

**THE CANADA / SOUTH AFRICA  
PROVINCIAL TWINNING PROJECT'S  
CONTRIBUTION TO STRENGTHENING  
SOUTH AFRICAN PROVINCIAL GOVERNMENTS**

by

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## **DECLARATION**

I hereby declare that this thesis, submitted by me, for the degree

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Is my own work and has not previously been submitted to any other university  
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I furthermore, cede copyright of this thesis in favour of the University of the  
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A handwritten signature in black ink, reading "Lynn A. Minja", is centered within a light blue rectangular box. The signature is written in a cursive, flowing style.

.....

Lynn Amelia Minja

Regina, Canada October 31, 2005

**This Thesis is Dedicated**

**To My Parents**

**Ernest Rudolph Senft and  
Annie May (Wotherspoon) Senft**

**And To My Sister**

**Fern Gay (Senft) Green**

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# CONTENTS



Table of Contents					
Chapter				Page	
1	THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT			1	
	1.1	INTRODUCTION		1	
	1.2	BACKGROUND		2	
		1.2.1	The Policy Support Project	2	
		1.2.2	The Governance Support Project (Programme on Governance/POG)	3	
		1.2.3	The Canada South Africa Provincial Twinning Project	4	
	1.3	PROBLEM, HYPOTHESIS, OBJECTIVES, METHODOLOGY AND SCOPE		5	
		1.3.1	Definition of the Problem	5	
		1.3.2	Hypothesis	6	
		1.3.3	Objectives	6	
		1.3.4	Methodology	7	
		1.3.5	Scope of the Study	8	
			1.3.5.1	Chapter One	8
			1.3.5.2	Chapter Two	8
			1.3.5.3	Chapter Three	9
			1.3.5.4	Chapter Four	9
			1.3.5.5	Chapter Five	9
			1.3.5.6	Chapter Six	10
			1.3.5.7	Chapter Seven	10
			1.3.5.8	Chapter Eight	11
			1.3.5.9	Chapter Nine	11
			1.3.5.10	Chapter Ten	12
	1.4	DEMOCRATIC GOVERNMENT		12	
		1.4.1	The Democratic Form of Government		13
		1.4.2	Evolution of Democracies		14
	1.5	GOVERNANCE AND GOVERNMENT		16	
		1.5.1	Governance		17
		1.5.2	Good Governance		19
		1.5.3	African Leaders’ Approach to Governance and Good Governance		24
		1.5.4	The World Bank’s Approach to Governance and Good Governance		24
		1.5.5	The Conference Board of Canada’s Approach to Good Governance		26
		1.5.6	CIDA’s Approach to Good Governance in Africa		27
		1.5.7	The Programme on Governance’s Approach to Strengthening Governance		28
		1.5.8	IPAC’s Approach to Strengthening Governance		28
		1.5.9	Government		29
	1.6	CONCLUSION		29	
2	INTERNATIONAL DEVELOPMENT PRINCIPLES AND POLICIES AND THE IMPLICATIONS FOR GOVERNANCE PROJECTS			33	
	2.1	INTRODUCTION		33	
	2.2	THE UNITED NATIONS		34	
		2.2.1	The United Nations’ Leadership in International Development		34
			2.2.1.1.	Strengthening the United Nations	40
			2.2.1.2	Preparation of and Implementation Plan	41

Table of Contents					
Chapter					Page
		2.2.1.3	Establishment of the <i>Millennium Project</i>		41
		2.2.1.4	Conferences		42
		2.2.1.5	Progress Reports		42
		2.2.1.6	The Millennium Campaign		42
		2.2.2	The United Nations Development Program (UNDP)		43
		2.2.3	The Provincial Management Capacity Building Project in South Africa		45
	<b>2.3</b>	<b>DEVELOPMENT ASSISTANCE PROVIDED BY THE CANADIAN GOVERNMENT</b>			46
		2.3.1	Rationale for Canadian Development Assistance		47
		2.3.1.1	Commitment to Helping Those in Need		47
		2.3.1.2	Poverty Reduction		48
		2.3.1.3	Effective Participation in Resolving Global Issue		49
		2.3.1.4	Economic Co-ordination		49
		2.3.2	Priority Areas for Canadian Development Assistance		50
		2.3.3	Canadian Assistance to Africa		51
		2.3.4	The Canadian International Development Agency		54
		2.3.5	CIDA's New International Development Policy and Delivery Approach		55
		2.3.5.1	Principles and Factors that Guide Canadian International Development Policy		55
		2.3.5.2	Canada's International Policy Statement		55
		2.3.5.3	CIDA's Commitment to Sustainable Development		59
		2.3.6	CIDA's Policies and Action Plans		62
		2.3.6.1	CIDA's Policy on Governance		62
		2.3.6.2	CIDA's Policy on Poverty Reduction		63
		2.3.6.3	CIDA's Policy on Meeting Basic Human Needs		64
		2.3.6.4	CIDA's Policy on Environmental Sustainability		65
		2.3.6.5	CIDA's Policy on Gender Equality		66
		2.3.6.6	CIDA's Policy on HIV/AIDS		67
		2.3.6.7	CIDA's Policy on Results-Based Management		69
		2.3.7	CIDA's Development Assistance to South Africa		69
	<b>2.4</b>	<b>DEVELOPMENT ASSISTANCE PROVIDED BY THE CANADIAN PROVINCIAL GOVERNMENTS</b>			72
	<b>2.5</b>	<b>SOUTH AFRICAN NATIONAL AND PROVINCIAL GOVERNMENTS' APPROACH TO INTERNATIONAL CO-OPERATION AND SUSTAINABLE DEVELOPMENT</b>			74
		2.5.1	The Reconstruction and Development Programme (RDP)		74
		2.5.2	South Africa's Participation and Leadership in Sustainable Development in Africa		75
		2.5.2.1	<i>The Constitutive Act of African Union (AU)</i>		75
		2.5.2.2	<i>New Partnership for Africa's Development (NEPAD)</i>		76
		2.5.2.3	Recognition of Obligations of Developed and Developing Countries		76
		2.5.2.4	United Nations Conference on Financing for Development		76
		2.5.2.5	G8 Summit's <i>Africa Action Plan</i>		77
		2.5.3	Co-operative Governance		77
		2.5.4	Involvement of Donors		78
		2.5.5	Mode of Operation of South African Provincial Governments		80

Table of Contents			
Chapter			Page
	2.6	THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA (IPAC)	81
	2.7	CROSS CULTURAL EFFECTIVENESS	84
	2.8	CONCLUSION	93
3		CONTEXTUAL KNOWLEDGE FOR A TWINNING RELATIONSHIP WITH SOUTH AFRICA	95
	3.1	INTRODUCTION	95
	3.2	PROFILE OF SOUTH AFRICA	95
	3.3	OVERVIEW OF POLITICAL DEVELOPMENTS IN SOUTH AFRICAN HISTORY	97
		3.3.1 Colonization	97
		3.3.2 Public Policy Prior to 1990	98
		3.3.2.1 Regulations that Established the First Pass System	98
		3.3.2.2 <i>Ordinance 50, 1828</i>	99
		3.3.3.3 <i>The Cape of Good Hope Punishment Act, 1835</i>	99
		3.3.3.4 Hut Taxes	100
		3.3.3.5 Mine Policies and Requirements	100
		3.3.3.6 Restrictions on Indian Residents	100
		3.3.3.7 <i>The Glen Grey Act, 1894</i>	101
		3.3.3 Public Policy Between 1900 and 1990	101
		3.3.4 The Evolution of Political Organizations	103
		3.3.5 The Struggle for Gender Equality	106
		3.3.6 Public Policy from 1990 Onward	108
		3.3.7 <i>The Interim Constitution (Act 200 of 1993)</i>	110
		3.3.8 <i>The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)</i>	112
		3.3.9 <i>The Bill of Rights</i>	113
		3.3.10 Assignment of Powers	114
		3.3.11 The National Government	119
		3.3.12 The Role of Traditional Leaders	120
		3.3.13 Financial Control	122
		3.3.14 The Provinces	122
		3.3.15 National Council of the Provinces	124
		3.3.16 Local Government	125
		3.3.16.1 <i>The Local Government Transition Act, 1993 (Act 17 of 1993)</i>	126
		3.3.16.2 <i>The Local Government Transition Amendment Act, 1996 (Act 97 of 1996)</i>	127
		3.3.16.3 <i>The Municipal Demarcation Act, 1998 (Act 27 of 1998)</i>	127
		3.3.16.4 <i>The Municipal Structures Act, 1998 (Act 117 of 1998)</i>	127
		3.3.16.5 Local Government: <i>The Municipal Systems Bill (Bill 27 of 2000)</i>	128
		3.3.16.6 Local Government: <i>The Municipal Finance Management Act, 2003 (Act 56 of 2003)</i>	128
		3.3.17 Structures to Support Co-operative Governance	129
		3.3.18 Structures to Support Democracy	129
		3.3.19 Public Policy Initiatives and Challenges	131
	3.4	IMPLICATIONS FOR IMPLEMENTING A TWINNING PROJECT ON GOVERNANCE	133

Table of Contents			
Chapter			Page
	3.4.1	Responsiveness to South Africa's Needs and Priorities	134
	3.4.2	Co-operative Governance	134
	3.4.3	Legislation	135
	3.4.4	Structures, Systems and Processes of Government	135
	3.4.5	Professional, Competent, Public Service	136
	3.4.6	Service Delivery	136
	3.4.7	Equity and Equality	137
	<b>3.5</b>	<b>CONCLUSION</b>	137
<b>4</b>	<b>CONTEXTUAL KNOWLEDGE FOR A TWINNING RELATIONSHIP WITH CANADA</b>		141
	<b>4.1</b>	<b>INTRODUCTION</b>	141
	<b>4.2</b>	<b>PROFILE OF CANADA</b>	142
	<b>4.3</b>	<b>OVERVIEW OF POLITICAL DEVELOPMENTS IN CANADIAN HISTORY</b>	144
	4.3.1	Influence of Canada's Aboriginal People on Governance	145
	4.3.2	The Impact of Proclamations, Treaties and Legislation on Aboriginal and Canadian Governance	148
	4.3.3	The Inuit and Nunavut's Contribution to Canadian Governance	152
	4.3.4	The Contribution of the Métis to Canadian Governance	153
	<b>4.4</b>	<b>THE FRENCH AND BRITISH INFLUENCE ON GOVERNANCE</b>	155
	4.4.1	The French Influence on Canadian Governance	156
	4.4.2	The British Influence on Canadian Governance	156
	<b>4.5</b>	<b>MAINTAINING THE FEDERATION</b>	159
	4.5.1	The Social Union Agreement	160
	4.5.2	The Council of the Federation	160
	4.5.3	The Asymmetrical Federalism Initiative	161
	<b>4.6</b>	<b>IMPACT OF IMMIGRATION ON CANADIAN PUBLIC POLICY</b>	162
	4.6.1	Waves of Immigrants and Refugees	162
	4.6.2	Immigrants as a Source of Labour	165
	4.6.3	Discrimination Against People of Chinese Origin	165
	4.6.4	Discrimination Against People of South Asian Origin	167
	4.6.5	Discrimination Against People of Japanese Origin	168
	4.6.6	Discrimination Against People of Jewish Origin	169
	4.6.7	Discrimination Against People of European Origin	170
	4.6.8	Discrimination Against People of African Origin	170
	4.6.9	Current Canadian Policies to Protect Human Rights and Human Dignity	173
	<b>4.7</b>	<b>THE EVOLUTION OF CANADIAN PUBLIC POLICY REGARDING GENDER EQUALITY</b>	177
	4.7.1	Gender Equality for Women	177
	4.7.2	Indian and Métis Women's and Men's Struggle for Equality	180
	4.7.3	Equality for People who are Homosexuals	184
	4.7.4	Current Gender Equality Efforts and Improvements in Public Policy	185
	<b>4.8</b>	<b>CANADIAN FORM OF GOVERNANCE</b>	187
	4.8.1	Constitutional Monarchy and Parliamentary Democracy	188
	4.8.2	The Crown in Canadian Government	190
	4.8.3	The Canadian Constitution	192
	4.8.4	The Powers of Government	194

Table of Contents					
Chapter				Page	
		4.8.5	The Canadian Political Environment		195
		4.8.6	Public Administration and Good Governance		196
	4.9	MATCHING CANADIAN AND SOUTH AFRICAN GOVERNMENTS			197
		4.9.1	Similarities and Differences in the Two Countries’ Forms of Government		197
		4.9.2	Practical Experience in Democratic Governance		200
			4.9.2.1	Public Administration Experience	200
			4.9.2.2	Experience in Working with people with Different Political Ideologies	200
			4.9.2.3	Concern for the Rights of the Individual	201
			4.9.2.4	Multiculturalism	201
			4.9.2.5	Shared History of Colonialism	201
			4.9.2.6	Co-operative Governance	202
			4.9.2.7	Equity and Equality	202
	4.10	CONCLUSION			202
5	PRINCIPLES OF PUBLIC ADMINSTRATION RELEVANT TO TWINNING ARRANGEMENTS				205
	5.1	INTRODUCTION			205
	5.2	DEFINITIONS USED IN SOUTH AFRICA AND CANADA			207
		5.2.1	South African Definitions		207
		5.2.2	Canadian Definitions		210
	5.3	CONTEXT FOR PUBLIC ADMINISTRATION			214
		5.3.1	The Cabinet System of Government		214
		5.3.2	The Public Administration Environment		217
			5.3.2.1	The Constitutional Environment	217
			5.3.2.2	The Political Environment	217
			5.3.2.3	The Statutory Environment	218
			5.3.2.4	The Economic Environment	218
			5.2.3.5	The Social Environment	218
		5.3.3	Public Administration Principles and Values		220
			5.3.3.1	Accountability (Canadian)	220
			5.3.3.2	Service to the Public (Canadian)	220
			5.3.3.3	Political Neutrality (Canadian)	220
			5.3.3.4	Political Rights (Canadian)	221
			5.3.3.5	Conflict of Interest (Canadian)	222
			5.3.3.6	Confidentiality (Canadian)	222
			5.3.3.7	Discrimination and Harassment (Canadian)	222
			5.3.3.8	Relationship with the Legislature and Executive (South African)	223
			5.3.3.9	Relationship with the Public (South African)	223
			5.3.3.10	Relationship Among Employees (South African)	223
			5.3.3.11	Performance of Duties (South African)	224
			5.3.3.12	Personal Conduct and Private Interest (South African)	224
		5.3.4	Ministerial Responsibility		225
		5.3.5	Merit Principle		226
		5.3.6	Neutrality		227
		5.3.7	Equality and Fairness		227



Table of Contents				
Chapter				Page
		5.3.8	Gender Equality	228
		5.3.9	Accountability and Transparency	228
	5.4	THE OPERATIONAL CABINET SYSTEM		230
		5.4.1	The Functions of Government and of Cabinet	230
		5.4.2	The Institutionalized Cabinet System	232
			5.4.2.1 Management of Numerous Decisions	233
			5.4.2.2 Preservation of Ministerial Objectivity	233
			5.4.2.3 Protection of the Rights of Individuals	234
			5.4.2.4 Best Use of Limited Time	235
			5.4.2.5 Options for Delegating Decision-Making	235
		5.4.3	The Evolution of Canadian Cabinet Systems	238
		5.4.4	Operation of Canadian Cabinet Systems	249
		5.4.5	Rational Decision Making	250
			5.4.5.1 Rational Decision Making in Canadian Governments	252
			5.4.5.2 Rational Decision Making in South African Governments	260
	5.5	SELECTED GOVERNMENT SYSTEMS		264
		5.5.1	Performance Management	265
		5.5.2	Communication Systems and Processes	267
	5.6	EFFECTIVENESS AND EFFICIENCY OF THE MACHINERY OF GOVERNMENT		268
		5.6.1	Approaches to Effectiveness and Efficiency	269
		5.6.2	The Memorandum to Cabinet	270
		5.6.3	Structures	271
		5.6.4	Planned Interdepartmental Co-ordination	272
		5.6.5	Linkages	272
		5.6.6	Skilled Management and Skilled Public Servants	273
		5.6.7	Procedures that Support Informed Decision-Making	274
		5.6.8	Useful Mechanisms and Tools	274
		5.6.9	Policy Evaluation	275
		5.6.10	Conflict Management	276
		5.6.11	A Culture of Public Administration	276
		5.6.12	Tracking and Monitoring	277
	5.7	CONCLUSION		278
6	TWINNING AS AN INSTRUMENT OF CAPACITY BUILDING			283
	6.1	INTRODUCTION		283
	6.2	SEVERAL AGENCIES' EXPERIENCE WITH THE TWINNING MODEL		283
		6.2.1	Experience of the Interagency Coalition on AIDS and Development (ICAD)	284
		6.2.2	Experience of the Federation of Canadian Municipalities (FCM)	285
		6.2.3	Experience of the Canadian Society for International Health (CSIH)	286
		6.2.4	Experience of the Swedish International Development Agency's (SIDA)	287
		6.2.5	Experience of the Canadian Governance Projects	288
		6.2.6	Experience of the Manitoba Government and the Government of Trinidad and Tobago	289
		6.2.7	Assessment of the Twinning Model by the Bergen Seminar on Development	290
	6.3	EXPERIENCE OF THE EUROPEAN UNION WITH TWINNING PROGRAMS		293

Table of Contents				
Chapter				Page
		6.3.1	Purpose of the European Union's Twinning Programs	293
		6.3.2	Institutional Support Provided	294
		6.3.3	Selection of Projects and Partners	296
		6.3.4	Work Plan and Twinning Covenant	296
		6.3.5	Financing and Financial Controls	298
		6.3.6	Methods of Knowledge Transfer	298
		6.3.7	Lessons Learned from the European Union's Twinning Programs	299
		6.3.9	Satisfaction with the European Union's Twinning Programs	300
	<b>6.4</b>	<b>THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT</b>		301
		6.8.1	Characteristics of the Canada South Africa Provincial Twinning Project	301
		6.8.2	The <i>Contribution Agreement</i>	303
		6.8.3	Alignment with Major Policy Frameworks	304
			6.8.3.1 International and National Frameworks	304
			6.8.3.2 CIDA and IPAC's Policy Framework	306
		6.8.4	The Twinning Project's Organization Chart	310
			6.8.4.1 CIDA	310
			6.8.4.2 IPAC	311
			6.8.4.3 Project Steering Committee (PSC)	312
			6.8.4.4 Provincial Management Capacity Building Board	312
			6.8.4.5 The Canadian Provincial Co-ordinators Forum	312
			6.8.4.6 The South African Provincial Co-ordinators Forum	313
			6.8.4.7 Project Manager and Provincial Co-ordinators	313
		6.8.5	Implementation	313
			6.8.5.1 Inception Mission	314
			6.8.5.2 Location of Field Offices	319
			6.8.5.3 Participation Options	320
			6.8.5.4 Selection of Partners	322
			6.8.5.5 Developmental Processes	326
			6.8.5.6 Results Based Management	327
			6.8.5.7 Identification of Long, Medium and Short-Term Goals	328
			6.8.5.8 Development Plans and Work Plans	328
			6.8.5.9 Control Mechanisms	330
			6.8.5.10 Monitoring and Reporting	334
			6.8.5.11 Methods	335
			6.8.5.12 Communication	335
			6.8.5.13 Facilitation	338
			6.8.5.14 People First	338
			6.8.5.15 Development of a Learning Culture	340
			6.8.5.16 Incorporation of Sustainability	340
			6.8.5.17 Reviews and Audits	341
			6.8.5.18 Passion	341
	<b>6.9</b>	<b>ASSESSMENT OF THE DESIGN OF THE TWINNING PROJECT</b>		342
		6.9.1	Compliance with Best Practices	343
		6.9.2	Ease of Administration of the <i>Contribution Agreement</i>	347



Table of Contents					
Chapter					Page
			6.9.2.1	Lack of Common Understandings of Major Issues	347
			6.9.2.2	Confusion Regarding the Purpose of the Project and the Implementation Methods	348
			6.9.2.3	Planning	349
			6.9.2.4	Ambiguity Regarding Work Plans	351
			6.9.2.5	Cumbersome Administrative Structure	367
			6.9.2.6	Status of Provincial Public Servants	369
			6.9.2.7	Exclusion of Elected officials and Political Staff	370
			6.9.2.8	Subcontracting	370
			6.9.2.9	Information Required to Meet the Requirements of the <i>Contribution Agreement</i>	371
			6.9.2.10	Proposed Date of Steering Committee Meetings	373
			6.9.2.11	Omissions from the <i>Contribution Agreement</i>	373
			6.9.2.12	Reporting Requirements	374
			6.9.2.13	Purpose and Authority of the Steering Committee	374
	6.10	LESSONS LEARNED FROM THE PROVINCIAL GOVERNMENTS AND PARTICIPANTS			376
		6.10.1	Benefits for the Provinces		376
		6.10.2	Best Practices from the Use of the Twinning Model		378
		6.10.3	Opportunities for Strengthening the Twinning Project		381
	6.11	CONCLUSIONS			382
7	KNOWLEDGE TRANSFER FOR CAPACITY DEVELOPMENT				385
	7.1	INTRODUCTION			385
	7.2	KNOWLEDGE AND KNOWLEDGE MANAGEMENT			385
		7.2.1	Knowledge		386
		7.2.2	Knowledge Development in the Context of Maslow’s Hierarchy of Needs		389
		7.2.3	Knowledge Management		392
		7.2.4	Knowledge Management and Public Administration		396
		7.2.5	Some Canadian Approaches to Knowledge and Knowledge Management		397
			7.2.5.1	The Canada School of Public Service	398
			7.2.5.2	The Province of Alberta’s Personnel Administration Office	398
			7.2.5.3	The Government of Ontario’s Policy Framework	399
		7.2.6	New Zealand’s Treasury’s Approach to Knowledge Management		400
		7.2.7	South Africa’s Frameworks for Strengthening Capacity in the Public Service		402
			7.2.7.1	<i>The White Paper on Reconstruction and Development, 1994</i>	403
			7.2.7.2	<i>The White Paper on Transformation in the Public Service, 1995</i>	404
			7.2.7.3	<i>The South African Qualifications Authority Act, No. 58 of 1995</i>	407
			7.2.7.4	<i>The Green Paper on Public Service Training and Education, 1997</i>	407
			7.2.7.5	<i>The White Paper on Transforming Public Service Delivery (Batho Pele White Paper), 1997</i>	408
			7.2.7.6	<i>The White Paper on Human Resource Management in the Public Service, 1997</i>	409
			7.2.7.7	<i>The Skills Development Act, No. 97 of 1998</i>	410
			7.2.7.8	<i>The White Paper on Public Service Training and Education, 1998</i>	411
			7.2.7.9	<i>The Public Service Regulations, 1999</i>	412

