holds regular *imbizos* (meetings) with the community. This year, as a consequence of feedback from communities, they are going to hold less *imbizos*, and more feedback sessions reporting back on the previous year’s queries and programmes<sup>15</sup>.

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<sup>15</sup> See Shongwe, 2012.



## Policy and strategic management

The department derives its mandate from the Constitution in which section 206 (1) specifies that a member of the Cabinet must be responsible for policing and must determine national policing policy after consulting the provincial governments and taking into account the policing needs and priorities of the provinces as determined by the provincial executives.

Section 206(3) of the Constitution entitles each province to:

- Monitor police conduct;
- Oversee the effectiveness and efficiency of the police service, including receiving reports on the police service;
- Promote good relations between the police and the community;
- Assess the effectiveness of visible policing; and
- Liaise with the cabinet member responsible for policing with respect to crime and policing in the province.

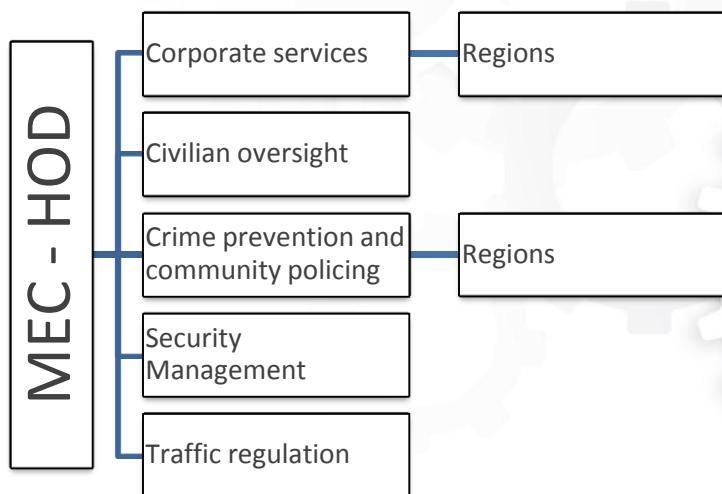
In line with this mandate, the Department has the following organizational strategic goals of the department:

- Effectively managed department
- Provision of corporate support services
- Improved management of security services
- Effective oversight on the performance of SAPS.
- Sustainable reduction in crime

In line with this broader mandate derived from the Constitution, but also from SAPS legislation, the Public Service Act (PSA) and the Public Financial Management Act (PFMA). The Independent Police Investigative Directorate Act (2011) is intended to transform the Independent Complaints Directorate (ICD) into a fully functional Independent Police Investigative Directorate (IPID) to investigate serious police misconduct. The Police Civilian Secretariat Act (2011) provides for the establishment of a single Civilian Secretariat for the Police Service in the Republic that is structured to function separately from the South African Police Service. These legislative frameworks determine the mandate of the department but also its required structures and processes.

Since the department has five primary responsibilities: administration, crime prevention, civilian oversight, traffic and security; the management structure and organisational process largely replicates these strategic orientations. The HOD is the accounting officer and is responsible for managing a number of sub-branches to ensure the delivery of services. The sub-branch for Crime Prevention works directly with the regions, but so does Corporate Services. This means that even within the Department, there are complex management processes requiring effective relationship management across levels of government, between programmes and units, and with stakeholders, if results are to be achieved. This is reflected in Figure number one.

**Figure 1: Departmental programmes and organogram<sup>16</sup>**



The strategic management process is driven by the Planning and Project Management unit. When planning, the department first undertakes an environmental scan, exploring the Medium Term Strategic Framework (MTSF) priorities. They also conduct or contract research as a basis for planning. For example, they might conduct impact assessments on programmes, to see if “*we are really making a difference - is there value?*” The unit consolidates all the data, including crime trends (provided by the SAPS), traffic statistics, and programme reviews as a basis for the planning process.