Table of Contents					
Chapter				Page	
		7.2.8	Some South African Approaches to Knowledge and Knowledge Management		413
			7.2.8.1	The South African Department of Pubic Service and Administration’s Approach to Knowledge Management	413
			7.2.8.2	The Free State Provincial Government’s Approach to Strengthening Knowledge Management	419
			7.2.8.3	The Gauteng Provincial Government’s Approach to Strengthening Knowledge Management	421
	7.3	ENHANCING KNOWLDEGE TRANSFER: PRINCIPLES AND METHODS			423
		7.3.1	Adult Education and Knowledge Transfer		423
		7.3.2	Adult Education Principles		424
		7.3.3	Transformational Learning		426
		7.3.4	Adult Education Methods		428
		7.3.5	Application of Adult Education Principles and Methods in the Twinning Project		430
		7.3.6	Extension Education		433
		7.3.7	Application of Knowledge for the Purpose of Change		434
			7.3.7.1	Steps in the Adoption of New Information	435
			7.3.7.2	Factors Affecting the Rate of Adoption and Application	435
			7.3.7.3	Nature of Decision Making	436
		7.3.8	Use of Change Agents		437
		7.3.9	Communication of Knowledge		438
		7.3.10	Application of Extension and Communications Principles and Methods in the Twinning Project		441
			7.3.10.1	Fostering Adoption and Application of New Knowledge	441
			7.3.10.2	The Twinning Project’s Communications Approach	446
	7.4	THE CONCEPT OF CAPACITY DEVELOPMENT			449
		7.4.1	The Purposes and Dimensions of Capacity Development		451
		7.4.2	Individual Capacity Development		454
		7.4.3	Organizational Capacity Development		456
		7.4.4	Societal Capacity Development		457
		7.4.5	Capacity Building Mechanisms		458
		7.4.6	Capacity Development and Performance		458
		7.4.7	Twinning as a Capacity Building Instrument		460
	7.5	SUSTAINABLE DEVELOPMENT			462
		7.5.1	CIDA’s Approach to Sustainable Development		463
	7.6	RELATIONSHIPS			465
		7.6.1	Types of Relationships Identified by the Community Research Alliance (CURA)		465
		7.6.2	Types of Relationships Identified by Smarter Partnerships		466
		7.6.3	Types of Relationships Identified by the Government of Saskatchewan		467
		7.6.4	Collaborative Relationships		473
		7.6.5	Co-Management Partnerships		477
		7.6.6	Characteristics of Successful Partnerships		479
		7.6.7	Partnership Programs		481
		7.6.8	Knowledge Transfer in Partnerships		483
		7.6.9	Life Cycle of Partnerships		485

Table of Contents				
Chapter				Page
		7.6.10	Ending Partnerships	487
		7.6.11	Assessment of the Partnership Approach of the Canada South African Provincial Twinning Project	489
	7.7	THE VOLUNTARY SECTOR		491
		7.7.1	The British Compact with the Voluntary Sector	492
		7.7.2	The Canadian Accord	493
		7.7.3	The Premier’s Voluntary Sector Initiative	494
		7.7.4	Corporate Volunteer Programs	495
		7.7.5	Volunteerism and Capacity Building	497
		7.7.6	The Economic Value of Volunteer Activity	499
		7.7.8	Recognition of Voluntary Support	502
		7.7.9	Volunteerism and the Canada South Africa Provincial Twinning Project	503
	7.8	THE TWINNING PROJECT AS A CAPACITY BUILDING PROJECT IN GOVERNANCE		505
	7.9	CONCLUSION		508
8	MEASUREMENT OF CAPACITY DEVELOPMENT IN GOVERNANCE			511
	8.1	INTRODUCTION		511
	8.2	ACCOUNTABILITY		512
		8.2.1	Accountability within Networks and Partnerships	514
		8.2.2	The Impact of Stronger Accountability Requirements on Organizations of Civil Society	519
			8.2.2.1 Existing Accountability Relationships	520
			8.2.2.2 The Impact of New Accountability Relationships on Non-Profit Organizations	521
			8.2.2.3 Opportunities for Improvements in Accountability Relationships	525
		8.2.3	The Auditor General of Canada’s Directive to CIDA	526
	8.3	PERFORMANCE MANAGEMENT		527
		8.3.1	The Relationship between Performance Management and Good Public Service	528
		8.3.2	The Relationship between Performance Management and Strategic Planning	529
		8.3.3	The Use of Information Gained Through Performance Management	531
		8.3.4	Performance Management and Quality Management	532
	8.4	MONITORING AND MEASURING CAPACITY DEVELOPMENT		534
		8.4.1	Limitations in Current Mechanisms for Measuring Capacity	535
		8.4.2	Indicators for Measuring Capacity Development	536
			8.4.2.1 Process and Behavioural Indicators	537
			8.4.2.2 Governance Indicators	539
			8.4.2.3 Sustainability Indicators	543
			8.4.2.4 Gender Equality Indicators	544
	8.5	RESULTS BASED MANAGEMENT (RBM)		547
		8.5.1	Terms and Definitions Used in Results Based Management	549
		8.5.2	Implementing Results Based Management	550
			8.5.2.1 A Participatory Approach	550
			8.5.2.2 Use of a Logic Model	551
			8.5.2.3 Use of an Iterative Process	553
			8.5.2.4 Continuous Performance Measurement	553

Table of Contents					
Chapter					Page
			8.5.2.5	Monitoring by an External Monitor	554
			8.5.2.6	Performance Information and Reports	554
	8.6	OUTCOME MAPPING			556
		8.6.1	Purpose and Goals of Outcomes Mapping		557
		8.6.2	Application of Outcomes Mapping		558
	8.7	PROCESS CONSULTATION MODEL			560
	8.8	LESSONS LEARNED REGARDING CAPACITY BUILDING			562
		8.8.1	Requirements of the <i>Contribution Agreement</i>		563
		8.8.2	Use of a Steering Committee		563
		8.8.3	Partnerships		566
		8.8.4	Project Management		571
		8.7.5	Implementation of Private Sector Processes		577
			8.8.5.1	Implications for Co-operative Governance	578
			8.8.5.2	Limitations of Log Frames and Results Chains	579
			8.8.5.3	Developing the Results Based Management Framework (RBM)	581
	8.9	FACTORS THAT INFLUENCEDTHE IMPLEMENTATION OF THE TWINNING PROJECT			583
		8.9.1	The Project Plan		583
		8.9.2	Availability of Tools		584
		8.9.3	Time Frames		585
		8.9.4	Consistency in Reporting Expectations		587
		8.9.5	Detail Required in Reports		592
			8.9.5.1	The Logical Framework Analysis	592
			8.9.5.2	The Work Breakdown Structure	592
			8.9.5.3	The Performance Measurement Framework	594
			8.9.5.4	The Work Plan	598
			8.9.5.5	Financial Reports	602
			8.9.5.6	Describing Results	604
			8..5.7	Cost of Reporting	607
	8.10	LESSONS LEARNED REGARDING ACCOUNTABILITY			609
	8.11	CONCLUSIONS			611
9	RESULTS OF THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT				615
	9.1	INTRODUCTION			615
	9.2	WORK PLANS OF THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT			616
		9.2.1	Assumptions		617
		9.2.2	Risks		618
		9.2.3	Baseline Information		621
		9.2.4	Expected Results		634
		9.2.5	Selection of Performance Indicators		637
		9.2.6	Activities of the Twinning Project		639
			9.2.6.1	Types of Activities	641
			9.2.6.2	Relationship of Activities to Outcomes	645
			9.2.6.3	Participation in Activities	646
		9.2.7	Reach		647

Table of Contents					
Chapter					Page
		9.2.8	Variances		652
	<b>9.3</b>	<b>RESULTS ACHIEVED BY SOUTH AFRICAN PROVINCIAL GOVERNMENTS</b>			653
		9.3.1	Results Representative of the Achievements of the Twinning Project		654
		9.3.2	Provincial Results		659
			9.3.2.1	Eastern Cape – British Columbia Partnership	665
			9.3.2.2	Free State – Saskatchewan Partnership	667
			9.3.2.3	Gauteng – Ontario Partnership	668
			9.3.2.4	KwaZulu Natal – Relationships with Quebec and Saskatchewan	669
			9.3.2.5	Limpopo – Relationships with Several Canadian Provinces	671
			9.3.2.6	Mpumalanga – Alberta Partnership	675
			9.3.2.7	Northern Cape – New Brunswick Partnership and Relationships with Several Canadian Governments	676
			9.3.2.8	North West Province – Manitoba Partnership	678
			9.3.2.9	Western Cape – Informal Partnership with Ontario and Relationships with Several other Canadian Governments	680
		9.3.3	Collective Results		681
			9.3.3.1	Collaborative Partnerships	681
			9.3.3.2	Strengthened Learning and Application of Knowledge	683
		9.3.4	Results Related to Human Rights and Gender Equality		684
			9.3.4.1	Role Modelling	687
			9.3.4.2	Strengthening Awareness	687
			9.3.4.3	Complementing the Work of Others	688
			9.3.4.4	Strengthening the Elements of Governance	689
			9.3.4.5	Removing Obstacles	690
			9.3.4.6	Incorporating Best Practices	690
			9.3.4.7	Strengthening Program Design	690
			9.3.4.8	Facilitating Professional Networks	691
			9.3.4.9	Profiling Positive Examples	692
	<b>9.4</b>	<b>EFFECTIVENESS AND EFFICIENCY OF THE TWINNING PROJECT</b>			692
		9.4.1	Effectiveness		692
			9.4.1.1	Effectiveness of Knowledge Transfer and Application	693
			9.4.1.2	Effectiveness of the Structures Created	701
			9.4.1.3	Effectiveness of Supportive Processes	702
			9.4.1.4	Effectiveness of Sharing Best Practices	704
		9.4.2	Efficiency		705
			9.4.2.1	Analysis of Results Relative to Resources	706
			9.4.2.2	Efficiency in Achieving Results	713
			9.4.2.3	Administrative Cost Efficiencies	716
	<b>9.5</b>	<b>SUSTAINABILITY OF THE TWINNING PROJECT'S INTERVENTIONS</b>			717
		9.5.1	Local Ownership		718
		9.5.2	Partnerships		721
		9.5.3	Capacity Built and Results Achieved		723
		9.5.4	Relevance		727
		9.5.5	Reach		729
		9.5.6	Linkages		732

Table of Contents					
Chapter				Page	
		9.5.7	Impacts of the Canada South Africa Twinning Project		734
			9.5.7.1	Impacts of the Interventions of the Twinning Project	734
			9.5.7.2	Stability of the Results and Relationships	736
	9.6	CONCLUSIONS			739
10	REFLECTIONS, CONCLUSIONS AND RECOMMENDATIONS				743
	10.1	INTRODUCTION			743
	10.2	ACHIEVEMENT OF RESULTS			744
		10.2.1	Number and Nature of Results Achieved		744
		10.2.2	Determining Results		745
		10.2.3	Reporting Results		747
	10.3	EFFECTIVENESS AND EFFICIENCY			755
	10.4	LIMITATIONS OF THE CONTRIBUTION AGREEMENT			759
	10.5	CAPACITY LIMITATIONS			762
	10.6	TIME AND TIMELINESS			763
	10.7	KNOWLEDGE TRANSFER			766
	10.8	COLLABORATIVE PARTNERSHIPS			766
	10.9	SUSTAINABILITY			767
	10.10	LESSONS LEARNED			768
		10.10.1	Collaborative Partnerships		768
		10.10.2	Provincial Twinning Relationships		769
		10.10.3	Knowledge Transfer and Capacity Building		771
		10.10.4	Results Based Management		772
		10.10.5	Local Ownership		774
	10.11	RECOMMENDATIONS			775
		BIBLIOGRAPHY			777
		APPENDICES			847



List of Tables		
		Page
1	Some Common Terms Describing Specific Attitudes	15
2	Definitions of Governance	17
3	World Bank’s Breakdown of Governance by Elements and Roles	25
4	Millennium Development Goals as Stated in the Millennium Declaration	35
5	Action Plan for CIDA’s Sustainable Development Strategy 2004 – 2006	60
6	Profile of Donor Assistance in the Province of Limpopo (2002)	79
7	Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans	85
8	Names and Capitals of the National and Provincial Spheres of Government of the Republic of South Africa	96
9	Protection Provided by South Africa’s Bill of Rights	113
10	Comparison of Functional Areas of Competence of the Three Spheres of Government in South Africa	115
11	Powers of the President of South Africa	119
12	Names of Canadian Jurisdictions and Their Capitals	143
13	Comparison of Canadian and South African Terminology	189
14	Protection Provided by the Canadian Charter of Rights and Freedoms	193
15	Division of Powers Between Canadian Federal and Provincial Governments	194
16	Comparison of Selected Characteristics of the Canadian and South African Forms of Governance	198
17	Major Provisions of the Contribution Agreement	303
18	Minimum Reporting Requirements	334
19	Compliance with Best Practices in Twinning Arrangements	344
20	Consolidated Work Plan and Budget	354
21	Work Plan and Operating Budget of the Canada South Africa Provincial Twinning Project for Alberta – Mpumalanga Partnership	356
22	Gantt Chart That Provided Additional Detail on Work Plans	358
23	Work Plan for the Period April 1, 2003 to March 31, 2004	359
24	Work Plan for the Canada South Africa Provincial Twinning Project for 2003 - 2004 (March - June 2004)	363
25	Different Types of Decisions	436
26	Definitions of Capacity Development	449
27	Relationships Used by the Government of Saskatchewan	467
28	Principal Observations of the WSSD Partnerships E- Consultation	480
29	Life Cycle of a Partnership	485
30	Assessment of Performance of the Partnership Component of the Twinning Project	489
31	Methods of Estimating the Economic Value of Volunteer Activity	500
32	Estimate of an Alberta Contribution Using the True Value Added to Personnel Formula	501
33	Benefits of Participation in IPAC’s International Program	503
34	Examples of Capacities That May be Developed	539
35	Key Terms and Definitions Used in Results Based Management	549
36	Baseline Information for the Canada South Africa Provincial Twinning Project	625
37	Comparison of CIDA’s Indicators to the Twinning Project’s Indicators	638
38	Activities of the Twinning Project and Number of Participants	639
39	Anticipated Reach of the Canada South Africa Provincial Twinning Project	648



List of Tables		
		Page
40	Results Achieved by the South African Provincial Governments in Conjunction with the Twinning Project	655
41	Pattern of Results of the Twinning Project	661
42	Gender Representation in the Activities of the Twinning Project	685
43	Benefits to Provincial Governments of the Results Achieved	697
44	Resources Used to Achieve the Results of the Twinning Project by Partnership or Province	707
45	Estimates of the In Kind Contributions of the Participating Governments	709
46	Results of the Twinning project and Resources used by Outputs Achieved	711
47	Summary of Benefits to the Canadian Provinces	720
48	Linkages Facilitated Through the Twinning Project	732

<b>List of Appendices</b>		
		<b>Page</b>
A	Overview of the Canada South Africa Provincial Twinning Project	847
B.	The Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)	855
C	Governance Projects of the Canadian International Development Agency (CIDA)	877
D	Policies of the Canadian International Development Agency (CIDA)	885
E	Some Governance Projects of the Institute of Public Administration of Canada (IPAC)	893
F	Description of South Africa and the South African Provinces During the Implementation of the Canada South Africa Provincial Twinning Project	899
G	Events in the History of South Africa	911
H	List of Significant South African Acts and White Papers	917
I	Description of Canada, the Canadian Provinces and the Canadian Territories	919
J	Events in the History of Canada	927
K	Canadian Efforts to Gain Gender Equality and Related Gender Issues	929
L	Framework of the Government of Saskatchewan's Cabinet System	931
M	Terms of Reference of Committees of the Canada South Africa Provincial Twinning Project	933
N	Job Descriptions for the Canada South Africa Provincial Twinning Project	937
O	Sample Tripartite Partnership Agreement	941
P	In-Kind Contribution Policy and Procedures	947
Q	Checklist for Assessing Results Based Management (RBM) Work Plans	959
R	Work Plans and Results of the Canada South Africa Provincial Twinning Project	961
S	Activity Planning Form (Specific Activity)	1057
T	Format for Reports of Activities (After an Activity)	1059
U	Communications Plan for the Canada South Africa Provincial Twinning Project	1061
V	News Release on Maintaining Partnerships (March 2004)	1071
W	Estimated Cost of the Funding Agency's Reporting Requirements for the Period June 2003 to June 2004	1073
X	Examples of Impact Statements for the Canada South Africa Provincial Twinning Project	1075
Y	Performance Indicators Developed for the Twinning Project	1079
Z	Risk Management Strategy	1097



<b>List of Figures</b>		
		<b>Page</b>
1	Oath Taken by South African Provincial Ministers	123
2	The Crown in Canadian Democratic Government	190
3	Oath Taken by Canadian Provincial Ministers	191
4	Policy Development and Implementation and the Cabinet System	254
5	Frameworks in Which South African Provincial Governments Manage	305
6	Integrated Approach of South African Governments to Development	306
7	Alignment with National and International Frameworks	309
8	The Organization Chart of the Twinning Project	310
9	Maslow's Hierarchy of Needs	390
10	Hierarchy of Power Sharing	240
11	Heirarchy of Relationships with Community Based Organizations (CBOs) and the Department of Community Resources and Employment (2005)	469
12	Government of Saskatchewan's Accountability Framework	529
13	The Results Chain	551
14	Interrelationships Involved in Decision Making in Co-operative Governance	579
15	Hierarchy of Operational and Developmental Change	585
16	Format for Annual Report for Parliament	590
17	Excerpt from the Twinning Project's Logical Framework Analysis	593
18	Excerpt from the Twinning Project's Work Breakdown Structure	595
19	Excerpt from the Performance Management Framework	596
20	Excerpt from a Work Plan	599
21	Excerpt from a Gantt Chart of an Activity Schedule	601
22	Excerpt from a Template Displaying Resource Use by Result	603
23	Excerpt from a Report on Results	605
24	Template Prepared by IPAC for Summarizing Results	606



LIST OF ACRONYMS AND ABBREVIATIONS					
ADB	Asian Development Bank	FSPG	Free State Provincial Government	OAS	Organization of American States
AFN	Assembly of First Nations	FTAA	Free Trade Area of the Americas	OAU	Organization for African Unity
ANC	African National Congress	GST	Government Sales Tax	ODA	Official Development Assistance
APEC	Asia Pacific Economic Co-operation	GPG	Gauteng Provincial Government	OPG	Ontario Provincial Government
APG	Alberta Provincial Government	GTZ	German International Development Agency	PCC	President's Co-ordinating Council
AU	African Union	HOD	Head of Department	PEIPG	Prince Edward Island Provincial Government
BCPG	British Columbia Provincial Government	ICAD	Interagency Coalition on AIDS and Development	PSLDP	Presidential Strategic Leadership Development Program
CAABWA	Canadian and African Business Women's Association	ICT	Information and Communications Technology	PSC	Project Steering Committee
CAPAAM	Commonwealth Association of Public Administration and Management	IISD	International Institute for Sustainable Development	PSC	Public Service Commission
CESO	Canadian Executive Services Organization	IPAC	Institute of Public Administration of Canada	QPG	Quebec Provincial Government
CIC	Crown Investments Corporation(Saskatchewan)	IDRC	International Development Research Centre	RBM	Results Based Management
CIDA/ACDI	Canadian International Development Agency	KZNPG	KwaZulu Natal Provincial Government	RDP	The Reconstruction and Development Programme
COLMET	Belgian funded public administration project at the University of the Free State	LFA	Logical Framework Analysis	SAMDI	South African Management Development Institute
CSIH	Canadian Society for International Health	LPG	Limpopo Provincial Government	SAPAAM	South African Association of Public Administration and Management
DFA	Department of Foreign Affairs (South Africa)	MANPG	Manitoba Provincial Government	SIDA	Swedish International Development Agency
DFAIT	Department of Foreign Affairs and International Trade (Canada)	MEC	Member of Executive Council or Minister	SITA	State Information Technology Agency
DPSA	Department of Public Service and Administration	MIN/MEC	Forum of National and Provincial Ministers	SKPG	Saskatchewan Provincial Government
E-Government	Electronic Government	MEXCO	Management Executive Committee	SMS	Senior Management Service
ECPG	Eastern Cape Provincial Government	MLTC	Meadow Lake Tribal Council	Twinning Project	Canada South Africa Provincial Twinning Project
EFTA	European Free Trade Area	MPCC	Multi Purpose Community Centre	UN	United Nations
EXCO	Executive Council or Cabinet	MPG	Mpumalanga Provincial Government	UNDP	United Nations Development Programme
FAO	Food and Agriculture Organization	NAFTA	North American Free Trade Agreement	UNICEF	United Nations Children's Fund
FCM	Federation of Canadian Municipalities	NBPG	New Brunswick Provincial Government	VAT	Value Added Tax
FOSAD	Forum of South African Directors General	NCPG	Northern Cape Provincial Government	WCPG	Western Cape Provincial Government
FSIN	Federation of Saskatchewan Indian Nations	NWPG	North West Province Provincial Government	G-8	An international forum made up of the leaders of Canada, France, Germany, Italy, Japan, Russia, the United Kingdom, the United States, and the European Union.
FTAA	Free Trade Area of the Americas	OECD	Organization for Economic Co-operation and Development		







## ABSTRACT

Twinning is a widely used instrument in the public, private and voluntary sectors. In recent years it has come to be used as a mechanism for building capacity in governance. Between 2000 and 2004 the Canadian government, through the Canadian International Development Agency (CIDA), funded the *Canada South Africa Provincial Twinning Project*, a twinning project on governance. The Institute of Public Administration of Canada (IPAC) served as the executing agency for this project. The offices of the project were located in the University of the Free State, Bloemfontein, South Africa and the Public Service Commission, Regina, Saskatchewan, Canada.

The purpose of this project was to strengthen the South African provincial governments by matching them with Canadian provincial governments. The primary question examined in this study, therefore, was whether the instrument of twinning could strengthen democratic governance in new provincial South African governments when small injections of assistance from Canadian provincial governments were provided on a voluntary basis. The study covered the duration of the Twinning Project.

Canadian provincial governments provided opportunities for South African provincial governments to examine structures, processes, programs, and service delivery models and shared with them the underpinning principles and the lessons learned during introduction and implementation. South African public servants evaluated their counterparts' information and selected those elements that were relevant to their provinces' needs. They introduced the desired changes to their own governments and provided the leadership needed for their adoption, refinement, implementation and continued use.

Each South African province and every partnership achieved results, with many specific results documented. Some of the results responded to cross cutting issues including gender equality, sustainable development, poverty reduction, and HIV/AIDS. Policies, programs, methods, and resources developed by one province were shared with, and can continue to be shared with and used by, other provinces and other African countries. The results had a high level of sustainability because they were supported by senior officials and elected office holders, based on principles, adapted to local conditions, incorporated into the business of government, and funded in provincial budgets.

By the end of the Twinning Project, the results documented indicated that much capacity had been developed in the South African provincial governments. Capacity had been developed by strengthening competencies of individuals, groups and provincial governments in the areas of decision making, machinery of government, human resources, and program development and delivery. Capacity was developed through the acquisition and sharing of knowledge as well as the application of knowledge. Learning of new ideas and information relevant to one's province occurred in every activity and every province. Sharing of information and expertise occurred widely in the workplace and through the development of learning networks.

Performance measurement, specifically results based management, was the tool the Twinning Project used to identify, measure and report results. While all participants supported the measuring of performance and documenting of results, the system used by the funding agency, in its current iteration, was found to be rigid, onerous, costly and unwieldy. Ambiguities in roles, requirements and responsibilities were other challenges.

Many examples of the Twinning Project meeting or exceeding the benchmarks of best practices were identified. Such examples included effective use of the twinning instrument, knowledge transfer, capacity development, collaborative partnerships, and voluntarism. The Twinning Project demonstrated high levels of sustainability when benchmarked against the criteria of local ownership, relevance, results, inclusiveness, partnerships, linkages and stability. Linkages, both those established within and those established outside of the Twinning Project, supported the sharing of common values and contributed to the development of long lasting friendships and relationships between the South African and Canadian provinces.

The overall experience of the two countries, with the twinning instrument, was positive. The twinings helped build the capacity of central agencies and line departments. They helped public servants to acquire and apply the knowledge and skills needed to develop and implement policies and programs, and to meet the expectations of the public and commitments of the elected representatives. This strengthening contributed to a stronger foundation for democratic provincial governance as well as co-operative governance.



## OPSOMMING

Vennootskapsooreenkomste word as bestuursinstrumente in die openbare, privaat en vrywilligheidssektore gebruik. Dit is die afgelope jare toenemend aangewend as 'n meganisme om kapasiteit in die regeringsektor te ontwikkel. Die *Kanadese Internasionale Ontwikkelingsagentskap (CIDA)* het tussen 2000 en 2004 'n soortgelyke vennootskapsooreenkoms, te wete, die *Kanada Suid-Afrika Provinsiale Vennootskapsprojek*, ten opsigte van regeringsamewerking befonds. Die *Instituut vir Publieke Administrasie van Kanada (IPAC)* het as die uitvoerende agentskap vir hierdie vennootskapsooreenkoms gedien. Die kantore van die projek was gesetel by die Universiteit van die Vrystaat, Bloemfontein, Suid Afrika en die Staatsdienskommissie, Regina, Saskatchewan, Kanada.

Die doel van die projek was om Suid Afrikaanse provinsiale regerings te versterk deur hulle te verbind met Kanadese provinsiale regerings. Die primêre vraag wat in hierdie studie ondersoek is, was dus of die vennootskapsooreenkomste as bestuursinstrumente demokratiese regering in die nuwe Suid Afrikaanse provinsiale regerings kon versterk deur middel van hulpverlening op 'n vrywillige grondslag deur Kanadese ampsgenote. Die studie het die totale tydskuur van die vennootskapsooreenkoms ingesluit.

Kanadese provinsiale regerings het geleenthede gebied aan Suid Afrikaanse provinsiale regerings om ondersoek in te stel na strukture, prosesse en dienslewingsmodelle en het ook met hulle gedeel oor die onderliggende beginsels van en lesse geleer tydens bekendstelling en implementering. Suid Afrikaanse openbare amptenare is die geleentheid gebied om hul Kanadese ampsgenote te evalueer in terme van elemente van hul werk wat ooreenstemmend is. Hulle het die nodige veranderinge in hul werksomgewing ingestel en die nodige leierskap verskaf vir die goedkeuring, verfyning, implementering en voortgesette gebruik van sodanige veranderinge.

Elke Suid Afrikaanse provinsie en elke vennootskap het spesifieke resultate wat gedokumenteer is, opgelewer. Van die resultate het verband gehou met aspekte wat met die projek geïntegreer is, insluitend geslagsgelykheid, volhoubare ontwikkeling, armoedeverligting en HIV/VIGS. Beleide, programme, metodes en hulpbronne wat deur een provinsie ontwikkel is, is gedeel met, en word tans nog gedeel met ander provinsies sowel as ander Afrika lande. Die resultate het 'n hoë vlak van volhoubaarheid gehad, want dit is onderskryf deur senior amptenare en verkose politieke ampsdraers, gebaseer op beginsels wat aangepas is vir plaaslike omstandighede en geïnkorporeer is by die regering se agenda sowel as provinsiale begrotings.

Ten die einde van die Vennootskapsooreenkomsprojek, het die gedokumenteerde resultate aangedui dat daar wel kapasiteit in die Suid Afrikaanse provinsiale regerings ontwikkel is. Kapasiteit is gebou deur vaardighede te verbeter in terme van individue, groepe binne provinsiale regerings in terme van besluitneming, masjinerie van regering, menslike hulpbronne en programontwikkeling en lewering. Kapasiteit is ontwikkel deur die verkryging en deel van kennis sowel as die toepassing van hierdie kennis. Die leer van nuwe idees en inligting relevant tot mense se provinsies het in elke aktiwiteit plaasgevind in elke provinsie. Kennisdeling en kundigheid het wyd in die werksomgewing voorgekom deur die ontwikkeling van leernetwerke.

Prestasie-meting, spesifiek resultaat gebaseerde bestuur, was die instrument wat deur die Vennootskapsooreenkomsprojek gebruik is om resultate te identifiseer, te meet en te rapporteer. Hoewel al die deelnemers die meting van prestasie en dokumentering van resultate ondersteun het, is bevind dat die stelsel wat deur die befondsingsagentskap gebruik word rigied en nie koste-effektief is nie. Onduidelikhede in terme van rolverdeling en verantwoordelikhede is ander uitdagings wat ervaar is.

Verskeie voorbeelde waar die Vennootskapsooreenkomsprojek aan die geïdentifiseerde beste praktyke voldoen en dit selfs oortref het, is geïdentifiseer. Voorbeelde sluit in die effektiewe gebruik van die vennootskap as instrument, die oordrag van kennis, kapasiteitsontwikkeling, samewerkende vennootskappe, en vrywillige deelname. Die Vennootskapsooreenkomsprojek het hoë vlakke van volhoubaarheid gedemonstreer indien gemeet word aan die kriteria van plaaslike eienaarskap, relevansie, omvattendheid, vennootskappe, skakeling en stabiliteit. Netwerke wat deur middel van die Vennootskapsooreenkomsprojek vasgestel is sowel as dié buite die projek het die deel van gemeenskaplike waardes beklemtoon en het bygedra tot die ontwikkeling van blywende vriendskappe en verhoudinge tussen die Suid Afrikaanse en Kanadese provinsies.

Die algemene ervaring van die twee lande met die vennootskapsooreenkoms as instrument was positief. Die vennootskappe het gehelp om die kapasiteit van sentrale agentskappe en lyndepartemente te bou. Dit het staatsamptenare gehelp om kennis en vaardighede te bou wat nodig is vir die ontwikkeling en implementering van beleide en programme, en om die verwagtinge van die publiek en agenda van verkose politieke ampsdraers te bevorder. Hierdie projek het bygedra tot 'n sterker fondament vir demokratiese provinsiale regering sowel as samewerkende regering.



# **CHAPTER ONE**

## **THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT**



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### **THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT**

#### **1.1 INTRODUCTION**

The Canada South Africa Provincial Twinning Project was a governance project. The Government of Canada, through the Canadian International Development Agency (CIDA), funded this project to assist South Africa build capacity in provincial governance. The executing agency, the Institute of Public Administration of Canada, accepted responsibility for administering the program in the belief that expertise and best practices in public administration could be transferred via the twinning mechanism.

The primary question examined, therefore, has been whether the instrument of twinning strengthened democratic governance in the new provincial South African governments when only small injections of assistance were provided on a voluntary basis. This question involved an examination of subsets of questions including:

- What does building capacity in provincial governance mean?
- What does capacity development in democratic governance in newly created South African provinces in the context of co-operative government entail?
- How does the history of the country and province influence the environment in which capacity development in provincial governments takes place?
- What has the impact been on values, behaviours, and organizational cultures?
- How has the donor country strengthened its own capacity in provincial governance?
- Are there similarities and differences in the evolution of democratic governance among the partnering provinces?
- Are there lessons that each partner has learned and that it can share with others?
- What are the principles that underpin capacity development through the use of the instrument of twinning?
- How can sustainability be incorporated into capacity building so that the foundation continues and can be strengthened over time?

The research to examine these questions covered the duration of the Twinning Project from its launch in 2000 to its completion in 2004. The research took into consideration the

foundation laid by previous governance programs between Canadian and South African governments during the period 1993 to 2000 and the capacity built with the assistance of these programs.

## **1.2 BACKGROUND**

Canadian governments are among the democratic governments that have the expertise that can help new governments put in place the structures and systems that enable them to determine and exercise their role in governing. In 1992 Nelson Mandela, one of the leaders of the democratic movement in South Africa, requested Honourable Brian Mulroney, then Prime Minister of Canada, to assist South Africa prepare to govern in a democratic manner (CIDA. 2000. *The Contribution Agreement*. Attachment A: p. 1). The Prime Minister agreed to this request and Canada provided one of its foremost public servants, A. W. Johnson to to serve as a senior advisor to the democratic movement.

Successive leaders of the countries, namely President Thabo Mbeki of South Africa and Prime Ministers Jean Chrétien and Paul Martin of Canada, continued the relationship begun in 1992. Between 1992 and 2004, Canadians worked with South Africans on three different projects, each focussed on strengthening government, namely, the Policy Support Project, The Governance Support Project (Programme on Governance/POG), and the Canada South Africa Provincial Twinning Project.

### **1.2.1 The Policy Support Project**

In 1992 a project called *The Policy Support Project* began (Sutherland 1999: pp. 1- 31 and interviews of A.W. Johnson). Funded by the Canadian International Development Agency (CIDA) and administered by the International Development Research Centre (IDRC) for the Southern Africa Region, this project supported the democratic movement in examining models of democratic governance.

Prior to the 1994 election, activities focused on gathering information regarding different forms of democratic systems and different options for putting governments in place and implementing government policies. After the 1994 elections this project focused on the needs of transition and included provision of advice on the development of policies and

structures required by democratic governments. It included subjects such as the constitution, the components of government, fiscal arrangements, intergovernmental arrangements, and legislative processes. This project drew on the expertise of people who had solid, practical experience either as political leaders, elected representatives or public servants. Its focus was application of public administration.

At the request of South African senior officials and premiers, the project manager pursued twinning arrangements with Canadian provinces. Twinning arrangements were put into place when a South African provincial government requested one and when a Canadian provincial government agreed that the relationship was mutually beneficial and the Canadian government had the resources to provide appropriate support. The first twinings were between Manitoba and the North West Province, Saskatchewan and the Free State, and New Brunswick and the Northern Cape. The twinned pairs of provinces shared similar geographic, public policy, and economic features.

### **1.2.2 The Governance Support Project (Programme on Governance/POG)**

In 1996 the *Policy Support Project* was reviewed and renewed. The second phase of the project was officially called the *Governance Support Project*, but more commonly referred to as the *Programme on Governance (POG)*. The *Programme on Governance* continued the focus on application of public administration. It also continued providing support to the national and provincial governments. Recognizing the evolution of the governments, it added to the subject areas on which it provided advice, with considerable attention given to planning and budgeting both at the centre and in departments, to legislative processes, and to program planning and implementation. Three new twinings were initiated: British Columbia - Eastern Cape; Alberta - Mpumalanga and Ontario –Gauteng, of which the first two were formalized.

In 1999, at the request of the program management, Sutherland undertook a review of the project and concluded it had been highly successful (1999: pp. 1-84). Sutherland's review was based on a review of the activities undertaken, relevant documents on file, and interviews of program personnel and of a sample of South African individuals involved in the project. This review focussed on the methodology used by the project, including the design, operation, and management. It described many of the activities of the project, reported on



participants' satisfaction with the project, and identified many of the benefits of the project. It reported on what worked, what had been learned, and what could have been improved or done differently. This report did not rigorously apply CIDA's performance management system to measure results and did not quantify the costs of achieving specific results or types of results.

### **1.2.3 The Canada South Africa Provincial Twinning Project**

The initial governance programs documented specific results that had been achieved. When the second program ended, CIDA undertook a thorough review including a review of the results documented and consultations with a variety of role players. After its review of the *Programme on Governance*, CIDA approved the continuance of a capacity development project but, again recognizing the evolution of governments, redirected the focus to the provincial governments. The review also directed that:

- A much more rigorous approach to project evaluation would be necessary and that a new project must use performance measurement based on CIDA's Results Based Management accountability model;
- Activities of the project must contribute, directly or indirectly, to one or more of CIDA's cross cutting themes, namely poverty-reduction, HIV/AIDS, the environment, and gender equity/equality; and
- More emphasis needed to be placed on equal partnership and equal responsibility including:
  - The use of provincial co-ordinators in each participating province;
  - The use of administrative agreements between the executing agency and each partner of a twinned pair of provinces;
  - The monitoring of direct and in-kind contributions by all parties;
  - Identification of needs and setting of priorities by the South African provinces; and
  - Responding to the needs and priorities by the Canadian provinces.

These changes were incorporated into the design of a third governance project called the *Canada South Africa Provincial Twinning Project*, commonly called and also referred to in this thesis as the *Twinning Project*.

### **1.3 PROBLEM, HYPOTHESIS, OBJECTIVES, METHODOLOGY AND SCOPE**

Twinning programs need to be well grounded in relevant principles, practices and processes. They draw on these elements from a variety of disciplines and weave them together to fit the specific situation. Identifying these elements through the implementation of the *Canada South Africa Provincial Twinning Project* should contribute to a better understanding of the use of the twinning instrument.

The Steering Committee of the *Canada South Africa Provincial Twinning Project* supported the use of the Twinning Project as a research project at its first meeting (May 10, 2001. Minutes 12.1 and 12.2). It noted that the project manager had been invited by the University of the Free State to document the *Canada-South Africa Provincial Twinning Project* in a doctoral thesis and that this initiative would be complementary to the project and not pose a conflict of interest for the project manager. It authorized the project manager to proceed with the study and documentation.

#### **1.3.1 Definition of the Problem**

The research undertaken sought to identify and document realistic short, medium and long-term results for a twinning project on governance and the resources required to achieve results. It also examined the critical elements of designing and implementing such a project, when the project must operate within:

- The mandate and resources of the funding agency;
- The vision, mission and objectives of the executing agency;
- The aspirations, needs, and priorities of the South African provinces; and
- The goals, responsiveness, and constraints of the Canadian provinces.

As well, the research examined the nuances of a partnership between a Canadian province experienced in democratic governance and a South African province implementing a new

constitution and developing democratic governance. Of particular significance has been the manner in which existing theories from the disciplines of public administration/management, adult education, extension, communications, capacity building and sustainable development have been integrated to contribute to the overall body of knowledge of strengthening governance.

### **1.3.2 Hypothesis**

The research undertaken was based on the following hypothesis:

*“The Canada-South Africa Provincial Twinning Project would develop and implement an effective and efficient twinning model for meeting selected governance needs of the South African provincial governments and in so doing would strengthen the respective provincial governments, would strengthen the capacity of public servants in both the participating South African and Canadian provinces, and would contribute to sustainable development in South Africa and Africa.”*

This hypothesis took into consideration that capacity needed to be developed at the individual, group, and organizational levels.

### **1.3.3 Objectives**

The research undertaken had the following objectives:

- To identify and document changes in competencies, processes, programs, policies, and/or structures that resulted as a consequence or partial consequence of the contributions of the Twinning Project and their linkages to the goals of the provincial governments, funding and executing agencies;
- To examine the resources, both actual and in-kind, provided or secured, to implement the project and to analyze their impact on the results anticipated and the results attained;

- To document the principles, decisions and methods used and to identify those that were important in the effective implementation of the twinning instrument; and
- To recommend ways of strengthening twinning programs.

#### **1.3.4 Methodology**

The primary research tool used in this study has been documentation of applied public management as the Twinning Project unfolded. How the conditions of the *Contribution Agreement* were met, including the approach to project roll-out, key decisions required, the stakeholder analysis and communications plan, the policy and procedures manual, data collection formats and reports developed, instruments and systems used, all record actual implementation. Capturing this information provides insights into the realities of delivering an international project in governance and tools used to standardize and regularize implementation.

Monitoring, and evaluating work plans developed in accordance with CIDA's results based management model assisted in determining the effects of the project on governance and the impact on CIDA's goals. The lessons learned from application of results based management document the strengths and weaknesses of this approach. Participants' assessments of the benefits they gained and the results of a client survey undertaken by IPAC provided insights into the benefits of this project to participating governments and participating individuals.

A review of the literature on Canadian and South African constitutional democracy, relevant legislative instruments, strategic plans and other information directly related to ongoing governance in Canada and South Africa provided important contextual information. Readings on selected aspects of governance, twinning programs, performance measurement, use of change agents, cross-cultural interaction, and project management provided knowledge relevant to project design and implementation. The literature review supplemented the first two methods and provided an overview of the subject area and many of the theories that needed to be integrated.

### **1.3.5 Scope of the Study**

This study used an iterative process that incorporated research into the theory and application of different facets of the project on a need-to-know basis as the Twinning Project unfolded. A brief description of each of the chapters found within the thesis follows.

#### **1.3.5.1 Chapter One**

Chapter one establishes the framework for the Twinning Project. This chapter describes the project's purpose, expectations and approach. As well, it provides an overview of elements of democracy, governance and government as an initial step in developing common understandings between the participants of the two different countries and the many different Canadian and South African provincial governments.

#### **1.3.5.2 Chapter Two**

The Twinning Project operated in the context of international development. Beginning with a review of the United Nations' *Millennium Development Goals* and the United Nations' goals for Africa, information in chapter two sets out the work of the United Nations Development Program (UNDP) in the South African provinces and the impact this work has had.

This chapter includes an examination of the Government of Canada's approach to international development, its approach to providing assistance to Africa, its commitment to sustainable development and its policies and programs related to provision of support to Africa. Sections of this chapter are also devoted to examining the role of Canadian provincial governments in international development and the South African provincial government's approach to international co-operation and sustainable development. The international development goals and expectations of the Institute of Public Administration of Canada, the Twinning Project's executing agency, are also described in this chapter. In addition, the chapter contains an examination of cross-cultural competencies required to support international co-operation and development.

### **1.3.5.3 Chapter Three**

Drawing on the wisdom in the saying “the past defines the present” chapter three examines the history of South Africa and the changes that have occurred over many years that have laid the foundation for the current approach to democratic government. This chapter includes a brief geographical and demographic profile of South Africa, the development of the current constitution and the contents of *The Constitution of the Republic of South Africa* (Act 108 of 1996). It also contains descriptions of the national and provincial governments, structures established to support democratic governance, and policy initiatives that have a major bearing on work in and with South Africa. Some of the implications of this history for the Twinning Project are explored. Information in this chapter is particularly important for the orientation and briefing of Canadian officials prior to and during their work with South African officials.

### **1.3.5.4 Chapter Four**

Canada’s history, much like South Africa’s, is rooted in European colonialism and multiculturalism. This chapter provides a brief geographical and demographic overview of Canada and a review of historical events that have shaped and continue to shape public policy in Canada. This chapter reviews some of the discriminatory practices that Canadian governments have sought to correct through the constitution, legislation and policy in order to protect citizens’ rights, to prevent and address discrimination and to foster gender equality. This chapter also describes the Canadian form of democratic governance, the differences between the Canadian and South African forms of government, and the commonalities between the two approaches that can be used to strengthen the Twinning Project. This chapter provides a brief refresher course for Canadian public servants as well as an explanation of the terminology and context for the situations that South African public servants are likely to encounter in their work with their Canadian counterparts.

### **1.3.5.5 Chapter Five**

The efforts of the Twinning Project were targeted at strengthening public administration. Because each country’s governments have developed their own terminology and specific meanings for the same term, part of this chapter is devoted to defining the terms commonly used in public administration in both South Africa and Canada. Other sections of the chapter

describe the public administration environment, the principles and values of public administration, and the functions of government and of cabinet. Specific sections are devoted to those aspects of public administration that were found to be of most interest to the South Africa provincial governments and formed part of the work plans of these governments. Topics in these sections include the cabinet system, decision-making systems, communications systems and processes, and performance measurement.

#### **1.3.5.6 Chapter Six**

The use of twinning as one tool in a toolkit of methods to build capacity in government and to strengthen public management is explored in chapter six. Lessons that a variety of agencies have learned from the use of this instrument are identified. The methodology of the European Union and the Government of Manitoba in the use of twinning projects for strengthening governance are reviewed as well as critiques of the twinning model by experts in international development. Also included in this chapter are a detailed description of the *Canada South Africa Provincial Twinning Project* and a comparison of its design and methodology to best practices identified in the literature. Part of this chapter also contains an examination of opportunities for improving the design and methodology.

#### **1.3.5.7 Chapter Seven**

A strong understanding of the context for the Twinning Project, the nature and scope of public administration and the strengths and limitations of the twinning model provides the foundation for knowledge transfer. Knowledge transfer for capacity development is a complex undertaking that requires an understanding of what constitutes knowledge, knowledge development and knowledge management. Knowledge management requires a strategic approach that includes policy objectives, legislative authority, tools and action plans. This chapter examines all of these elements with particular reference to progress South Africa has made in these areas as well as examples drawn from other countries.

Effective knowledge transfer relies on a thorough understanding of how adults learn, how the application of new knowledge can be encouraged, and how the communication of information can be enhanced. These matters are examined in the sections on adult education,

extension education, and communications. Their application to the Twinning Project is also reviewed. Other sections of this chapter focus on the theory and principles of capacity development and sustainable development.

The formation of effective working relationships is critical to knowledge transfer and parts of this chapter are devoted to the choice of relationships and the use of volunteers in supporting public sector initiatives. The use of the Twinning Project as a means of developing capacity in South Africa provincial governments is also examined.

#### **1.3.5.8 Chapter Eight**

Periodically it is important to determine whether one is making progress in achieving objectives and coming closer to reaching one's goals. In 2000 the Auditor General of Canada directed CIDA, the agency responsible for delivering the government of Canada's international development policies and programs, to strengthen the accountability of the projects it funds by using a results-based accountability model.

Measuring capacity development is a form of accountability. In this chapter the principles of accountability are examined as well as the application of these principles to working relationships with partners and in situations when the partners are from civil society. Sections of this chapter contain examinations of performance measurement in general, as well as performance measurement as it is applied to measuring capacity development. The principles and application of CIDA's results-based management accountability model as well as an outcome mapping model are reviewed. Chapter eight also contains a detailed examination of the Twinning Project's experience in applying CIDA's accountability model in a partnership situation and an identification of lessons that were learned.