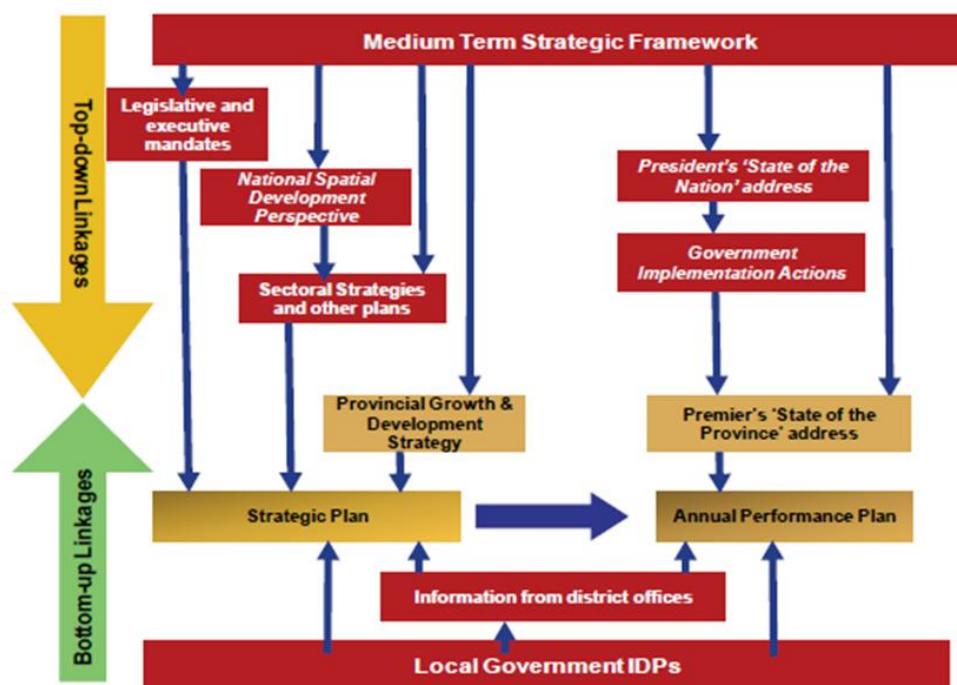
*“As we start planning, we follow the planning guidelines to the letter (see Figure two). We used to involve senior managers only and we had the problem of implementers not owning the plan. Then we started having mini-strategic planning sessions with everyone.”*

Before Traffic joined the department, all staff was involved in the strategic planning process. Now the department holds a series of mini-strategic planning sessions which include ADs (the implementers) and these feed into the wider departmental session. A wide range of stakeholders are invited to participate in the wider planning process including Community Policing Forums (CPF), SAPS, Road Councils, municipalities, business and schools.

In line with results based management, care is taken to work towards and customise prescribed national strategic outcomes. A situational analysis is undertaken for all the programmes to ensure that decisions are based on progress to date, research and current trends. The stakeholder involvement is important as it enables the department to extend its reach into the community and improve implementation outcomes. For example, research was undertaken on the development of integrated municipal safety plans to address crimes in municipal areas. The situational analysis and research base enables the department to make reasonable decisions about improvement. For example, if in one year a target of 600 roadblocks is defined, but output is more, this must be increased in the following year.

<sup>16</sup> Shongwe, 2012; DCSSL Annual Report 2010/11; Approved organisational and post establishment structure of the Department of Safety, Security and Liaison, 15 April 2011.

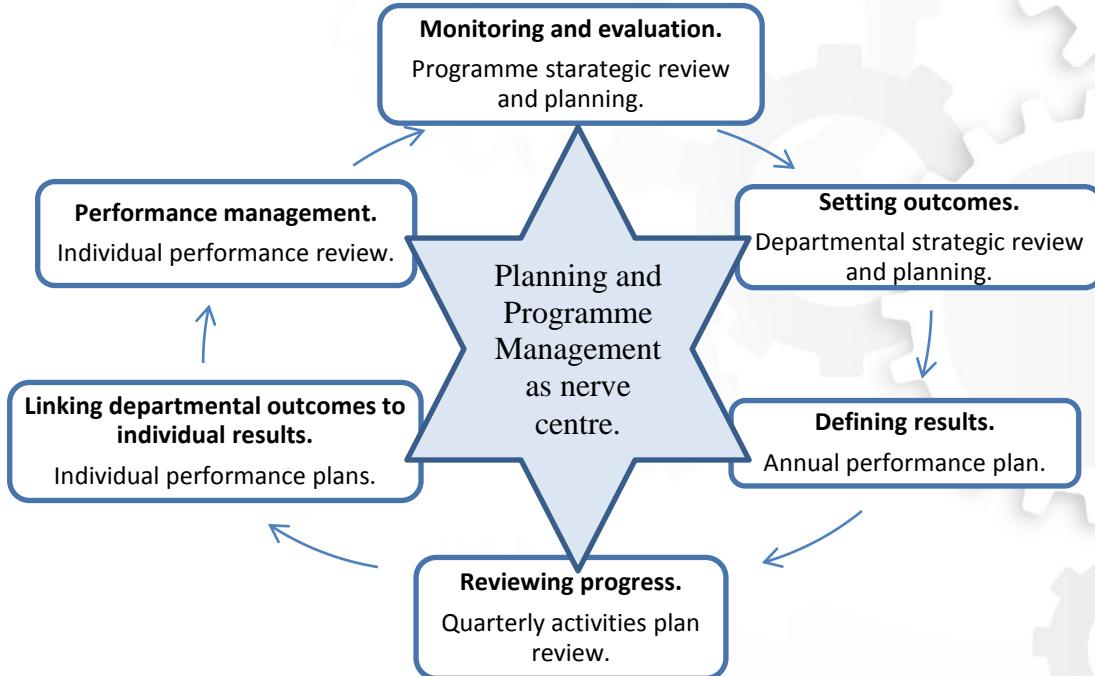
Figure 2: Government planning process



Planning is linked to departmental outcomes through monitoring and evaluation, and to individual outcomes through performance management (discussed later). The Planning and Project Management unit monitors the plan's implementation and has developed site monitoring tools to do verifications which form part of the department's portfolios of evidence (POEs). All programmes are required to submit supporting documentation with quarterly updates – *“that's why in MPAT we were able to give evidence”*. They also conduct review sessions with the HOD to analyse the performance of the programmes and expose and manage non-compliance and under-performance. This leads to the development of more realistic indicators to ensure targets that are reasonable and within budget.