#### **1.3.5.9 Chapter Nine**

The results obtained by the provincial governments participating in the Twinning Project are presented in chapter nine. Results are presented in several ways including numerical descriptions that itemize the number of results and number of activities required to achieve each result; the number of participants, both male and female involved in achieving the



results; and the financial inputs, both through direct funding and in-kind contributions required to achieve the results. In chapter nine one also finds an examination of the reach of the Twinning Project, a description of the performance indicators that were found to be relevant, and descriptions of the capacity that was developed. This chapter also contains reviews of the elements of sustainability that funders seek to find in international development projects. Elements examined include strengthening human rights and gender equality, local ownership, partnership, capacity development, relevance, linkages, and stability.

#### **1.3.5.10 Chapter Ten**

The content of this chapter focuses on the reflections, conclusions and recommendations that emanate from results achieved and actual implementation of the Twinning Project. Sections are also devoted to some of the lessons learned during the implementation of the Twinning Project and the results achieved. The recommendations identify issues that need to be addressed by funders, stakeholders and partners.

While there are examples of principles, approaches and methods used by a variety of countries found within the chapters of this thesis, the study focuses on approaches and practices found in South Africa and Canada and the transfer of knowledge related to these approaches and practices.

### **1.4 DEMOCRATIC GOVERNMENT**

The democratic form of government is one of several forms of government. Oxford's dictionary defines a democracy as "government by the whole people of a country, especially through representatives whom they elect." (Oxford Press 2000: 213). Democracies are characterized by participation of citizens in the political process and guaranteed individual freedoms. Jackson and Jackson (1990: p.24) define a democratic system as one that conciliates competing political interests. They further define representative democracy as a "political system in which the governors who make decisions with the force of law obtain their authority directly or indirectly as a result of free elections in which the bulk of the population may participate."

Other forms of government include authoritarianism, dictatorships, monarchies, totalitarianism and aristocracies (Jackson and Jackson. 1990: p. 23; Jonker, van Neikerk and van der Waldt 2001: pp. 50 -56, 296 – 314). The form of government opposite to democracy is authoritarianism. In this form of government a single person or a single group of people hold all of the power, make all of the decisions regarding political, economic and social policy matters and determine the rights and freedoms that citizens will have. Dictatorships are a form of authoritarian governance. Power is gained in a manner other than by election such as a coup d'état, overrule of a constitution, or succession. A monarchy is a form of authoritarianism in which a single person such as a king, queen or hereditary chief, is the supreme ruler. Totalitarianism, another form of authoritarianism, places all of the power in the hands of one political group. An aristocracy is a specialized form of authoritarianism in which those who make decisions are considered to be the elite, for example the most educated, the best thinkers, and/or the most ethical.

#### **1.4.1 The Democratic Form of Government**

Democracies make provision for the orderly succession of rulers and for citizens to have input into the choice of rulers. In democracies with written constitutions, the constitution sets out the limits placed on the power of the elected. There are different styles of democracies depending on the values of the societies that use this form of governance.

Values that are common to democracies include (Jackson and Jackson 1990: p.24):

- Reconciling diverse interests based to a large degree on the interests of the majority while at the same time safeguarding and protecting the rights of minorities;
- Civil rights;
- The rule of law;
- Freedom of the press and freedom of opinion;
- Contested elections;
- Freedom to have two or more competing political parties;
- Limited terms of office; and
- Limits on the power of the elected.

Democracies may exist in both unitary and federal states. A unitary state is one in which a central government has all the power but may delegate some of its power to others such as provincial, regional or local governments. A federal state is one in which power is divided among the spheres or orders of government. Both Canada and South Africa are federal states; however, they differ in how power is shared. Canada has two orders of government, national and provincial, each with their own powers and some shared powers (Forsey 1988: pp. 9 - 32). Canadian provincial governments may delegate some of their powers to local governments. South Africa has three spheres of government, each with its own powers and some shared powers, all defined in the constitution (*The Constitution of the Republic of South Africa*, Act 108 of 1996; Venter 1998: pp. 21-51, 164 -195, 201 - 228).

A constitution of a country may be written or unwritten. A constitution sets out the principles that guide the behaviour of the country. Constitutions may set out the structures of government, the powers of government, the distribution of powers and the values of the country. Canadian values are found in Canada's *Charter of Rights and Freedoms* (*The Constitution Act, 1982*) while South African values are found in South Africa's constitution (*The Constitution of the Republic of South Africa*, Act 108 of 1996).

Decision makers, that is, the elected political office holders, must take into consideration their own values, the values of the people that they represent, the values of the party that they belong to and the values of the country. Public servants also must be committed to the values of the country and of the people within the country, province, region and local communities in addition to the values that they have as individual citizens. Elected office holders and public servants may have to take one or more oaths confirming their commitment to values of importance to their province and country.

#### **1.4.2 Evolution of Democracies**

Democracies evolve and change as people gain better understandings of rights and freedoms and the needs of governing complex societies. Decisions of the past in both South Africa and Canada were often unjust and based on preferential treatment of one or more groups. In order to understand the transformations that are taking place in strengthening democracy one must understand the terms used in describing attitudes and policies of the past. Some of the more

common terms are listed in Table 1 (Thatcher 1995: Focus Sheets 1-4; Jonker, van Neikerk, and van der Waldt 2001: pp. 34 -36, 296 – 314; Oxford English Dictionary. 1979: pp. 215, 469, 901, 1368, 1385, 2278, 3343).

<b>Table 1. Some Common Terms Describing Specific Attitudes</b>
<b>Apartheid</b> – Apartheid is a race-based approach to governing that believes in separate roles and functions of people in society according to their race. In South Africa, the National Party introduced an apartheid system that segregated the population into blacks, coloureds, Indians and whites. Apartheid policies and laws regulated all aspects of life, public and private.
<b>Bigotry</b> – Bigotry means holding an opinion stubbornly and being intolerant of those with different opinions. Bigotry of individuals in positions of authority or with decision-making power can influence public policy and thus create or perpetuate discriminatory situations. Widespread bigotry among large segments of the public can make it difficult for governments to introduce fairer and more progressive policies and laws.
<b>Ethnicity and Ethnocentrism</b> – An ethnic group is a group of people that share similarities such as physical characteristics, culture, language, morals and customs. The similarities are unique enough to distinguish the group from other groups in society. Ethnicity is the emphasis of a specific group based on its uniqueness. Ethnocentrism is the belief that one's own ethnic group is superior to other groups. Ethnocentrism becomes a negative force in a society if one ethnic group believes that it is superior to others and tries to dominate other groups or gain sole control of governing.
<b>Ideology</b> – An ideology is a set of ideas that underpin a theory and that is used to justify behaviour. Often the theory relates to political, economic, social, moral or religious goals. Ideologies based on dogma rather than critical analysis can perpetuate untruths and discriminatory attitudes.
<b>Imperialism and Colonialism</b> – Imperialism is the desire of one country to gain control over other geographical areas and rule them as subordinate colonies or territories. Colonialism is the policy of acquiring colonies and the methods used to govern and maintain control of the colonies acquired. Colonialist policies were designed to be of benefit primarily to the country owning the colonies.
<b>Prejudice</b> - A prejudice is an opinion about, or a like or dislike of something or someone that is not based on reason. When it is an unfavourable attitude towards a race or ethnic group it is usually based on assumed undesirable traits that everyone in the group is believed to possess simply by belonging to the group. Laws can regulate some behaviours but cannot by themselves eliminate prejudice.
<b>Racism</b> – Racism is the belief that a specific race is superior to other races. Systemic racism is the entrenchment of racist beliefs into the formulation of policy and the operation of institutions in such a way that specific racial groups and individuals of specific races are discriminated against.
<b>Tolerance</b> – To tolerate is simply to allow something to occur without protesting or interfering. Tolerance of another's race, religion, customs, beliefs and values demonstrates a willingness and ability to accept differences. People as individuals and groups, however, do not want to be only tolerated. They want to be considered equal and to be able to participate fully as equals.

Sources: Thatcher 1995: Focus Sheets 1-4; Jonker, van Neikerk and van der Waldt 2001: pp. 34 -36, 296 – 314; Oxford English Dictionary. 1979: pp. 215, 469, 901, 1368, 1385, 2278, 3343.

From the definitions of these terms it can be seen how pervasive attitudes can be in a group, a society or a country. When the beliefs and attitudes become entrenched, they can affect individuals and groups in all aspects of their lives. Tolerance also has limitations because it may stop short of recognizing others as equals.

Many decisions of the past have harmed groups of people and hundreds of thousands of individuals (Thatcher 1995: Focus Sheets 1-4; Craig 1997: pp. 76, 89, 114). Many decisions

were made within the knowledge available at the time and within the value system held by the majority of people in the dominant group. Every generation, however, is faced with moral and ethical questions that require a conscious decision to revisit one's own values and beliefs.

Changing attitudes and values are lengthy processes. Slavery, for example, was only abolished in the 19<sup>th</sup> century. Women did not get the right to vote until the 20<sup>th</sup> century and most countries do not allow same-sex marriages. Policies, legislation and enforcement are important tools in advancing change, but by themselves, do not make people change their attitudes.

## **1.5 GOVERNANCE AND GOVERNMENT**

It is now well recognized that good governance in a country is a prerequisite to stability and sustainable development. The Organization for Economic Co-operation and Development (OECD) describes governance as *“the rules, processes and behaviours by which interests are articulated, resources are managed, and power is exercised in society”* (OECD. 2003: 4, 5). The OECD points out that as societies mature and are able to respect human rights, implement the principles of democracy, exercise the rule of law, strengthen civil society, share power, put in place sound public administration, and establish a more sophisticated political system, governance evolves into good governance. The OECD believes that governance is a measure of the stability, quality and performance of a society's political and administrative system.

The OECD's attempt to define governance and to distinguish between different levels of performance, provided legitimacy for the subject area and further exploration of the many dimensions of governance. Many organizations including CIDA have accepted the thinking of the OECD and adapted their approaches to take governance and good governance into consideration in their strategic plans and programs.

## 1.5.1 Governance

A general understanding of the term “governance” guides one to the subject area that is of interest, the main dimensions of the subject area, and the application of the term to one’s own area of activity. As indicated in Table 2 (below) there are many definitions of governance.

<b>Table 2. Definitions of Governance</b>
<i>“Governance is a process whereby societies or organizations make their important decisions, determine whom they involve in the process and how they render account.”</i> Graham, Amos, and Plumptre 2003: p. 1
<i>“Governance is the manner in which power is exercised in the management of a country’s social and economic resources for development.”</i> Asian Development Bank 2003. <a href="http://www.adb.org/documents/policies/governance/gov200.asp">www.adb.org/documents/policies/governance/gov200.asp</a>
<i>“Governance is a formalisation of practices and codification of relationships among the various parties responsible for the leadership (overall strategic direction and supervision) and stewardship (safeguarding of resources) of an enterprise.”</i> Conference Board of Canada. 2001. <a href="http://www.conferenceboard.ca">http://www.conferenceboard.ca</a>
<i>“Governance can be defined as the connections and interactions between central, provincial, and local authorities and their publics.”</i> van Niekerk, van der Wal, Jonker 2001 p.:305
<i>“Governance is the nature of the rules that shape the exercise of political power, and the relationship between those in power and those outside it.”</i> Canadian International Development Agency 2002: <a href="http://www.acdi-cida.gc.ca/cida_ind.nsf/">http://www.acdi-cida.gc.ca/cida_ind.nsf/</a>
<i>“Governance refers to the traditions, institutions and processes by which individuals and groups exercise power in public decision-making.</i> Kernaghan 2003:p.1
<i>“Governance is the process and institutions by which authority in a country is exercised: (1) the process by which governments are selected, held accountable, monitored and replaced; (2) the capacity of governments to manage resources efficiently, and to formulate, implement, and enforce sound policies and regulations; and (3) the respect for the institutions that govern economic and social interactions among them.”</i> World Bank. <a href="http://www.worldbank.org/wbi/governance/assessing/pdf/rec_gov_assessing_i.pdf">www.worldbank.org/wbi/governance/assessing/pdf/rec_gov_assessing_i.pdf</a>
<i>“By good governance is meant creating well-functioning and accountable institutions – political, judicial, and administrative.”</i> Annan <a href="http://www.iir.gov.ab.ca/inter_rel/pages/governance.htm">http://www.iir.gov.ab.ca/inter_rel/pages/governance.htm</a>
<i>“Corporation’s perspective: Governance is about maximizing value subject to meeting the corporation’s financial and other legal contractual obligations. Public policy perspective: Corporate governance is about nurturing enterprise while ensuring accountability in the exercise of power and patronage by firms.”</i> The World Bank <a href="http://www.worldbank.org/html/fpd/privatesector/cg/aboutus.htm">www.worldbank.org/html/fpd/privatesector/cg/aboutus.htm</a>
<i>“Corporate governance describes the process and structure for overseeing the direction and management of a Crown corporation so that it effectively fulfils its mandate. This involves both its public policy and commercial objectives.”</i> Saskatchewan Crown Investments Corporation. 1996: p. 5

Sources: Graham, Amos, and Plumptre, 2003: p. 1; Asian Development Bank 2003. [www.adb.org/documents/policies/governance/gov200.asp](http://www.adb.org/documents/policies/governance/gov200.asp); Conference Board of Canada. 2001. <http://www.conferenceboard.ca>; van Niekerk, van der Wal, Jonker 2001:305; Canadian International Development Agency 2002: [http://www.acdi-cida.gc.ca/cida\\_ind.nsf/](http://www.acdi-cida.gc.ca/cida_ind.nsf/); Kernaghan. 2003: p.; World Bank. [www.worldbank.org/wbi/governance/assessing/pdf/rec\\_gov\\_assessing\\_i.pdf](http://www.worldbank.org/wbi/governance/assessing/pdf/rec_gov_assessing_i.pdf); Annan [http://www.iir.gov.ab.ca/inter\\_rel/pages/governance.htm](http://www.iir.gov.ab.ca/inter_rel/pages/governance.htm); The World Bank [www.worldbank.org/html/fpd/privatesector/cg/aboutus.htm](http://www.worldbank.org/html/fpd/privatesector/cg/aboutus.htm); Crown Investments Corporation. 1996: p. 5.

From the various definitions one can see that government is one role player but not the sole role player in the governance domain. Citizens, corporations, businesses, clients, communities, religious denominations, and a wide variety of organizations are other role players. One can also see that since the purpose of the organization defines what an

organization does, the governance structure will need to be tailored to the organization's purpose.

The definitions also point to the many facets of governance – leadership, stewardship, responsibility, accountability, and transparency, among others. Governance also has many components – policy, process, instruments, structures, systems, programs, and products. As well, and most importantly, governance is about people and people's abilities, aspirations, attitudes, behaviours, beliefs, capacity, culture, gender, history, needs, norms, opportunities, orientations, and values. The various definitions that the World Bank has provided for governance indicate that the term is reinvented as circumstances change and sensitivities to emerging knowledge are sharpened.

Of the definitions cited, some, such as those of Graham, the Asian Development Bank, and the Conference Board of Canada, are broad enough to apply to a wide spectrum of organizations – public sector, private sector, various agencies, non-profit organizations, community based organizations, professional associations and voluntary organizations. Others, specifically the World Bank's definition of corporate governance and the Saskatchewan Crown Investments Corporation's definition of governance, are more useful when describing governance of organizations that have a commercial role including Canadian provincial crown corporations and South African provincial parastatals. Kofi Annan's definition and the definitions of van Niekerk, van der Walldt, and Jonker and the Canadian International Development Agency are most relevant to public sector organizations such as national, provincial and local governments.

All of the definitions, however, point to some important aspects of governance, including:

- The need for major decisions to be made;
- The need for appropriate people to make the necessary decisions;
- The need for principles and processes to guide decision-making; and
- The need for accountability.

For the purposes of the Twinning Project, Kernaghan's is the most appropriate because it focuses on those aspects of governance that the Twinning Project addressed.

Many elements contribute to the behaviour of a state or province and to what may be included in the term “governance”. These include the form of government, the spheres/orders of government and their competencies/powers, political structures and processes, elections and representation, the legislative, executive and judicial arms of government and their independence and interdependence, laws and enforcement of laws, authority, mandates, roles and responsibilities, making and implementing informed decisions, allocation and management of resources, civil society, citizen participation, and the public service and public servants. They also include stability, human rights, gender equality, leadership, stewardship, relationships, ethics, precedent, prerogatives, responsiveness, communication, ceremony, protocol, transparency and accountability.

Governance is implemented at different levels in societies. In government, governance is implemented in different ways in the different spheres or orders of government and the public sector – national and provincial governments, municipal councils, local public sector boards, public sector unions, and traditional leaders and their councils. At the highest level, governance concerns itself with determining the governance of the state including the type of state, for example, centralist or federalist, monarchy or republic, constitutional or non-constitutional. At the next level governance concerns itself with organizing government including the arms of government and the supporting structures in each arm. The next level deals with the workings of government – the planning, budgeting and election cycles, the organization of the central agencies, decision-making systems and procedures, setting priorities and allocating resources, designing and delivering programs, regulation and enforcement, customer service, and relationships among the different parts of the public sector, with the private and co-operative sectors, with the voluntary sector, including non-government and community-based organizations and unions, and major role players.

### **1.5.2 Good Governance**

Governance ranges from highly unstable, as is the case in countries torn by war and civil strife, to highly stable, as is the case in countries with strong political, economic and social systems. Countries with high levels of stability are able to use their resources for the greatest benefit of their citizens, are able to sustain development and attract investment, and, thus, are able to improve the standard of living of their society. Countries with low levels of stability



are often plagued by management problems and corruption, are required to spend more of their resources on safety and security, and have difficulty retaining and attracting investment.

Broadbent, a former leader of the New Democratic Party of Canada, has examined governance from a variety of perspectives including approaches used in Europe, North America, Asia, Latin America and Africa (1997: pp. 1 – 25). He has noted that when ordinary people see improvements in their social and economic rights and their application, there is “a sustained commitment to democracy, a greater tolerance and generosity of spirit and acceptance of a market economy”. He has emphasized the importance of bold and timely intellectual and political leadership in recognizing needs, understanding the issues and introducing and implementing innovative policies.

Broadbent has also examined the importance of civil society and a strong voluntary sector in democratic societies (1999: pp. 1 – 98; 2002: pp. 1 – 9). He has pointed out that a strong, independent voluntary sector is essential to attaining a strong, participatory democracy. He attributes the importance of this sector partly to the services the members provide, but more importantly to their autonomy, robustness and innovation. He further notes that when individuals – men, women and youth – actively participate in voluntary work, or help to achieve the aims of charitable and non-profit agencies, they are contributing to the public good as well as developing the attitudes, skills, and behaviours that underpin democratic citizenship and build the capital that is prerequisite to good, democratic governance.

Bourgon (1999: pp. 1 – 5), a former Clerk of the Privy Council of the Government of Canada, has noted that if countries want a well-performing society and well-performing economy, they need the best support possible from the private sector and the public sector, as well as the best of the market economy and of democracy. She believes that good government requires both effective political institutions and an effective public service.

The OECD has recognized that without good governance, development assistance may not be effective (OECD.2003: 4, 5). It has also recognized that attaining good governance is a process over time and that the core elements of the policy agenda for strengthening governance are institutional sustainability and capacity building. Kofi Annan, General Secretary of the United Nations has echoed the concern of the OECD:

*“Good governance is perhaps the single most important factor in eradicating poverty and promoting development. By good governance is meant creating well-functioning and accountable institutions – political, judicial, and administrative”*  
(Annan.<http://www.iir.gov.ab.ca/interrel/pages/governance.htm>).

The discussion paper on good governance prepared by the African National Congress (ANC) (2000: [www.anc.org.za/anc/docs.history/conf/conference 50/discomms3.html](http://www.anc.org.za/anc/docs/history/conf/conference%2050/discomms3.html)) expands upon the observations of Broadbent, Bourgon, the OECD, and Annan. The discussion paper acknowledges the broad spectrum of participants in democratic governance including government, business and civil society. It recognizes the importance of ethics, morality, traditions and culture as well as the importance of leadership, policy development and implementation, provision of basic services, management of resource allocation, and addressing the problems of poverty, crime, violence and HIV/AIDS. Some of the objectives included in the discussion paper are the following (2000: [www.anc.org.za/anc/ docs.history/conf/conference 50/discomms3.html](http://www.anc.org.za/anc/docs.history/conf/conference%2050/discomms3.html)):

- Ensuring that the political structures, leaders and processes support policy development;
- Pursuing the transformation of the state through strong government supported by competent public servants;
- Following an interventionist and developmental approach;
- Ensuring the maximum participation of people in the transformation process;
- Building strong, democratic, vibrant and representative civil society organizations; and
- Building a strong group of capable managers and ensuring their competencies are appropriately used.

By seeking the assistance of the Canadian government in building capacity in the provincial governments the South African national government demonstrated its desire for and commitment to good governance.

### 1.5.3 African Leaders' Approach to Governance and Good Governance

African leaders have identified what they believe to be the essential ingredients of good governance. At the first Africa Governance Forum in Addis Ababa, Ethiopia, July 11 and 12, 1997, the African leaders identified eight components (Novicki 1997. 11(1): 22):

- Leadership building;
- Transparency and accountability;
- Civil society empowerment;
- The advancement of women;
- Political transition:
- Peace and stability;
- The rule of law and constitutional guarantees; and
- Free and responsible media.

The objectives of the African Union, established in July 2000 in Lomé Togo, also recognize the eight components identified by the African leaders (Novicki 1997. 11(1): 22). The objectives of the African Union seek to achieve greater unity and solidarity of the people living on the African continent and to promote peace, security and stability on the continent. They support the promotion of democratic principles and institutions, popular participation, and good governance as well as the promotion and protection of human rights. The objectives also promote:

- Sustainable development at the economic, social and cultural levels;
- The co-operation among countries that is necessary to raise the living standards of African peoples;
- promotion of research; and
- Co-operation with international partners to achieve mutual goals.

Section 49 of the *New Partnership for Africa's Development (NEPAD)*, an agreement in which African countries pledge their determination to accept ownership of the renewal of the entire continent, sets out the specific areas of responsibility that the countries take joint responsibility for addressing.

With respect to governance, the areas include promoting and protecting democracy and human rights and building the capacity of the states in Africa to set and enforce legal frameworks and to maintain law and order. They include promoting the role of women in social and economic development, strengthening education, training and service delivery, addressing the control of communicable diseases including HIV/AIDS, and promoting the development of infrastructure.

The objectives also aim to restore and maintain macroeconomic stability, especially by developing appropriate standards and targets for fiscal and monetary policies. The objectives encourage the introduction of appropriate institutional frameworks to achieve the desired standards. In addition, the objectives seek to institute transparent legal and regulatory frameworks for financial markets and auditing of private companies and the private sector (Department of Foreign Affairs (South Africa) 2001: <http://www.dfa.gov.za>).

NEPAD's *Democracy and Political Governance Initiative* is described in sections 79 through 84 of the partnership agreement (NEPAD 2001: pp. 17 -19; [www.nepad.org/2005/files/documents/inbrief.pdf](http://www.nepad.org/2005/files/documents/inbrief.pdf)). In these sections the countries' leaders acknowledge that development depends on the presence of democracy, respect for human rights, peace, and good governance. They establish, as the purpose of the *Democracy and Political Governance Initiative*, strengthening the political and administrative frameworks of participating countries, in line with the principles of democracy, transparency, accountability, respect for human rights and the promotion of law. The African leaders agreed to undertake initiatives specifically targeted at strengthening political governance and building capacity that focus on:

- Administrative and civil services;
- Strengthening parliamentary oversight;
- Promoting participatory decision-making;
- Adopting effective measures to combat corruption and embezzlement; and
- Undertaking judicial reforms.

NEPAD's partnership agreement recognizes that the international community has an important role to play in assisting Africa. However, it also recognizes that conditions must be set out that clarify this role. Assistance must begin with the goals, priorities, and programs

of the country that is being supported. NEPAD specifically identifies support for good governance as an area in which the assistance of developed countries and multilateral organizations is required.

Technical expertise in planning and development management, financial and infrastructure regulation, accounting and auditing, and construction and management of infrastructure is needed to support capacity building in governance.

#### **1.5.4 The World Bank's Approach to Governance and Good Governance**

The World Bank, an international agency that champions strengthening democratic governance, uses the following definition of good governance (World Bank. [http://www1.worldbank.org/nars/ucmp/session 1; 2 understanding. htm](http://www1.worldbank.org/nars/ucmp/session1;2understanding.htm)):

*“Good governance is the manner in which power is exercised in the management of a country’s economic and social resources for development.”* (World Bank. [http://www1.worldbank.org/nars/ ucmp/session 1; 2understanding.htm](http://www1.worldbank.org/nars/ucmp/session1;2understanding.htm))

The Bank’s documents note that governance includes the formal and informal frameworks, processes and systems that are in place. The formal system includes the political and legal structures and frameworks and systems while the informal systems include culture, social norms, historical traditions, and business practices.

The Bank has identified what it believes to be key elements of good governance, the roles of those responsible for governing and the roles of those responsible for managing (Table 3, below). The World Bank notes that decision-making and management are separate functions that should be assigned to the appropriate role players and the role players should not attempt to usurp another’s area of responsibility.

<b>Table 3. World Bank's Breakdown of Governance by Elements and Roles</b>	
<b><i>Major Elements of Good Governance</i></b>	<ul style="list-style-type: none"> <li>▪ Making sure that there is a clear understanding of each sphere of government's responsibilities and that this is communicated well.</li> <li>▪ Involving the public in identifying needs and recommending solutions</li> <li>▪ Developing and implementing responsive policies and programs</li> <li>▪ Ensuring allocation of resources is fair and equitable</li> <li>▪ Encouraging innovative management that contributes to successful outcomes</li> <li>▪ Determining ethical standards of behaviour for office holders and employees and enforcing them</li> <li>▪ Developing effective intergovernmental and other relationships</li> </ul>
<b><i>Roles of Those Responsible for Governing</i></b>	<ul style="list-style-type: none"> <li>▪ Strategy setting</li> <li>▪ Policy making</li> <li>▪ Defining service standards</li> <li>▪ Monitoring effectiveness of achieving priorities and implementing policies</li> <li>▪ Effective communication and public participation</li> </ul>
<b><i>Roles of Management</i></b>	<ul style="list-style-type: none"> <li>▪ Ensuring that the vision, goals and strategies for the organization are determined in consultation with key role players and are approved by the governing body</li> <li>▪ Developing and implementing plans that ensure the goals of the strategic plan are achieved</li> <li>▪ Ensuring that objective analysis of options and choices, of advantages and disadvantages, of costs and benefits, and of risks occurs</li> <li>▪ Effectively managing the resources of the organization to achieve results</li> <li>▪ Monitoring the performance of the organization and of individuals</li> <li>▪ Making adjustments when the environment changes</li> <li>▪ Accepting responsibility for performance.</li> </ul>

Source: World Bank. [http://www1.worldbank.org/nars/ucmp/session 1; 2understanding.htm](http://www1.worldbank.org/nars/ucmp/session%201%20understanding.htm).

Factors that the World Bank has identified that must be present if governance is to be strengthened include the following (World Bank. [http://www1.worldbank.org/nars/ucmp/session 1; 2 understanding.htm](http://www1.worldbank.org/nars/ucmp/session%201%20understanding.htm)):

- A deep commitment to good governance and strong leadership;
- Early assessment of the context and management capacity;
- Intervening at points of entry where progress can be made quickly;
- Sequencing reforms so that success and ownership builds on itself and becomes increasingly self-sustaining;
- Structuring partnerships in a way that the officials in the recipient country identify the needs for capacity-building, decide on the necessary trade-offs, and are responsible for implementation and monitoring;
- Identifying initial indicators of progress and gradually refining them over time;
- Provision of meaningful and effective support;
- Fostering and enhancing knowledge sharing;

- Development of benchmarks on governance and public sector performance; and
- A donor organization that is properly staffed with the skills and capacity to support governance initiatives as well as having clearly articulated descriptions of responsibility, accountability, and quality assurance.

The World Bank incorporates measures to strengthen good governance into its programming (World Bank 2002: p.1). These measures include the following:

- With respect to the provision of technical assistance, the Bank's objective is "to make country counterparts active partners that are able to formulate, challenge, redesign and/or carry forward proposed reform initiatives."
- A key element of the Bank's strategy is helping clients build the institutions (laws, organizational structures, practices, and norms) to make and implement good policy and deliver services themselves.
- The Bank believes it is important to start with what exists on the ground and focus more on the "best fit" rather than always on the "best practices".
- The Bank recognizes that strengthening governance has a number of challenges including developing a long-term vision, patience, a willingness to work in partnership, a broad set of analytical and interpersonal skills, and a tolerance for less-readily measurable indicators of success.

The lessons learned by the World Bank have broader application and were taken into consideration in implementing the Twinning Project.

### **1.5.5 The Conference Board of Canada's Approach to Good Governance**

The Conference Board of Canada, an independent not-for profit organization that has studied governance issues for more than 30 years, has identified six principles that set the foundation for good governance at the operational level (Brown and Brown 1999: pp.1-6). These are the following:

- Leadership and stewardship;
- Empowerment;
- Communication;

- Service;
- Accomplishment; and
- Continuous learning and growth.

According to the Board, organizations that follow these principles not only perform well but also have a competitive advantage (Brown and Brown 1999: pp.1-6).

### **1.5.6 CIDA's Approach to Good Governance in Africa**

The Canadian International Development Agency has identified five major governance challenges in Africa that it is taking into consideration in providing support to the continent. These include the following (CIDA. 2001: <http://www.acdi-cida.gc.ca>):

- Depersonalizing power;
- Helping public servants operate without being influenced or controlled by interest groups;
- Encouraging the alternation of political power between incumbent governments and opposition parties
- Making civil society organizations effective and democratic in structure and composition;
- Promoting civic equality for all citizens; and
- Creating a positive environment for private-sector development.

In the Logical Framework that CIDA developed for the Twinning Project, CIDA narrowed down the aspects of government to be considered to strengthened capacity for effective and efficient governance. CIDA further narrowed the scope of activity as follows (CIDA 2000: pp. 1 - 2):

- Fostering an environment that enables poverty reduction;
- Assisting with initiatives that focus on meeting basic human rights and needs;
- Assisting South African provinces allocate and manage provincial resources with greater efficiency;
- Putting in place improved financial and operational systems, procedures, and organizational structures in place and helping them to work well; and



- Working towards ensuring that the population receive more effective services, especially health, welfare, education and employment services.

### **1.5.7 The Programme on Governance’s Approach to Strengthening Governance**

The Programme on Governance focused on those aspects of governance that support a democratic, transparent approach to governing. These included the core laws, processes, institutions, and processes (Proctor and Sims. 1998: p.15). Based on his experience with both Canadian provincial governments and the Canadian federal government, Johnson, head of the Programme on Governance, identified the following elements as critical when establishing new governments in either Canada or South Africa (Sutherland. 1999: p.4):

- Creating and strengthening the machinery of government, at the top, including the Office of the Premier, the Cabinet Office, the other central agencies serving the Executive Council, and the offices of the members of Executive Council;
- Working to develop the capacities of the Public Service Commission; and
- Strengthening and integrating the operating departments, portfolio by portfolio, in the government as a whole and at both the provincial and federal levels.

By 2000 the provincial governments no longer had any responsibility for public service commissions. However, they continued to build and strengthen the Office of the Premier and the operating departments. This strengthening was a priority of the South African participants in the Twinning Project.

### **1.5.8 IPAC’s Approach to Strengthening Governance**

IPAC administered the Twinning Project as part of its International Program. The mission of its international program is as follows (IPAC. 2000: [www.ipaciapc.ca](http://www.ipaciapc.ca)):

*“To make constructive contributions to governance issues based on the principles of sustainable development in the areas of democratic decision-making, administrative soundness, and organizational efficiency.”* (IPAC. 2000: [www.ipaciapc.ca](http://www.ipaciapc.ca)).

IPAC has further identified the following aim (IPAC. 2000:www.ipaciapc.ca):

*“To improve the managerial, technical, and administrative capacities of governments in order to increase their ability to promote economic, social, and democratic development and to enable them in their efforts towards public sector reform and decentralization.”* (IPAC. 2000: www.ipaciapc.ca).

The mission and mandate of the executing agency assisted in establishing the focus of the Twinning Project.

### **1.5.9 Government**

The term government can have two meanings (Saskatchewan Executive Council 1990: pp. 3 - 16). The first and broadest meaning is that of the method of governing. This meaning encompasses the institutions that must be put in place to make policy, to debate options, to pass laws, and to adjudicate disputes. The second meaning is the one more commonly used on a daily basis by ordinary citizens. When the public uses the term “government”, people usually mean the group that is currently exercising the power of governing.

In both Canadian and South African provincial governments office holders are elected politicians who are drawn from the parliamentary assembly. Senior officials are drawn from the ranks of senior executives both within and outside the public service and appointed for their managerial competency.

Governments are put in place to make policy decisions that serve the public good (Plumptre 1988: p.107). Governments strive to make affordable, long-lasting policy decisions that are in the public interest. Cabinets of provincial governments need to understand what decisions need to be made, realistic alternatives to solving problems, the implications of each alternative, how the recommended solution will solve the problem, whether the public will accept the solution; and how long the solution will last.

## **1.6 CONCLUSION**

Governance can be defined in many ways but regardless of the definition, many international agencies and experts in governance and development consider good governance to be a

prerequisite to stability and sustainable development. Because government must work with institutions in all parts of the public sector as well as the private sector, civil society, and co-operative sector, it is useful to understand different definitions of governance and the differences and similarities in governance among the sectors.

Good governance refers to a standard of excellence in the performance of governance. The principles on which good governance are based include:

- Leadership;
- Stewardship;
- Empowerment;
- Communication;
- Service;
- Accomplishment;
- Continuous learning; and
- Growth.

CIDA provided funding for a twinning project to strengthen governance in the provincial governments of South Africa. This study examined the principles, practices, methods and results of the Twinning Project implemented from 2000 to 2004. Lessons and best practices learned from the experiences of others including the OECD, the World Bank, the Conference Board of Canada, CIDA, IPAC, and the Programme on Governance provided guidance for the design and implementation of a twinning project on governance. Additional design and implementation requirements for the *Canada South Africa Provincial Twinning Project* included alignment with the objectives of African leaders, South African governments, the funding agency, the executing agency, and the priorities of the provinces. In addition, the work plans and activities needed to contribute visibly to capacity building and sustainable development in South Africa.

Knowledge gained from the implementation of the Twinning Project and the results of its efforts should contribute to a better understanding of the use of twinning programs for governance purposes, realistic expectations of what is achievable within the resources available, a better understanding of benefits to individuals and governments, and the prerequisites and critical elements of successful twinning projects on governance. Funding

and executing agencies should be able to use this knowledge when responding to requests for support. Program participants should be able to use this knowledge when planning developmental programs. The knowledge should also be helpful to partners of twinning projects in the development, implementation and evaluation of capacity-building projects.



## CHAPTER TWO

# INTERNATIONAL DEVELOPMENT PRINCIPLES AND POLICIES AND THEIR IMPLICATIONS FOR GOVERNANCE PROJECTS



## **CHAPTER 2**

### **INTERNATIONAL DEVELOPMENT PRINCIPLES AND POLICIES AND THE IMPLICATIONS FOR GOVERNANCE PROJECTS**

#### **2.1 INTRODUCTION**

Well-functioning, stable, prosperous countries provide support to poor countries and to countries emerging from conflicts and upheavals. This support, referred to as “international development” can be provided by a host of entities including governments, academic institutions, the private sector, philanthropists, and a variety of non-profit corporations and associations including religious organizations, humanitarian agencies, and professional and voluntary associations.

Forums at the international level such as the United Nations (UN), the Organization for Economic Co-operation and Development (OECD), the World Bank and the G8 are prominent role players in leading, monitoring and evaluating international development globally. The Organization for African Unity (OAU) has played a similar role for the African continent. More recently the African countries that have endorsed the *New Partnership for Africa’s Development (NEPAD)* have accepted much of the responsibility for leading and monitoring development in Africa.

National governments assume responsibility for international development undertaken by their own countries. They take into consideration and often adopt the principles, policies, and priorities of institutions that are recognized for their expertise and leadership in the field of international development including the OECD, the G-8, the African Union (AU) and the UN. National governments also value the lessons learned and best practices developed by major role players in the international development arena such as the UN and its various organizations, branches and agencies and the work of a variety of funders and their partners.

In Canada, the Canadian government has assigned responsibility for the provision of international development assistance to the Canadian International Development Agency (CIDA). In South Africa, the National Treasury, in conjunction with the provinces, is responsible for overseeing and co-ordinating international development initiatives. South

African provinces rely extensively on assistance from other countries and thus are deeply involved in international development. As well, most Canadian provinces are involved in international development to some extent.

As part of ongoing reviews and the final evaluation, funding agencies monitor the alignment of their projects with generally recognized values, principles and goals as well as with specific goals of their own country's foreign and assistance policies. If a development project is to be held accountable for appropriate alignment, its officials must have an understanding of what it must be aligned with.

This chapter examines the approaches to international development of several key role players at the international, national and provincial levels. The specific approaches of the UN and its programs, Canadian and African governments and the Institute of Public Administration of Canada (IPAC) that are relevant to evaluating alignment are identified. Since some of the policies are generic, discussions in this chapter identify how those policies could be interpreted for application to governance projects. In recognition of the fact that the quality of international development often depends on the quality of the human resources engaged, part of this chapter examines the core competencies needed for cross-cultural work and international development.

## **2.2 THE UNITED NATIONS**

The UN's policies, initiatives and programs provide the foundation for many development efforts. The *Millennium Development Goals*, the specific goals for Africa and the work of the United Nations Development Program (UNDP) are examples of work undertaken by the UN that provide leadership in international development.

### **2.2.1 United Nations' Leadership in International Development**

Since September 2000 the context for international development has been shaped by the *Millennium Development Goals* (United Nations 2000.[www.un.org/millennium\\_goals/](http://www.un.org/millennium_goals/)) set out in the UN's *Millennium Declaration* (United Nations 2000. [www.un.org/millennium/declaration/ares552e.pdf](http://www.un.org/millennium/declaration/ares552e.pdf)). The *Millennium Development Goals*, presented in Table 4 below,



represent a synthesis of the major commitments made at the UN's conferences and summits of the 1990s and are supported by the 191 member states of the UN as well as major international organizations (United Nations 2000: [www.un.org/millenniumgoals/](http://www.un.org/millenniumgoals/)). They require countries, both developed and developing, to do more to overcome the problems of poverty, illiteracy, hunger, lack of education, gender inequality, child and maternal mortality, disease, environmental degradation, and inequalities in trade, investment and technology.

<b>Table 4. Millennium Development Goals as Stated in the Millennium Declaration</b>	
<b>Goals and Targets</b>	<b>Indicators for Monitoring Progress</b>
<b><i>Goal 1: Eradicate extreme poverty and hunger</i></b>	
<b><u>Target 1:</u></b> <ul style="list-style-type: none"> <li>Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar per day.</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of population below \$1 per day.</li> <li>Poverty gap ratio (incidence X depth of poverty).</li> <li>Share of poorest quintile in national consumption.</li> </ul>
<b><u>Target 2:</u></b> <ul style="list-style-type: none"> <li>Halve, between 1990 and 2015, the proportion of people who suffer from hunger.</li> </ul>	<ul style="list-style-type: none"> <li>Prevalence of underweight children under five years of age.</li> <li>Proportion of population below minimum level of dietary energy consumption.</li> </ul>
<b><i>Goal 2. Achieve universal primary education.</i></b>	
<b><u>Target 3:</u></b> <ul style="list-style-type: none"> <li>Ensure that by 2015 children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.</li> </ul>	<ul style="list-style-type: none"> <li>Net enrolment ratio in primary education.</li> <li>Proportion of students starting grade 1 who reach grade 5.</li> <li>Literacy rate of 15-24 year-olds.</li> </ul>
<b><i>Goal 3: Promote gender equality and empower women.</i></b>	
<b><u>Target 4:</u></b> <ul style="list-style-type: none"> <li>Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education by no later than 2015.</li> </ul>	<ul style="list-style-type: none"> <li>Ratios of girls to boys in primary, secondary, and tertiary education.</li> <li>Ratio of literate females to males of 15-24 year olds.</li> <li>Share of women in wage employment in the non-agricultural sector.</li> <li>Proportion of seats held by women in national parliament.</li> </ul>
<b><i>Goal 4. Reduce child mortality</i></b>	
<b><u>Target 5:</u></b> <ul style="list-style-type: none"> <li>Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.</li> </ul>	<ul style="list-style-type: none"> <li>Under-five mortality rate.</li> <li>Infant mortality rate.</li> <li>Proportion of one-year old immunized against measles.</li> </ul>
<b><i>Goal 5: Improve maternal health</i></b>	
<b><u>Target 6:</u></b> <ul style="list-style-type: none"> <li>Reduce by 3/4., between 1990 and 2015, the maternal mortality ratio.</li> </ul>	<ul style="list-style-type: none"> <li>Maternal mortality ratio.</li> <li>Proportion of births attended by skilled health personnel.</li> </ul>
<b><i>Goal 6: Combat HIV/AIDS, malaria and other diseases</i></b>	
<b><u>Target 7:</u></b> <ul style="list-style-type: none"> <li>Have halted, by 2015, and begun to reverse the spread of HIV/AIDS.</li> </ul>	<ul style="list-style-type: none"> <li>HIV prevalence among 15-24 year old pregnant women.</li> <li>Condom use rate of the contraceptive prevalence rate.</li> <li>Number of children orphaned by HIV/AIDS.</li> </ul>
<b><u>Target 8:</u></b> <ul style="list-style-type: none"> <li>Have halted, by 2015, and begun to reverse</li> </ul>	<ul style="list-style-type: none"> <li>Prevalence and death rates associated with malaria.</li> </ul>

Table 4. Millennium Development Goals as Stated in the Millennium Declaration	
Goals and Targets	Indicators for Monitoring Progress
the incidence of malaria and other major diseases.	<ul style="list-style-type: none"> <li>Proportion of population in malaria risk areas using effective malaria prevention and treatment measures.</li> <li>Prevalence and death rates associated with tuberculosis.</li> <li>Proportion of tuberculosis cases detected and cured under directly observed treatment short course.</li> </ul>
<i>Goal 7: Ensure environmental sustainability</i>	
<u>Target 9:</u> <ul style="list-style-type: none"> <li>Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources.</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of land area covered by forest.</li> <li>Ratio of area protected to maintain biological diversity to surface area.</li> <li>Energy use (kg oil equivalent per \$1 GDP).</li> <li>Carbon dioxide emissions (per capita) and consumption of ozone-depleting CFCs (ODP tons).</li> <li>Proportion of population using solid fuels.</li> </ul>
<u>Target 10:</u> <ul style="list-style-type: none"> <li>Halve, by 2015, the proportion of people without sustainable access to safe drinking water.</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of population with sustainable access to an improved water source, urban and rural.</li> </ul>
<u>Target 11:</u> <ul style="list-style-type: none"> <li>By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of urban population with access to improved sanitation.</li> <li>Proportion of households with access to secure tenure (owned or rented).</li> </ul>
<i>Goal 8: Develop a global partnership for development</i>	
<u>Target 12:</u> <ul style="list-style-type: none"> <li>Develop further, an open, rule-based, non-discriminatory, trading and financial system. Includes a commitment of good governance, development and poverty reduction, both nationally and internationally.</li> </ul>	<u>Official Development Assistance (ODA):</u> <ul style="list-style-type: none"> <li>Net ODA, total and to least developed countries (LDCs), as a percentage of OECD/DAC donors' gross national income.</li> <li>Proportion of bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water, and sanitation).</li> <li>Proportion of bilateral ODA of OECD/DAC donors that is untied.</li> <li>ODA received in landlocked countries as a proportion of their GNIs.</li> </ul>
<u>Target 13:</u> <ul style="list-style-type: none"> <li>Address the special needs of the least developed countries. Includes: tariff and quota-free access for least developed countries' exports; enhanced program of debt-relief for HIPC and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction.</li> </ul>	<u>Market Access:</u> <ul style="list-style-type: none"> <li>Proportion of total developed country imports (by value, excluding arms) from developing countries and LDCs, admitted free of duties.</li> <li>Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries.</li> <li>Agricultural support estimate for OECD countries as a percentage of their GDP.</li> <li>Proportion of ODA provided to help build trade capacity.</li> </ul>

Table 4. Millennium Development Goals as Stated in the Millennium Declaration	
Goals and Targets	Indicators for Monitoring Progress
<u>Target 14:</u> <ul style="list-style-type: none"> <li>Address the special needs of landlocked countries and small island developing states.</li> </ul> <u>Target 15:</u> <ul style="list-style-type: none"> <li>Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.</li> </ul>	<u>Debt Sustainability:</u> <ul style="list-style-type: none"> <li>Total number of countries that have reached their HIPC decision points and number that have reached their HIPC completion points (cumulative).</li> <li>Debt relief committed under HIPC initiative, \$US.</li> <li>Debt service as a percentage of exports of goods and services.</li> </ul>
<u>Target 16:</u> <ul style="list-style-type: none"> <li>In co-operation with developing countries, develop and implement strategies for decent and productive work for youth.</li> </ul>	<ul style="list-style-type: none"> <li>Unemployment rate of 15-24 year olds, each sex, and total.</li> </ul>
<u>Target 17:</u> <ul style="list-style-type: none"> <li>In co-operation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries.</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of population with access to affordable essential drugs on a sustainable basis.</li> </ul>
<u>Target 18:</u> <ul style="list-style-type: none"> <li>In co-operation with the private sector, make available the benefits of new technologies, especially information and communications.</li> </ul>	<ul style="list-style-type: none"> <li>Telephone lines and cellular subscribers per 100 population.</li> <li>Personal computers in use per 100 population and Internet users per 100 population.</li> </ul>

Source: United Nations.2000: [www.un.org/millenniumgoals/](http://www.un.org/millenniumgoals/).