The DCSSL is the first department to finalise their planning for the 2013/14 period. There is a confidence and pride in the process of implementing strategic planning and performance management in the department. *“In the past, we used to ask people to facilitate strategic sessions, but now we do it on our own.”* Once the strategic plan is finalised, they are aligned to individual performance plans with assistance from HR. These are linked to quarterly activities plan which in turn are aligned to the annual performance plan. This is graphically represented in Figure 3.

Figure 3: Strategic planning and results based management process



## Working for results: Building capability

Human resource (HR) management and systems work effectively in the DCSSL due a focus on outcomes. Recruitment and selection processes comply with all relevant regulations. *"We have a departmental policy on recruitment and we don't deviate."* The department advertises posts that are approved, funded and vacant. These are filled in less than a month. The department has no redundant workers or ghost workers and staff is well placed. The HR division works hard to connect with all members of the department and regularly sets up workstations on HR in the regions. This means that they are able to discuss issues related to conditions of service, leave, PILR, retirement, provide assistance to apply for pensions on a quarterly basis in the regions.

*"HR is more involved and adds a personal touch - everyone is recognised and taken care of so there is a sense of belonging. They remind us about performance assessment and advise on the quality of process."*

The performance is managed through a combination of support with consequences for non-compliance. The unit holds focus groups with members of staff to enable them to align the individual outcomes to the departmental results. They are also reminded about the quarterly deadlines for reporting progress.

A compliant and performance culture was established by timing the changes to the performance management system (PMS) with the signing of the performance management agreements. Those that had not submitted were served with non-compliance letters. It was also captured as a late submission and not considered in the moderation process. In all new processes, expectations are clearly defined so that there is an understanding of what is required. Peer pressure is applied by reporting non-compliance or under-performance at quarterly meetings. Staff note that *"we do not want to be embarrassed by not complying"*.

*"If you don't do something then you are being watched. But first you comply and if you don't, then the embarrassment factor. But if you understand what is expected then you deliver to those expectations. Traffic management said 'thanks to you we understand what is expected'"*.

48 % of the department's employees are women, and although there are more African employees, there are still diverse cultures to manage. The department has a culture of openness and trust and free access and relies more on respect than rank and silos. The "*management is results oriented*" rather than hierarchical. This is reflected in the quarterly newsletters which highlight successes and communicate new plans to all stakeholders.

Training is centralised and aligned to personal development plans (PDP) and performance gaps. HR discusses the performance of that unit with managers during moderation. There are 7 people in HR dealing with a department of 1278. "*In HR you need to be really committed as improvement is due to the commitment of the people in the unit. Improvement is in the interaction with people*". A key development area is traffic officers. There are plans to establish a traffic college in Bushbuckridge to train new traffic officers and support the region through job creation.

## Effective use of resources

*"We have worked very hard and we are winning as we have had clean audit on performance and finance in the last year".*

The DCSSL takes the internal audit process seriously and actively implements Treasury and Audit Committee recommendations, including rotating staff in the supply chain directorate on quarterly basis to avoid corruption. Financial delegations are in place and a process to ensure that people who have delegations are accountable and report to the HOD. The delegations are important because centralised processes lead to delay. The delegations enable those directly responsible to manage the money that ensures delivery, but also to account, reinforcing a results oriented culture. Financials are also presented in mini-sessions and then adapted.

As with planning and HR, the financial and risk management process is linked to the overall objectives of the department, aligned with strategic objectives and monitored on a quarterly basis. There is an open learning culture and a willingness to share information. This approach has earned the department an unqualified audit for the past two years.

## Conclusions and learning

A key lesson from this case is that results based management requires communication, support, caring, compliance and consequence. This is reflected in their new slogan. "*The message speaks to the vision of the department – it is enough, we are arresting. We are intensifying, if you are doing wrong, we are arresting*". New practices are established by ensuring that staff change their normal way of doing things and focus on the result. This enables them to become complaint with a new system and outcomes based management process. Leadership is critical in this process.

*"If only we have leaders who continue with the same trend, because then you can be sure that you are improving".*

The current new HOD continued the programmes of the former HOD who was in place for three years. The real challenge is when new leadership comes in and starts programmes new.

A challenge moving forward will be if the DCSSL can maintain its current management performance with a department that is five times larger. This will put to the test the resilience of a results oriented management system and process based on caring, compliance and consequence.

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