In addition to the goals for all developing countries, specific goals were established for meeting the unique needs of Africa. These goals aim to bring African countries and their people into the mainstream of the world economy (United Nations 2000: [www.un.org/millennium/declaration/ares552e.pdf](http://www.un.org/millennium/declaration/ares552e.pdf)) by:

- Supporting the consolidation of democracy in Africa;
- Assisting Africans in their struggle for lasting peace, elimination of poverty and sustainable development;
- Supporting the political and institutional structures of emerging democracies;
- Fostering regional and sub regional mechanisms for preventing conflict and promoting political stability within countries and throughout the continent;
- Taking special measures to address the challenges of poverty eradication and sustainable development in Africa, including debt cancellation, improved market access, enhanced official development assistance, increased flows of foreign direct investment, and transfers of technology; and
- Helping Africa build its capacity to address the spread of the HIV/AIDS pandemic and other infectious diseases.

The *Millennium Development Goals* are based on the values of freedom, equality, solidarity, tolerance, respect for nature and shared responsibility. They subscribe to the following principles (United Nations 2000: [www.un.org/millennium/ declaration/ ares552e.pdf](http://www.un.org/millennium/declaration/ares552e.pdf)):

- Continuous efforts towards a peaceful, prosperous and just world;
- A collective responsibility to uphold the principles of human dignity, equality and equity at the global level;
- Upholding the sovereign equality of all states including respect for their territorial integrity and political independence;
- Resolution of disputes by peaceful means and in conformity with the principles of justice and international law;
- The right to self-determination of peoples who remain under colonial domination and foreign occupation;
- Non-interference in the affairs of states;
- Respect for human rights and fundamental freedoms;
- Respect for the equal rights of all without distinction as to race, sex, language, or religion;
- International co-operation in solving international problems of an economic, social, cultural or economic character; and
- Ensuring that globalization becomes a positive force for all of the world's people.

Democratic and participatory governance based on the will of the people is seen by the UN as strongly supportive of achieving the *Millennium Development Goals* (United Nations. 2000: [www.un.org/millennium/ declaration/ ares552e.pdf](http://www.un.org/millennium/declaration/ares552e.pdf)).

Diabré (2004: [www.undp.org/dpa/ statements/associate/ 2004/11jun04.html](http://www.undp.org/dpa/statements/associate/2004/11jun04.html)) believes that achievement of the *Millennium Development Goals* requires methodically working towards targets by establishing deadlines for implementation, measurable goals and indicators that track progress. He notes that the goals are relevant to current challenges and that they strengthen the concept of global partnership by introducing the notion of co-responsibility. As well, he emphasizes that given current knowledge and resources, the goals should be attainable.

Brown has elaborated on the importance of the *Millennium Development Goals* and the new approach they bring in a variety of statements and speeches (2002: [www.undp.org/dpa/statements/administ/2002/june/27jun02.html](http://www.undp.org/dpa/statements/administ/2002/june/27jun02.html); 2002: [www.undp.org/dpa/statements/administ/2002/october/21oct02.html](http://www.undp.org/dpa/statements/administ/2002/october/21oct02.html); 2002: [www.undp.org/dpa/statements/administ/2002/november/22nov02.html](http://www.undp.org/dpa/statements/administ/2002/november/22nov02.html); 2003: [www.undp.org/dpa/statements/administ/2003/april/13april03.html](http://www.undp.org/dpa/statements/administ/2003/april/13april03.html); 2002: [www.undp.org/dpa/statements/administ/2004/march/29march04.html](http://www.undp.org/dpa/statements/administ/2004/march/29march04.html)). He has noted that the goals provide a new foundation for development, a foundation in which developed and developing countries both recognize that reducing poverty is in everyone's best interests. They reflect a vision shared by both developed and developing countries of what needs to be done and a framework to which development support can be aligned. They can be tailored to fit the needs of individual countries and can be used to support new working relationships and partnerships. As well, they have drawn attention to the special needs of Africa.

Because the *Millennium Development Goals* are supported at the highest political levels, they provide visible commitment of decision-makers to their attainment. Brown notes that they have been profiled and debated in major forums such as the G-8 and NEPAD. They provide a catalyst for increasing development assistance and a platform for discussing ways of removing obstacles. The information gathered from monitoring and reporting results provides a more comprehensive understanding of development and contributes to more effective strategies. The focus on results enables citizens of the developed countries to hold their decision makers accountable for ensuring that their country's development assistance is being directed to partners who will use the resources wisely and who will be able to demonstrate results. Donors are able to compare development efforts, to determine what their aid funds have been used for, and to assess the results achieved. The results focus also means that citizens of developing countries are able to review their country's progress in meeting the goals, compare their country's progress to other countries' progress and to hold their decision makers accountable for gaps in progress and lack of progress.

Other strengths of the *Millennium Development Goals* identified by Brown include their simplicity, their ability to strengthen democracy, their contribution to a better understanding of development, and their ability to serve as a catalyst for balancing competing interests. The goals can be communicated easily and can be understood by most people. They address problems to which the ordinary citizen can relate. Progress can be reported in such a way that it is easily understood by most people. When people, including the most disadvantaged

citizens are aware of and able to understand the nature, kind and rates of change taking place, they are better able to articulate their demands, to hold their politicians accountable, and to influence decisions.

Since the goals were approved, the UN has taken several steps to implement them and to encourage others to implement them. These include the following steps:

#### **2.2.1.1 Strengthening the United Nations**

The UN is working to strengthen its own organization so that it is able to provide more effective leadership and support in reaching the *Millennium Development Goals* (United Nations, 2001: [www.un.org/documents/gc/docs/56/a56326.pdf](http://www.un.org/documents/gc/docs/56/a56326.pdf)).

This strengthening includes:

- Continuing the General Assembly's efforts to streamline and revitalize its work;
- Strengthening the Office of the President through enhanced consultations and outreach;
- Strengthening the Economic and Social Council to enable it to fulfill its mandate;
- Strengthening co-operation and consultation among the organs of the United Nations, particularly the General Assembly, the Economic and Social Council, and the Security Council;
- Allocating sufficient resources for information technology and ensuring this technology is used strategically;
- Managing knowledge within the UN so that it is made available to partners and the public;
- Updating human resources policies and procedures; and
- Streamlining administrative processes; and
- Strengthening the ability of the UN to develop partnerships with the private sector, non-government organizations and civil society.

### **2.2.1.2 Preparation of an Implementation Plan**

The UN has prepared a roadmap for implementation of the *Millennium Declaration* (United Nations. 2001: [www.un.org/ documents/gc./docs//56/a56326.pdf](http://www.un.org/documents/gc/docs//56/a56326.pdf)). Some of the elements of this road map involve:

- Strengthening programs that address HIV/AIDS, health, nutrition and well-being, including increased funding;
- Encouraging the ratification of the *Kyoto Protocol* and the implementation of the *Convention on Biological Diversity* and the *United Nations Convention to Combat Desertification*;
- Fostering national human rights institutions; and
- Encouraging the further ratification and implementation of the *Convention on the Elimination of All Forms of Discrimination against Women*.

Strategies for assisting African countries include supporting the efforts of African countries individually and collectively to strengthen democracy and governance including encouraging governments to nurture democratic values, ideals and institutions, to develop independent judiciaries and media, and to strengthen capacity in public sector management, administrative and civil service reform, and parliamentary oversight.

### **2.2.1.3 Establishment of the *Millennium Project***

The UN established the *Millennium Project*, an independent advisory body. (United Nations. 2004: [www.unmillenniumproject.org/documents/MillenniumProjectInformationMaterial](http://www.unmillenniumproject.org/documents/MillenniumProjectInformationMaterial); United Nations. 2004: [www.unmillenniumproject.org/html/about.shtm](http://www.unmillenniumproject.org/html/about.shtm)). This body reported to the Secretary General. It was charged with recommending, by June 2005, the best strategies for achieving the *Millennium Development Goals* and with assisting selected governments of developing countries develop three to five - year poverty reduction strategies.

The *Millennium Project* had 10 task forces made up of practitioners, policy makers, scholars and representatives from the public sector, private sector, non-government organizations and civil society and from both developed and developing countries, to undertake the information

collection, analysis and preparation of reports on best practices and strategies. Specific attention was devoted to the operational priorities, organizational means of implementation, and financing structures needed to implement the goals. Each United Nations agency designated a senior official to oversee their respective agency's participation in the Millennium Project and to facilitate their agency's participation with the task forces. The Project also co-ordinated its work with that of the World Bank and the International Monetary Fund.

#### **2.2.1.4 Conferences**

Sponsoring conferences such as the Monterrey Conference in Mexico in 2002 that began the process of securing international funding for poverty strategies and health and education programs and the World Summit on Sustainable Development in Johannesburg, South Africa also in 2002 resulted in the development of a framework for achieving sustainable development goals for all developing countries (United Nations.2003:[www.undp.org/dpa/statements/administ/2003/april/13april03.html](http://www.undp.org/dpa/statements/administ/2003/april/13april03.html); United Nations.2002:[www.johannesburgsummit.org/html/documents/summit\\_docs/131302\\_wssd\\_report\\_reissued.pdf](http://www.johannesburgsummit.org/html/documents/summit_docs/131302_wssd_report_reissued.pdf)).

#### **2.2.1.5 Progress Reports**

The United Nations undertook the preparation, publishing and distribution of comprehensive progress reports including annual, global updates by the Secretary General on the results achieved as well as annual country reports that measured a specific country's progress in meeting the goals and compared the country's progress to benchmarks (United Nations 2003: [www.undp.org/dpa/statements/administ/2003/april/13april03.htm](http://www.undp.org/dpa/statements/administ/2003/april/13april03.htm)).

#### **2.3.1.6 The Millennium Campaign**

A *Millennium Campaign* to build popular support in both the developing and developed countries for the Goals was initiated. This campaign included building networks and partnerships across civil society, parliamentarians, the media, and key role players (United Nations 2003: [www.undp.org/dpa/statements/administ/2003/april/13april03.htm](http://www.undp.org/dpa/statements/administ/2003/april/13april03.htm)).



### 2.2.2 The United Nations Development Program (UNDP)

The United Nations Development Program assists developing countries put in place and share solutions to pressing problems. The UNDP has offices in 166 countries and global partnerships with democratic governance institutions. Its regional offices support the activities and initiatives of the United Nations within their respective countries. They work with the organization's partners to raise awareness and track progress. They link knowledge and resources between those who have them and those who need them.

To assist developing countries attract human and financial assistance and to use it effectively, the UNDP created the Bureau for Resources and Strategic Partnerships (UNDP. 2004: [www.undp.org/partnerships/index.html](http://www.undp.org/partnerships/index.html)). This Bureau assists in the development, co-ordination and nurturing of relationships between the UNDP and donor countries, civil society organizations, international financial institutions, regional development banks, the private sector, and the UN's various branches and units. A cross-cutting theme to all of the UNDP's work in every country is mainstreaming human rights and gender equality. It supports capacity development of women, provides policy advice to the poor and to women, and provides support to stand-alone operational interventions.

The UNDP is highly respected and trusted because it adheres to the UN's values and principles and is a neutral party not aligned with a specific country or partisan ideology. It has the widest reach of any development organization and is able to bring together a diverse group of organizations, people and resources to solve development issues constructively and collectively. Brown notes that the UNDP focuses its efforts in the following five areas (2004: [www.undp.org/about\\_undp/](http://www.undp.org/about_undp/); UNDP 2004: [www.undp.org/governance/index.htm](http://www.undp.org/governance/index.htm); UNDP. 2004: [www.undp.org/poverty/](http://www.undp.org/poverty/); UNDP 2004: [www.undp.org/energy and environment/](http://www.undp.org/energy_and_environment/); UNDP 2004: [www.undp.org/hiv/](http://www.undp.org/hiv/)):

- **Strengthening Democratic Governance** - The UNDP supports parliamentary development, development of electoral systems and processes, strengthening access to justice and human rights, and improving access to information. With respect to governance, the UNDP strengthens decentralization, local governance, public administration and civil service reform as well as the development of the capacity required to deliver basic services to the needy. Its work in strengthening democratic

governance takes the form of policy advice and technical support, capacity development of institutions and individuals, advocacy, communications and public information, promoting and brokering dialogue, and strengthening sharing of knowledge and good practices.

- **Poverty Reduction** - The UNDP urges developing countries to develop their own poverty eradication strategies and assists them in linking poverty reduction programs to economic and financial policies. It advocates for the poor by ensuring the needs of the poor are embedded in government policies and strategies. At the global level the UNDP supports poverty reduction through its work on trade reform, debt relief, and investment arrangements. Its actions include sponsoring innovative pilot projects, connecting countries to global best practices, promoting the role of women in development, and facilitating the co-ordination of the efforts of donors, civil society, and governments.
- **Dealing with and Recovering from Crises** - The UNDP assists developing countries deal with violent conflicts and natural disasters by working with them to find appropriate options for preventing crises, identifying and putting in place early warning systems, and using effective conflict resolution mechanisms. It also assists in bridging the gaps between emergency relief and long-term development.
- **Strengthening the Capacity to Address Energy and Environmental Issues** - The UNDP assists developing countries identify best practices through linking them with appropriate sources of knowledge, providing relevant policy advice, and facilitating partnerships that help poor people build sustainable livelihoods. As well, the UNDP helps countries work together at global levels to find solutions to problems that cannot be addressed by countries acting alone.
- **Mobilizing to Prevent, Manage and Deal with the Impact of HIV/AIDS** - The UNDP's work in HIV/AIDS involves activities at the community, national and international levels. It advocates for placing HIV/AIDS at the centre of planning and budgeting. It works to build national capacity to manage initiatives and seeks to broaden the capacity to include people and institutions not usually involved in public health matters. The UNDP's work encourages activities that support community-

level action. It also links knowledge and best practices from countries around the world with local needs.

The UNDP is a major contributor to development work in South Africa. It provides leadership to the country and other international organizations working in South Africa.

### **2.2.3 The Provincial Management Capacity Building Project in South Africa**

One of UNDP's projects undertaken in South Africa in the 1990s, the *Provincial Management Capacity Building Project*, has had a major impact on the South African provincial governments' approach to both working with donors and building capacity within their governments. This project provided resources in the form of technical experts, situation analysis, information dissemination, and training.

It established and adhered to the following guidelines (United Nations and South Africa 1997: pp. 30-38):

- The project's activities must be consistent with broader strategies laid out in major policy documents;
- There must be a committee made up of the directors general (The Provincial Management Capacity Building Board) to whom the project manager will report and which is responsible for overseeing the implementation of the project;
- The project manager must liaise with the funding agency as well as with provincial contacts;
- The project manager must respond rapidly and flexibly to identified needs emerging from the provinces;
- The activities of the project must be consistent with capacity building efforts for the provincial public services;
- Project activities must be funded transparently;
- Activities should be gender and representivity sensitive;
- The project should promote sustainable networks within and between provinces; and
- A report should be produced for every project activity completed.

The *Provincial Management Capacity Building Project* stipulated rigorous requirements for obtaining assistance. Requests had to be in writing, they had to clearly define the problem and the nature of assistance needed, and the expected outcome. Prior to the commencement of an activity, a written activity plan had to be prepared and approved.

The Twinning Project benefited from the legacy of the *Provincial Management Capacity Building Project* particularly its contribution to strengthened capacity in a variety of aspects of public administration, enhanced confidence of senior officials in working with donors and developing capacity in one's own government, and application of sound developmental processes as well as experience in using them. The Provincial Management Capacity Building Board established by the UNDP continued as a forum where provincial directors general met to share information on capacity building, to co-ordinate the involvement and activities of donors, to solve common problems regarding capacity building and to provide guidance to the Twinning Project throughout its duration.

### **2.3 DEVELOPMENT ASSISTANCE PROVIDED BY THE CANADIAN GOVERNMENT**

The Canadian federal government, the funder of the *Canada South Africa Provincial Twinning Project*, is responsible for Canadian foreign policy. It is legally responsible for trade, investment and agreements that are to be recognized by international law. The Canadian parliament must approve the country's international co-operation policy and funding for international development that is to be undertaken on behalf of the Canadian government.

International co-operation is one of the pillars of Canada's foreign policy. The Canadian government has more than 50 years experience in international co-operation and has developed a great deal of development expertise through practical experience and scholarly and applied research. As a member of the United Nations, the Canadian government has endorsed the United Nations' *Millennium Development Goals*, has aligned its new sustainable development strategy to the *Millennium Development Goals* (CIDA 2004: [www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable\\_development/\\$file/SDS-E.pdf](http://www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable_development/$file/SDS-E.pdf)) and has initiated actions that support reaching them. Its key foreign policy objectives for

international co-operation are the promotion of prosperity and employment, the protection of Canadian security within a stable, global framework, and the projection of Canadian values and culture.

### **2.3.1 Rationale for Canadian Development Assistance**

The Canadian government and its citizens provide assistance for development for a variety of reasons (CIDA 2002: [www.acdi-cida.gc.ca/aideffectiveness](http://www.acdi-cida.gc.ca/aideffectiveness); CIDA. 2004: [www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable\\_development/\\$file/SDS-E.pdf](http://www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable_development/$file/SDS-E.pdf)). The most important of these are briefly discussed here.

#### **2.3.1.1 Commitment to Helping Those in Need**

One of the major reasons that Canadians support development assistance is that Canadians believe that when one is in a position to do so, one should help others within the community, the province, the country, and in other parts of the world (CIDA. 2004: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)). Canadians have always had a strong commitment to working with people, societies and countries that are striving to improve their socio-economic status or overcome misfortune. Among the work of many agencies and organizations, the following examples illustrate Canadians' commitment:

- The contributions to Saskatchewan's *Matching Grants in Aid Program*;
- The Canadian Executive Services Organization's (CESO) programs;
- The Institute of Public Administration of Canada's (IPAC) international program;
- The international program of the Agricultural Institute of Canada (AIC);
- The Canadian Red Cross's programs for relief in times of emergency and disaster;
- The Mennonite Central Committee's development program;
- Interpares' work with women in developing countries; and
- The Canadian Organization of Development in Education's (CODE) work in providing educational resources to poor countries.

In addition, many Canadians make financial donations from their personal resources to help others achieve their aspirations and potential. As well, they often volunteer their time and skills directly or indirectly, individually or collectively, through their communities, their

careers, their churches, through humanitarian service organizations and non-governmental agencies.

The Canadian federal and provincial governments are proud of the social justice values that characterize Canadian people and believe that development assistance programs help profile these values. The existence of these values makes it possible for governments to allocate resources for international development, and as has been shown in the past two years, for the Canadian government to increase the amount of these allocations (CIDA [www.acdi-cida.gc.ca/cida\\_ind.nsf/](http://www.acdi-cida.gc.ca/cida_ind.nsf/)).

### **2.3.1.2 Poverty Reduction**

Canadian governments support initiatives that contribute to the reduction of poverty. The federal and provincial governments support healthy public policy (Mustard 1998: pp. 1-21), that is, they recognize that when people have a means of earning a living that is sufficient to meet their basic needs, when people have enough food to eat and an adequate supply of safe water, when they are free of disease and feel secure in their communities, when they have the knowledge, skills and opportunities to provide for themselves and their families, they are healthier, happier, more peaceful, more hopeful and more capable of participating on an equal footing.

Canadian governments also recognize that the consequences of not intervening to reduce poverty are not contained within the borders of the affected country but also affect surrounding countries and the world. Such effects may occur in the form of environmental degradation; the spread of disease among humans, animals, and plants; and social instability resulting in violence, disregard for human rights, civil strife, terrorism, and wars between nations.

The motivation to reduce poverty is readily visible in the numbers of retired professionals, executives, and public servants who volunteer for assignments with international development organizations that reimburse only out-of-pocket expenses (CESO [www.ceso-saco.com/](http://www.ceso-saco.com/); VSO [www.vsocanada.org/](http://www.vsocanada.org/)). It is visible in the willingness of the federal and provincial governments to release officials for short-term assignments in developing countries, without loss of salary or benefits, to provide needed expertise and advice. As well,

it is visible in the willingness of the Canadian federal government to fund international development programs and projects that assist countries to attack the causes of poverty and overcome them.

#### **2.3.1.3 Effective Participation in Resolving Global Issues**

Canadian governments provide development assistance because Canada is part of a global community. Only through international co-operation can complex issues, that affect all countries, be addressed. Some of these interests are the same as those related to poverty reduction including environmental sustainability, disease prevention and control, the promotion of peace and security, and respect for human rights. Other interests include issues such as economic and financial stability, displacement of people, migration, and immigration; and international crime.

Canadian governments recognize that globalization is changing how interactions occur and the impact of actions of other countries, international organizations and transactional corporations on them. Canadian provinces, as well as the federal government, are now developing their own international relations strategic policy and program frameworks to guide and co-ordinate provincial interests in foreign affairs and international activities.

#### **2.3.1.4 Economic Co-ordination**

A fourth reason for providing development assistance is the economic benefits for all concerned that can be achieved. Development assistance can help lay the foundation of trust that is the prerequisite for other relationships, including bilateral and multilateral relationships and trade relationships. Helping entrepreneurs develop products, businesses and markets in both Canada and the developing countries supports the creation of jobs, the upliftment of the disadvantaged, including the historically disadvantaged and marginalized, the enhancement of women's rights and women's participation in all aspects of society, the improvement of gender equality, the initiation of import and export contracts, and the encouragement of prosperity.

Development of trust helps Canada and developing countries work together to resolve multifaceted problems that influence trade, investment and economic development. Through

establishment of common understandings, developed and developing countries are able to seek solutions through international forums such as the G-8 and World Trade Organization (WTO), and negotiation of agreements such as those for the European Free Trade Area (EFTA), Asia Pacific Economic Co-operation (APEC), the Free Trade Area of the Americas (FTAA), and North American Free Trade (NAFTA).

### **2.3.2 Priority Areas for Canadian Development Assistance**

The Canadian federal government has approved six priority areas for official development assistance (ODA), that is funding provided for development work in other countries (Department of Foreign Affairs and International Trade 1995: [www.dfait-maeci.gc.ca/foreign\\_policy/cdn-world/](http://www.dfait-maeci.gc.ca/foreign_policy/cdn-world/)):

- ***Meeting Basic Human Needs*** - Efforts that provide primary health care, basic education, family planning, nutrition, water, sanitation, shelter, and humanitarian assistance;
- ***Achievement of Gender Equality*** - Efforts to strengthen women's full participation as equal partners in the sustainable development of their societies;
- ***Strengthening Infrastructure Services*** - Support for environmentally sound infrastructure services such as rural electricity and communications, with an emphasis on assisting poorer groups and building capacity;
- ***Strengthening Human Rights, Democracy, and Good Governance*** – Support for efforts that increase respect for human rights, including children's rights and for efforts that promote democracy, better governance and a stronger civil society;
- ***Promoting Private Sector Development*** - Efforts that promote sustained and equitable economic growth by supporting private sector development; and
- ***Protecting the Environment*** - Protection of the environment and initiatives that contribute to addressing global and regional environmental issues.



### 2.3.3 Canadian Assistance to Africa

The Canadian government has provided funding for projects in African countries for at least three decades (CIDA. 2003: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)). Prior to 1993 assistance to South Africa was channeled to non-government organizations. Since 1993 assistance has also been provided to the national and provincial governments. Honourable Brian Mulroney, Prime Minister of Canada between 1984 and 1993 strongly supported assistance to the new South Africa, including supporting the governance project that laid the foundation for the Twinning Project.

The creation of NEPAD has had a major impact on the Canadian government's assistance policy for the African continent. It has enabled former Canadian Prime Minister, the Honourable Jean Chrétien, and the Canadian government to assume a leadership role at the G-8 respecting strengthening the African continent. It has facilitated the increase in financial commitments that the Canadian government has made for assistance to Africa, commitments that reflect a marked increase over previous years' support. The Canadian government has made a commitment to increase its development assistance budget by 8% per year each year until 2010. At least half of the annual increase is to focus on Africa. (CIDA 2003: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)).

In 2001 the Canadian government set aside \$500 million for support to Africa. This allocation has been used to establish the Canada Africa Fund to support the Canadian government's commitment to the G8's Africa Action Plan. This fund supports a small number of large-scale, highly visible, initiatives undertaken by Canada, the G8, and Africa. Initiatives must fall within the three identified clusters, namely *Fostering Economic Growth*; *Strengthening Institutions and Governance*; and *Investing in People and the Future of Africa*. Those eligible to be considered for funding include:

- Recognized international and multilateral institutions;
- African governments;
- Pan African, regional, national and local institutions;
- Private sector entities;
- Civil society organizations; and
- Other donors.

Some of the initiatives being supported by the Canada Africa Fund (CIDA 2003: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)) include the following:

- ***Strengthening Parliamentary Democracy*** - The Canadian Parliamentary Centre is working with African parliaments to strengthen their operations and improve gender representivity;
- ***Strengthening Local Governance*** – The Federation of Canadian Municipalities is working with local municipalities to strengthen local government capacity;
- ***Strengthening the Public Service*** – The Africa Capacity Building Foundation in partnership with the Canadian Centre for Management Development is co-ordinating assistance that strengthens competencies in public management;
- ***Strengthening NEPAD's Outreach*** – NEPAD will receive assistance to enable it to reach, motivate, and involve more Africans in its program. A special fund, the *NEPAD Outreach Fund*, administered by the Canada Fund for Africa Secretariat, provides funding for activities such as workshops, seminars, consultations, research and publications. Now in its second phase, it provides \$2,500,000 over five years, for initiatives that have budgets of \$50,000 or less and that are considered having a high impact in terms of potential results. Applications must be from African non-governmental organizations, or organizations from the public or private sectors. The African organizations may have Canadian partners;
- ***Conflict Prevention*** – funding will be provided to support the African Union's work in preventing and resolving conflicts;
- ***Peace and Security*** – Funding is being provided to assist the Economic Community of West African States address peace and security issues;
- ***Project Preparation*** – Funding will be provided to the African Development Bank to build capacity in developing projects that are likely to be viable and attract investment;

- ***HIV/AIDS*** – The International AIDS Vaccine Initiative and the African AIDS Vaccine Partnership will receive assistance to enable them to strengthen research for an HIV/AIDS vaccine;
- ***Polio*** – The World Health Organization and UNICEF will receive assistance to be used to help eradicate polio;
- ***Children in Refugee Camps*** – Olympic Aid’s SportWorks Program will receive assistance to help it rehabilitate refugee children and build recreational capacity;
- ***Agricultural Research*** – The Consultative Group on International Agricultural Research will receive assistance to help it increase food production in Africa;
- ***Water Management*** – The Global Water Partnership will receive financial assistance to be used to support the development of policies, legislation, regulation and mechanisms to improve water management and access to safe supplies of water;
- ***Trade and Investment*** – Funding will be provided to assist African countries participate effectively in international markets and secure private sector investment. Specific uses include support for the United Nations’ Joint Integrated Technical Assistance Program, the United Nations International Trade Centre, the creation of a Canadian Investment Fund for Africa, and in partnership with the Economic Commission for Africa, the establishment of an African Trade Policy Centre; and
- ***Strengthening Information and Communications Technology (ICT) and E - Government*** – Assistance will be provided to the International Development Research Centre to be used to establish a centre that will promote connectivity, for the creation of an organization called Enablis that will assist small and medium sized businesses use ICT, and the establishment of an E-Policy Resource Network for Africa.

### 2.3.4 The Canadian International Development Agency (CIDA)

The organization created by the Canadian federal government to implement its foreign aid policy is the Canadian International Development Agency (CIDA). The mandate of the Canadian International Development Agency as stated in *Canada in the World* is:

*“To support sustainable development in developing countries, in order to contribute to a more secure, equitable and prosperous world.”* (Department of Foreign Affairs and International Development. 1995. [www.dfait-maeci.gc.ca/foreign\\_policy/cdn-world/menu-en.asp](http://www.dfait-maeci.gc.ca/foreign_policy/cdn-world/menu-en.asp)).

CIDA has several programs through which it delivers development assistance. The *bilateral program* provides assistance to developing countries in Africa, Asia and the Americas. The Canadian government and the partnering country sign an agreement that provides funding for specific projects that respond to needs and priorities identified by the partnering country. The *multilateral program* provides funding for international institutions and humanitarian assistance. The *partnership program* provides funding for projects delivered by Canadian institutions, associations, the private sector and non-governmental organizations. Non-governmental organizations include universities and colleges, unions, co-operatives, and organizations that rely on volunteers to provide expertise. Funding for the *private sector* is used to facilitate the formation of joint ventures. The *scholarship program* assists students from developing countries gain the knowledge needed to provide professional level expertise. CIDA also provides funding for the *International Development Research Centre* and the *Centre for Human Rights and Democratic Development*.

Through its programs CIDA has funded governance projects in countries in Asia, Africa and Central and South America. Some of its governance projects are summarized in Appendix C (CIDA 1994-2000: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)). An examination of the sample of governance projects listed in Appendix C indicates that they have supported strengthening:

- The role and capacity of civil society;
- The creation and operation of democratic governments and institutions;
- The rule of law and the recognition and protection of human rights;
- Gender equality and women’s rights;

- Protection of children and children's rights;
- The inclusion of the historically disadvantaged and marginalized in policy development and decision-making;
- The development and implementation of social and economic policy;
- Safety and security;
- Literacy, education, and skills development;
- Data collection, research, and information dissemination and management;
- Professional level knowledge and development of competencies needed in the public sector; and
- Efforts that reduce poverty and meet basic needs particularly for food, education, health care, and skills for earning a living.

The work being funded by CIDA in its governance projects in different countries indicates that there are several outcomes and a diversity of activities that could be undertaken to strengthen human rights, democracy, and public administration, all of which are compatible with the UN's *Millennium Development Goals*. They also provide examples of approaches and best practices that could be used with the Twinning Project.

### **2.3.5 CIDA's New International Development Policy and Delivery Approach**

Canadian foreign policy on development has evolved over many years. Changes are made to strengthen it and to keep it relevant. In 2002 the Canadian government undertook a review of its approach to development assistance and replaced it with a new, more comprehensive strategy that takes into consideration the needs of a global world, the importance of the political and cultural context in which development takes place, and the number and diversity of role players in the field of international development.

#### **2.3.5.1 Principles and Factors that Guide Canadian International Development Policy**

Building on the UN's work in developing the *Millennium Development Goals*, the Canadian government's own experience, the views of the Canadian public and development partners, and the work of the Development Assistance Committee of the OECD, the Canadian Government adopted the following principles for its new strategy (CIDA 2002: [www.acdi-cida.gc.ca/aideffectiveness](http://www.acdi-cida.gc.ca/aideffectiveness)):

- ***Local Ownership*** – The country receiving assistance must accept responsibility for determining the kind of assistance it needs, setting the priorities for the assistance available, determining who should provide the assistance, and overseeing the provision of assistance. The more ownership the developing country has for the strategy for its country, the greater the likelihood of the sustainability of the changes introduced and the results achieved;
- ***Improved Donor Co-ordination*** – The country receiving assistance bears primary responsibility for co-ordinating aid it is receiving from donors. Donors have a responsibility to work together to ensure their efforts complement each other's. When the developing country is responsible for co-ordination of donors, it determines the best fit between the donor's capacities and the country's needs and is in control of what is happening within the country and why;
- ***Stronger Partnerships*** – Partnerships can be strengthened by clearly identifying the responsibilities of both parties that is the responsibilities of the country receiving assistance as well as the responsibilities of the country providing assistance. Shared responsibilities also need to be identified and agreed upon;
- ***Results Based*** – Emphasis must be on results, not activities. Aid efforts must be monitored and evaluated to ensure development initiatives yield results; and
- ***Policy Coherence*** – There must be greater coherence between “aid” policies and “non-aid” policies. This coherence is important because non-aid policies such as policies on trade, investment, and information transfer, can have as great as, or greater than, effect on the progress of developing countries as do aid policies.

In addition to the principles established to guide international development, the Canadian government has also recognized that the following factors must be taken into consideration for aid to be effective and sustainable (CIDA 2002: [www.acdi-cida.gc.ca/aideffectiveness](http://www.acdi-cida.gc.ca/aideffectiveness)):

- ***Good Governance*** – Good governance and a sound policy environment are considered to be the most important determinants of aid effectiveness and

development progress. They provide the setting for development initiatives and without them progress is difficult and may not be sustainable;

- ***Building Capacity*** – For development results to be sustainable countries must have, within their own ranks, the capacity to assume responsibility for maintaining the development initiatives that have been undertaken. This capacity enables developing countries to assume the full range of responsibilities that mature countries must engage in including international responsibilities in areas such trade, environmental protection and multilateral agreements. Capacity must be built in both the public and private sector; and
- ***Engaging Civil Society*** – The people affected by development initiatives, including the poorest and the most marginalized, must participate in developing solutions to problems that affect their lives, and take ownership of the priorities and processes. The engagement of civil society, particularly the involvement of the poor and the marginalized, enhances the likelihood of aid being used to meet basic needs. It can empower those who have been unable to influence decisions that affect them.

#### **2.3.5.2 Canada's International Policy Statement**

Up until 2002, CIDA delivered most of its development aid through projects. The advantages of the project approach appeared to warrant this delivery mechanism. Projects are often able to address relatively straightforward, technical problems. They can be used to pilot potential solutions and determine their acceptability and likelihood of success. They can assist in identifying policy issues that need addressing in another forum.

However, CIDA found that the project approach has limitations (CIDA 2002: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)). They found that this approach does not work well with complex problems that require comprehensive and integrated solutions. They found that the project approach, particularly when numerous donors are involved, can lead to a piecemeal approach within a country which can make it difficult for a country to take ownership. They also noted that the project approach could overburden limited resources. Personnel involved may not have the time to adequately meet all of the accountability requirements of numerous donors as well as making sure that the necessary activities are implemented properly.

In 2001 and 2002 CIDA undertook a review of its aid policy and developed a new policy. The new policy is presented in the document, *Canada Making a Difference in the World: A Policy Statement on Strengthening Aid Effectiveness* (CIDA 2002: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)) In keeping with its new policy, CIDA is moving towards a program approach. This approach gives more emphasis to comprehensive and co-ordinated planning, policy dialogue, and strategic aid investment.

The program approach looks at the continuum of support required – from policy development, to institutional establishment, to developing capacity in human resources. Key elements are donor co-ordination by the developing country and local ownership. Another key element of a program approach is partnerships. CIDA defines a partnership as a relationship “... *based on the principles of equitable sharing of rights, roles and responsibilities ... in which partners have articulated shared objectives and agreed upon responsibilities.*” (CIDA 2002: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)):

CIDA is now focusing on initiatives that are integrated into broader strategies for the developing country. It is expecting that these initiatives will:

- Be built on a strong foundation of knowledge about the country;
- Be delivered through a partnership approach;
- Be responsive to the partnering country’s priorities;
- Be implemented in such a way that they have maximum impact for the given resources;
- Have good leverage potential; and
- Emphasize effective policy development at the macro-level.

In 2005 the Government of Canada announced its revised approach to international policy called *Canada’s International Policy Statement – A Role of Pride and Influence in World Development* (CIDA 2005: [www.acdi-cida.gc.ca/ips](http://www.acdi-cida.gc.ca/ips)). The criteria for determining partners for receiving aid include the country’s level of poverty, the country’s ability to use aid effectively, and sufficient Canadian presence to add value. Over time the Canadian government’s bilateral assistance is to be increasingly concentrated in sub-Saharan Africa.



In this strategy good governance will continue to be promoted, including programming that will help build core institutions and technical and managerial competencies. Strengthening governance will be co-ordinated with strengthening education and health and expanding economic opportunities. A new vehicle, namely, the Canada Corps, is to be used to strengthen democracy, human rights and good governance in recipient countries. The Canada Corps consists of groups and individuals from the public, private and voluntary sectors who have experience, expertise and/or an interest in strengthening governance in another country. The Canada Corps is expected to mobilize Canadians of all ages and backgrounds in this endeavour and to establish collaborative partnerships between Canadian organizations and organizations found within the recipient country.

The Twinning Project operated during the review of CIDA's approach to international development. However, the contribution agreement that governed the work of the Twinning Project was constructed under the policies in place in 2000.

#### **2.3.5.3 CIDA's Commitment to Sustainable Development**

The Canadian government has approved the use of a sustainable development approach to international development. CIDA defines sustainable development as "development that is equitable and environmentally sustainable and that strengthens the economic, social, environmental, and governance capacity of women and men, girls and boys." (CIDA 2004: [www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable\\_development/\\$file/SDS-E.pdf](http://www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable_development/$file/SDS-E.pdf)).

CIDA confirmed its commitment to self-sustaining development in its three sustainable development strategies (CIDA 1997, 2001, 2004: [www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable\\_development/\\$file/SDS-E.pdf](http://www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable_development/$file/SDS-E.pdf)). This commitment focuses on improving the quality of life of people taking into consideration local conditions and cultural differences. It stresses participatory approaches, flexibility in programming, local ownership, and personal investment in one's own development. CIDA's new sustainable development strategy has the following two goals:

- To support sustainable development in developing countries in order to reduce poverty and to contribute to a more secure, equitable, and prosperous world; and

- To support democratic development and economic liberalization in countries in transition in Eastern Europe and the former Soviet Union.

The desired end result of these goals is to enable developing countries and countries in transition to take full control of their development and to develop their capacity to become fully independent of outside assistance. The action plan for CIDA's new sustainable development strategy is summarized in Table 5, below.

<b>Table 5. Action Plan for CIDA's Sustainable Development Strategy 2004 – 2006</b> <i>* Gender equality and the environment are themes that cut across all developmental results</i>		
<b>Key Agency Developmental Results</b>	<b>Priorities (to be Adapted for the Respective Country)</b>	<b>Examples of Desired Outcomes</b>
<i>Economic Well-Being</i>  Equitable economic growth and improved standards of living of poor women and men, girls and boys.	<ul style="list-style-type: none"> <li>▪ Strengthen investments in agriculture and rural development</li> <li>▪ Support private sector development that contributes to pro-poor equitable economic growth, and to improved and sustainable standards of living of poor women and men, girls and boys.</li> <li>▪ Build capacity to make trade work for poor women and men, girls and boys.</li> <li>▪ Foster an enabling environment for economic growth and investment.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Poverty reduced and food and nutrition security improved.</li> <li>▪ Agriculture and natural resources management practices are environmentally sustainable and promote ecosystem health.</li> <li>▪ Increased incomes and improved productive capacities, including greater control by women over productive assets.</li> <li>▪ Strengthened business, social, and workforce adjustment programs and policies to address the variable effects of trade reform on poor women and men, girls and boys.</li> <li>▪ Sound and accountable private and public institutions to support well-functioning and competitive local and national markets and higher investment rates.</li> </ul>
<i>Social Development</i>  Improved quality of life of poor women and men, girls and boys through enhanced social services, management of the social impact of reform, progress toward gender equality, and humanitarian assistance.	<ul style="list-style-type: none"> <li>▪ Strengthen programming in basic education, HIV/AIDS, health and nutrition, and child protection.</li> <li>▪ Support and promote the integration of gender equality dimensions in all development policies, programs, and projects.</li> <li>▪ Provide humanitarian assistance in times of natural disaster and/or conflict</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increased capacity of partner countries to provide equal access to, and completion of, basic education.</li> <li>▪ Increased capacity of partner countries to provide a comprehensive, multi-sectoral HIV/AIDS program across the continuum of care.</li> <li>▪ Improved health policies, programs, and systems in a variety of areas and that are responsive to the needs of women and girls.</li> <li>▪ Increased capacity of partners to promote and protect the needs of girls and boys in need of special protection measures.</li> <li>▪ Increased capacity of partners to design and implement development policies, programs and projects that reflect the priority interests of both females and males.</li> <li>▪ Basic human needs met and human suffering alleviated during times of natural disaster and/or conflict.</li> </ul>

<b>Table 5. Action Plan for CIDA's Sustainable Development Strategy 2004 – 2006</b> <i>* Gender equality and the environment are themes that cut across all developmental results</i>		
<p><i>Environmental Sustainability</i></p> <p>Improved environmental sustainability through the protection, conservation, and management of the diversity and integrity of the environment.</p>	<ul style="list-style-type: none"> <li>Support and promote the integration of environmental considerations in countries' policies, programs and projects in support of the achievement of the <i>Millennium Development Goals</i>.</li> <li>Contribute to increasing the capacities to address environmental issues such as desertification, climate change, and water and sanitation in ways that reflect the priorities and interests of women and men, girls and boys.</li> </ul>	<ul style="list-style-type: none"> <li>Countries with a strengthened ability to integrate environmental considerations in their policies, programs, and projects.</li> <li>Increased capacity to address climate change and land degradation, and develop and implement sustainable integrated water management approaches.</li> <li>More effective participation and decision making and equitable access by women, the poor, and other underrepresented groups in the management of natural resources.</li> </ul>
<p><i>Governance</i></p> <p>Improved governance structures and institutional capacity, strengthened civil society, improved peace and security, and enhanced respect for human rights and democracy.</p>	<ul style="list-style-type: none"> <li>Promote public sector reform and greater use of rule-based systems to govern economic, political, environmental, and social affairs.</li> <li>Build democratic institutions and processes that represent and engage all members of society.</li> <li>Support the increased promotion and protection of human rights by institutions, governments, and civil society organizations.</li> <li>Increase attention to conflict prevention, post-conflict reconciliation, peace building and security.</li> </ul>	<ul style="list-style-type: none"> <li>Governing structures and institutions are increasingly stable, accountable, transparent, and bound by the rule of law.</li> <li>Civil society is enabled to organize, advocate, effect, and influence change.</li> <li>Increased knowledge and recognition by the general public and decision makers of the rights of women and men, girls and boys.</li> <li>Improved local capacity to prevent or manage conflict and strengthened security sector.</li> <li>More effective transition from complex emergency/crisis to sustained development.</li> </ul>

Source: Compiled from information in CIDA. 2004: [www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable\\_development/\\$file/SDS-E.pdf](http://www.acdi-cida.gc.ca/NET/IMAGES.NSF/vLUIImages/Sustainable_development/$file/SDS-E.pdf).

This action plan seeks to strengthen the alignment of the Canadian government's development assistance with the plans and priorities of the developing countries by bringing its programs into line with and harmonizing its procedures with those of the country. The action plan also enables the Canadian government's aid to be part of funding arrangements involving several donors. The new action plan seeks to sharpen its focus on poverty by targeting resources to a smaller number of the world's poorest countries and to fewer sectors

in each country. Assistance for higher income developing countries will focus on broader economic, social, cultural and governmental programming.

CIDA is working to redouble its efforts to co-ordinate Canadian government assistance in the form of aid and non-aid policies, particularly in the areas of trade, investment, the environment, agriculture, and migration. CIDA is moving to balance its programming on social well-being with programming on economic well-being. It is also developing programs for assisting fragile states and countries in crisis.

### **2.3.6 CIDA's Policies and Action Plans**

CIDA has developed a number of specific policies and action plans to assist it and those it works with to understand its objectives and expectations. These policies and action plans are summarized in Appendix D and include its policies on governance, poverty reduction, meeting basic human needs, gender equality, HIV/AIDS, and results based management (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)). They apply to all of CIDA's programs and projects. The essence of each of the major policies is presented below as well as an interpretation of how the policies may be translated into action for governance projects.

#### **2.3.6.1 CIDA's Policy on Governance**

The statement of CIDA's policy on governance and some of the related implications for the Twinning Project are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy-** This policy has the following purposes:
  - To strengthen the role and capacity of civil society and democratic institutions;
  - To promote the effective and accountable exercise of power by the public sector;
  - To support organizations that promote and protect human rights; and
  - To enhance the will of leaders to respect rights and rule democratically.
- **Implications:** CIDA's governance projects are to support building capacity at three levels:

- *Individual* – Developing competencies in individual public servants that enable them to analyze, develop and implement policies and programs;
- *Collective* – Providing institutional support for structures, systems and linkages that encourage policy and program development and implementation, appropriate allocation of resources, transparency and accountability; and
- *System-wide* – Defining and putting in place overarching policies and organizational structures including institutions, policy frameworks, and legislation.

At the provincial level governance projects are (CIDA 2000: pp. 1 and 2):

- To strengthen the structures, systems and processes of governments;
- To strengthen the competencies of senior officials in public administration and public management; and
- To strengthen the provincial governments' capacity in the development, integration and implementation of public policy.

Because the Twinning Project focused on provincial governments, understanding this policy and its implications was important.

### **2.3.6.2 CIDA's Policy on Poverty Reduction**

The statement of CIDA's policy on poverty reduction and some of the related implications for the Twinning Project are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy** - The purpose of this policy is to contribute to sustained reduction both in the number of people living in poverty in developed countries and in the extent of their deprivation.
- **Implications** - Since constraints and opportunities facing different groups of the poor can occur at all levels of society, all spheres of government have a role in addressing the systemic causes of poverty and developing and implementing policies and programs that improve the conditions of the poor and their access to decision-making.

Objectives and activities undertaken to strengthen governance must complement those of other projects, policy interventions, and initiatives. Knowledge transfer and skills development in targeted areas such as economic development, trade and investment, and agricultural and rural development contribute indirectly to job creation, wealth generation, and poverty reduction.

There are various approaches to reducing poverty, some focusing on the individual, some on the community, and some on the institution. In governance projects, initiatives to reduce poverty include building capacity in provincial governments so that the needs of the poor can be better addressed through research, policy and program, and service delivery. Policy interventions may be needed to address the root causes of poverty. Such interventions include:

- Encouraging meaningful analysis and discussion of poverty issues;
- The promotion of equitable policies;
- Improving gender equality;
- Encouraging a comprehensive approach that has both economic and social development components; and
- Co-ordinating the initiatives of governance projects with the projects of the national, provincial and local governments, other donors, NGOs, and others involved in poverty-reduction efforts.

The Twinning Project operated in the context of CIDA's policy on poverty reduction and therefore participants were required to understand and, to the extent possible, demonstrate compliance with this policy.

### **2.3.6.3 CIDA's Policy on Meeting Basic Human Needs**

The statement of CIDA's policy on meeting basic needs and some of the related implications for the Twinning Project are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy:** The purposes of this policy are:
  - To support efforts to provide primary health care, basic education, family planning, nutrition, water, sanitation and shelter; and
  - To respond to emergencies with humanitarian assistance.
  
- **Implications:** Governance projects may support various capacity strengthening tasks:
  - Needs identification in areas such as health, education, welfare, economic development, job creation, and food production;
  - The development of appropriate strategies, policies and action plans to respond to identified needs;
  - The provision of professional expertise related to the regulatory frameworks required to implement and co-ordinate government strategies;
  - The promotion of human development, including fostering citizen participation in decision-making and the participation of women in decision-making;
  - The gathering of data and information on relevant economic, social and cultural factors to better understand the context;
  - The encouragement of a fuller understanding of the importance of good governance and the roles and responsibilities of the various spheres of government; and
  - The promotion of accountability for decisions and actions undertaken.

The Twinning Project's participants were expected to identify opportunities for activities and outcomes that would assist in meeting basic human needs.

#### **2.3.6.4 CIDA's Policy on Environmental Sustainability**

The statement of CIDA's policy on environmental sustainability and some of the related implications for the Twinning Project are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy:** The purposes of this policy are:
  - To increase the institutional, human resource and technological capacities of developing country governments, organizations and communities with respect to planning and implementing development policies, programs and activities that are environmentally sustainable; and
  - To strengthen the capability of developing countries to contribute to the resolution of global and regional environmental problems while meeting their development objectives.
  
- **Implications:** Governance projects support environmental sustainability by encouraging governments to develop policies, programs, and projects that further the objectives of environmental sustainability. This includes:
  - Supporting dialogue on matters affecting the environment; and
  - Encouraging all spheres of government to consider environmental sustainability as a crosscutting issue that needs its own policy and performance measurement framework.

The Twinning Project's participants were required to understand and, to the extent possible, demonstrate compliance with this policy.

#### **2.3.6.5 CIDA's Policy on Gender Equality**

The statement of CIDA's policy on gender equality and some of the related implication are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy:** The purpose of this policy is to support the achievement of equality between women and men, and girls and boys, to ensure sustainable development.
  
- **Implications:** Governance projects promote equity and equality, particularly as these affect the historically disadvantaged and marginalized. More specifically, in governance projects efforts are made:



- To encourage governments to consider gender equity and equality as one of their objectives and to promote, design, and implement policies, programs, and projects that support gender equality;
- To introduce and/or strengthen structures, systems and processes that foster gender analysis;
- To strengthen policy units, policy co-ordination, and policy analysis competencies;
- To strengthen the content of policy documents and to strengthen program design;
- To remove obstacles; and
- To facilitate professional networks, role modeling, and profiling of positive examples.

Implementation of this highly important policy was a requirement for the Twinning Project. However, in South Africa it is important to be mindful of historical marginalization of both men and women based on race. It was essential to understand the differential impacts of policies, programs and actions on race and gender separately as well as cumulatively.

Whenever possible, the participants in the Twinning Project needed to identify relevant baseline data and measure change as it affected gender equality and the improvement of the historically disadvantaged and marginalized. They also sought to develop and maintain knowledge of the nature and scope of gender equality issues, share information, best practices, and lessons learned, and co-operate in the identification of constraints, opportunities and entry points for promoting gender equality. Because South African women faced more severe discrimination, Twinning Project participants needed to make a special effort to reinforce positive images of women and the equal participation of women as agents of change.

#### **2.3.6.6 CIDA's Policy on HIV/AIDS**

The statement of CIDA's policy on gender equality and some of the related implications for the Twinning Project are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy** – The purposes of this policy are:

- To work with others to meet international targets for improving access to HIV/AIDS related information, education and services; and
  - To reduce the prevalence of HIV/AIDS.
- **Implications** – Those involved in governance projects contribute to reaching HIV/AIDS goals by:
- Ensuring that HIV/AIDS is considered a cross cutting theme in program design, and when identified by a partner as a priority for the specific donor's program, a key result area with its own short, medium, and long-term objectives;
  - When possible, identifying baseline data and measuring change;
  - Supporting the efforts of other role players and work within the area assigned to them to foster co-ordination and prevent duplication.
  - Seeking to develop, strengthen and disseminate knowledge on the nature, scope and impact of HIV/AIDS, to share information, best practices, and lessons learned, and to co-operate in the identification of opportunities for addressing this pandemic, not only in South Africa, but globally.
  - Seeking to gain a better understanding of how people perceive their own risks regarding HIV/AIDS and the consequences of those risks, and to identify the key elements that motivate people to change their behaviours.
  - Encouraging commitment to prevention, management and control programs by senior officials and elected office holders and public leadership in the implementation of policies and programs to address HIV/AIDS, STDs, and tuberculosis and their causes.

The magnitude of the HIV/AIDS epidemic in South Africa meant that this important policy area warranted efforts to seek ways of providing effective, relevant support by Canadian Provincial governments and related agencies.

#### **2.3.6.6 CIDA's Policy on Results-Based Management (RBM)**

The statement of CIDA's policy on results-based management and some of the related implications for the Twinning Project are as follows (CIDA 1999, 2000: [www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)):

- **Policy** – The purposes of this policy are:
  - To focus on results in order to employ management practices that optimize value for money and the prudent use of human and financial resources; and
  - To report to the Parliament and citizens of Canada on the government's development achievements.
- **Implications** - Governance projects use CIDA's RBM model as a mechanism of accountability. This means that governance projects:
  - Define realistic expected results;
  - Clearly identify program beneficiaries and design programs to meet their needs;
  - With the use of appropriate indicators monitor progress towards results;
  - Track resources, both project and in-kind consumed;
  - Identify and manage risks;
  - Increase knowledge by learning lessons and integrating them into decisions; and
  - Report on results achieved and the resources used to achieve them.

All participants in the Twinning Project were required to understand and apply this policy as part of the Contribution Agreement's requirements and part of the partnership agreements.

#### **2.3.7 CIDA's Development Assistance to South Africa**

As part of ongoing evaluation, CIDA undertook a review of its assistance to South Africa with a view to ensuring that aid is directed at the areas that it is most needed and most beneficial. This review, requested by South Africa's National Government and entitled *The South Africa-Canada Development Co-operative Program Review*, examined programs in South Africa funded by Canada during the period 1994/95 to 2002. It focused on the impact,

that is, the long-term results, of the programs. Its five areas of assessment were overall development co-operation; governance; human resource development (education); civil society; and economic development. Its objectives were (CIDA 2003: p.2):

- To draw out key findings and lessons learned from the current strategy;
- To identify opportunities for long-term relationships beyond aid, with prospective areas of complementary Canadian and South African strengths;
- To analyze existing developing co-operation priorities of Canada and South Africa with a view to aligning a future strategy to identified South African development priorities and goals; and
- To provide information for future strategy preparation.

This review, completed in 2003, examined the extent of the responsiveness of the program to South Africa's challenges, priorities and objectives; the alignment of the program with South Africa's official development assistance policies and management; lessons learned and proposed changes to strengthen alignment in the future; opportunities for South African-Canadian co-operation in regional African development in support of NEPAD; skills and technology transfers effectively sustained over the project period; and identification of areas with the potential for long-term institutional linkages. With respect to governance projects, the review examined (CIDA 2002: pp. 7- 8):

- The extent the Canadian strategy contributed to the goal of constitutional reform;
- Whether the Canadian assistance enhanced capability within provincial and national institutions; and
- Evidence of improved government services as a result of Canadian exposure and or training.

The review examined two aspects of sustainability as defined by CIDA – financial sustainability and resident capacity. The reviewers found that more than one-half the projects would be able to continue financing ongoing activities themselves and that more than two-thirds of the projects had the capacity within the organizations themselves either to finance the activities or to obtain funds from external sources to fund the activities on an ongoing basis. This included all of the government partners with the exception of the South African Qualifications Authority (SAQA) (CIDA 2003: p.17). They concluded that with respect to

governance, South Africa's needs are related more to technical assistance than financial assistance (CIDA 2003: p.18).

The review found a correlation between the different types of partnership formation and the level of results achieved. Reviewers noted that one of the key factors of success is senior level and political commitment. The review identified the following elements as conditions that encourage effective partnerships:

- Partnerships should be demand driven and responsive to the county's needs;
- There must be a complementarity and fit between the partners;
- There must be a shared vision and it must be translated into specific project activities; and
- There must be an agreed upon implementation framework with defined roles.

The results of the review (CIDA 2003: p.8) concluded that Canadian support from the federal and provincial governments assisted in establishing the core components of government as well as introducing improvements in government co-ordination and delivery (one-stop shopping initiative). The review also noted that:

- Governance problems appear to be linked more to limitations in technical capacity than to budgetary support;
- The South African partners appear to have the capacity within their ranks that is necessary to sustain the benefits gained;
- CIDA's partners maintain relatively high levels of human and technical capacity, a situation that increases the likelihood of key activities being continued after CIDA funding ceases; and
- Prospects for sustainability were better when the South African partners "owned" the projects, when enough capacity was built into the program to facilitate the continuation of activities and/or when strategies were adopted to institutionalize operations within the governments.

The reviewers recommended that CIDA should (CIDA 2003: p. 21):

- Continue to work with the provinces (and possibly local governments);

- Stress the importance of national-provincial relations; and
- Expand its support to ‘watch dog’ organizations working to strengthen the rule of law.

As a consequence of this review and additional consultations, CIDA developed a new strategy for South Africa that focuses on three themes: service delivery to the poor; HIV/AIDS; and tripartite relations (2004: [www.acdi-cida.gc.ca/CIDAWEB/webcountry.nsf](http://www.acdi-cida.gc.ca/CIDAWEB/webcountry.nsf)). It replaced the twinning model with the Canadian Corps model.

## **2.4 DEVELOPMENT ASSISTANCE PROVIDED BY THE CANADIAN PROVINCIAL GOVERNMENTS**

Canadian provincial governments have no formal constitutional or legal responsibility for the provision of international assistance. However, in keeping with the Canadian values of respect for human rights, democratic governance, the rule of law, sustainable development, and provision of assistance in times of need, Canadian provinces have often provided international assistance. Assistance that provinces provide must comply with the Canadian government’s foreign policy and must be within the authority of their own government’s legislation. In Saskatchewan, for example, international relations and international development would be subject to the provisions of *The Government Organization Act, 1996*, *and the Statutes of Saskatchewan* as well as specific departmental legislation and regulations such as *The Department of Government Relations and Aboriginal Affairs Regulations, 2002*, and *The Federal-Provincial Agreements Act, 1978*.

The Canadian federal government cannot bind the Canadian provincial governments to programs, activities, agreements, or funding without the consent of the affected provincial government(s). If provincial legislation is required to implement a policy, only the provincial governments can pass the legislation. For this reason, Canadian provincial governments, in conjunction with the federal government, play an active role in international matters that affect their provinces, particularly in matters that are within the powers delegated to the provinces. They are active in key areas of provincial policy such as immigration, trade, tourism and culture and may establish offices in foreign countries to advance their interests in these areas. Most Canadian provinces co-ordinate international co-operation and development through their government’s intergovernmental relations branch or department.

Provincial assistance that has been provided includes government officials providing study tours or other training and consultant services as part of their routine duties and in-kind contributions for federally funded initiatives. Provinces have also, for reasons of provincial domestic policy or in matters of mutual interest and mutual benefit, entered into informal arrangements with other countries such as through exchanges of letters, memoranda of understanding and administrative agreements. All of these arrangements must be within the parameters of Canadian foreign policy and must not attempt to or be seen to have any standing in international law. If provincial departments need funding for international relations or international development, they must request the necessary funds through their government's budget processes and ensure that cabinet and the legislative assembly approve them. Provincial governments may fund some international assistance through programs such as Saskatchewan's Matching Grants in Aid Program, but because international assistance is a federal responsibility, most do not budget for significant amounts of funding in this area.

The Government of Alberta has established a separate Governance Office within its Department of International and Intergovernmental Relations (Alberta Provincial Government. [www.iir.gov.ab.ca/interrel/pages/governance/mandate.htm](http://www.iir.gov.ab.ca/interrel/pages/governance/mandate.htm)). Its mandate is to co-ordinate and manage Alberta's participation in governance projects. It provides information and advice to financial institutions, partners, and others interested in governance projects, co-ordinates the provision of the Alberta government's expertise in international projects, and creates partnerships between Alberta's and other countries' public and private sectors, academic institutions and non-governmental organizations. This office has the authority to charge for its work including work above and beyond commitments made in administrative agreements. It has established cost-recovery fees based on commercial principles.

The Province of Quebec has a Ministry of International Relations that is responsible for international relations in its areas of jurisdiction (Perron 2004: Private Communication). It has a well-established network of foreign offices and has agreements with the federal government that enable it to administer specific foreign policy and to attend certain international meetings as a participating government. This ministry seeks to ensure that Quebec's interests are taken into consideration in bilateral relations and multilateral forums, to foster an accurate perception of Quebec abroad and to sensitize Quebec public opinion to

the foundations and challenges of Quebec's international action. Within this ministry is a Secretariat of International Aid that is responsible for co-coordinating all of the Quebec government's actions related to international development and co-operation ([www.mri.gouv.qc.ca/secretariat/](http://www.mri.gouv.qc.ca/secretariat/)).

## **2.5 SOUTH AFRICAN NATIONAL AND PROVINCIAL GOVERNMENTS' APPROACH TO INTERNATIONAL CO-OPERATION AND SUSTAINABLE DEVELOPMENT**

*The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) assigns to the national government, among other things, responsibility for international agreements, matters of economic unity, matters that cannot be regulated by legislation enacted by the respective province individually, and matters that to be dealt with effectively require uniformity across the nation. Provincial governments work closely with the Department of Foreign Affairs, the National Treasury and the Department of Public Service and Administration, to utilize international development resources, effectively.

### **2.5.1 The Reconstruction and Development Programme (RDP)**

Prior to the 1994 election the ANC prepared a policy document entitled, *The Reconstruction and Development Programme (RDP)* (ANC. <http://www.anc.org.za/ancdoc/policy/short.htm>). After the 1994 elections, the Government of National Unity adopted this policy and in the early years of governing implemented it through a separate office. With the finalization of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) and as government structures and systems became fully operational, the need for a separate office and program declined. The office was disestablished and the resources were incorporated into the budgets of appropriate ministries. However, the RDP established the foundation for the change to a sustainable developmental approach, provided the profile and impetus needed to lead the change, and set out the underpinning principles. Drawing on some resources from the international community was identified as one of the methods of financing that the country would need to implement the RDP.



The principles and pillars of the RDP continued to guide sustainable development in South Africa throughout the duration of the Twinning Project. The six principles established in the RDP are (ANC <http://www.anc.org.za/ancdoc/policy/short.htm>):

- Use a holistic approach;
- Put people first;
- Provide peace and security for all;
- Build the nation;
- Link reconstruction and development;
- Deepen democracy.

The pillars of the RDP are:

- Meet basic human needs;
- Develop human resources;
- Build the economy.
- Democratize the state and society;
- Implement government policies;

## **2.5.2 South Africa's Participation and Leadership in Sustainable Development in Africa**

Since 1994 South African Presidents Nelson Mandela and Thabo Mbeki have provided leadership in addressing sustainable development within their own country and leading the African continent in addressing sustainable development. Some of the major initiatives that they have participated in and influenced include those described below.

### **2.5.2.1 *The Constitutive Act of African Union (AU)***

In July 2000, fifty-three heads of African governments agreed to *The Constitutive Act of African Union (AU)* at Lomé, Togo on July 11<sup>th</sup> (Department of Foreign Affairs (Republic of South Africa). 2001: [www.dfa.gov.za](http://www.dfa.gov.za)). This organization has replaced the Organization of African Unity (OAU). Its goals include:

- Acceleration of the political and social integration of the continent;
- Promotion of peace, security and stability on the continent;
- Promoting democratic principles and institutions, popular participation, and good governance;
- Promoting and protecting human and peoples' rights;

- Establishing the necessary conditions that enable the continent to effectively participate in the global economy and international relations;
- Promoting sustainable development in the economic, social and cultural levels as well as the integration of African economies;
- Promoting co-operation in all fields of human activity to raise the living standards of African peoples;
- Advancing the development of the continent by promoting research; and
- Working towards the eradication of preventable diseases and the promotion of good health on the continent.

#### **2.5.2.2 *New Partnership for Africa's Development (NEPAD)***

In October 2001, in Abuja, Nigeria African leaders pledged themselves to eradicating poverty within all African countries, placing their countries on a path of sustainable growth and development, and becoming full participants in the world economy and body politic. They declared that Africans will determine their own destiny and asked the remainder of the world to complement them in their efforts. They articulated their vision of the new relationship between Africa and the rest of the world and their proposed program of action in the document *New Partnership for Africa's Development (NEPAD)*. (Department of Foreign Affairs (Republic of South Africa). 2001: [www.dfa.gov.za](http://www.dfa.gov.za)). The same year they presented their vision to the G8 Summit in Genoa.

#### **2.5.2.3 Recognition of Obligations of Developed and Developing Countries**

In November 2001 trade ministers met in Dohar, Qatar. They not only agreed to launch a new development round of international trade negotiations, but also recognized the importance of both the developed and developing countries having obligations (CIDA 2002: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)).

#### **2.5.2.4 United Nations Conference on Financing for Development**

In March 2002 decision-makers met at the United Nations Conference on Financing for Development in Monterrey, Mexico. They agreed to a *development compact*. In this type of a compact, developing countries make commitments to transparency, good governance, respect

for human rights and the rule of law. Donor countries make commitments to policy coherence and increased support for countries that demonstrate good performance. (CIDA 2002: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)).

#### **2.5.2.5 G8 Summit's *Africa Action Plan***

At the G8 Summit in Kananaskis (Canada), in June 2002, the G8 leaders agreed to support *NEPAD*. The leaders approved an *Africa Action Plan* that describes how the G-8 countries will respond to *NEPAD*. This plan encourages partnerships among and between African countries, donors, and private and non-profit organizations. The G8 leaders also agreed to make major new investments in countries that govern justly, invest in their own people and promote economic freedom. They agreed to establish enhanced partnerships with African countries that are fully committed to the principles of *NEPAD*. The measures of this commitment will be results achieved and peer reviews (CIDA 2002: [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)).

The Twinning Project's work needed to be aligned with and support initiatives undertaken by the provincial South African governments aimed at advancing the goals of *NEPAD* and strengthening neighbouring countries and the African continent.

#### **2.5.3 Co-operative Governance**

Chapter 3 of *The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) establishes co-operative government as the manner in which the spheres of government will together achieve the country's objectives. Provisions of Chapter 6 set out the responsibilities and powers of provincial executives and premiers and provisions of Chapter 10 set out the expectations for public administration. Of major importance to sustainable development as envisioned by the constitution as a whole and these chapters specifically are the concepts of:

- A development-oriented public service;
- Alignment with provincial and national objectives;
- Incorporation of development initiatives into government policy and business plans;
- Results-based priority setting and resource allocation;
- Working with all spheres of government, including taking the lead on a specific initiative;

- Empowerment of public servants including both strengthening knowledge and skills and strengthening performance and accountability for performance; and
- Responsive, accountable and transparent public administration.

South Africa has established several forums at political and technical levels to co-ordinate policy and programs so that there is a strong alignment of goals and action between all spheres of government. The provincial directors general as the senior officials within their respective governments were responsible for ensuring that the Canada South Africa Provincial Twinning Project operated within national foreign policy and was aligned with national and provincial priorities.

#### **2.5.4 Involvement of Donors**

South African provinces receive assistance from a variety of donors. The National Department of Public Service and Administration in conjunction with the National Treasury Department is responsible for a database on all donor activities in the country, helping the provinces identify sources of aid and niches needing support, and assisting in overall co-ordination.

A great deal of time and energy must be spent by government officials in intergovernmental and international relations and protocol related to co-ordinating the involvement of these donors, ensuring activities are undertaken, supporting protocol requirements, monitoring progress, and reporting results. A typical example of donor involvement is shown in the profile provided by the Limpopo Provincial Government (Table 6), below.

From the information provided in Table 6, one can see that a provincial government might work with 15 or more donors or international organizations. The work might involve several departments and numerous projects. The time and resources required to support this level of involvement, to track and manage the numerous projects, and to co-ordinate the work among a variety of funders and officials is substantial.

<b>Table 6. Profile of Donor Assistance in the Province of Limpopo (2002)</b>		
<b>Donor</b>	<b>Areas of Involvement</b>	<b>Nature of Involvement</b>
DDP (formerly known as Konrad Adenauer Foundation)	Local Government & Housing Health & Welfare	Project Management system Management Development
European Union	Local Government & Housing	Strengthening Local Government
DFID	Local government & Housing Local Government & Housing Health Public Works Public Works Public Works Premier's Office Finance, Economic Affairs, Tourism & Environment	Workshop White Paper Summit Water Provision Programme Management Development Outsourcing Commercialization Programme Labour Intensive Road Maintenance Programme Integrated Provincial Support Program (IPSP) Assessment and Review of the Provincial Management Plans Research on the Provincial Economic Indicators
United Nations Development Programme (UNDP)	Local Government & Housing	Transformation Programme
UNICEF	Local Government & Housing	Water Sanitation Conference
United States Aid (USAID)	Education	District Improvement Programme
Australian Aid (AUSAID)	Education Public Works	Abet Programme Outsourcing Programme
United Nations Development Programme (UNDP)	Premier's Office	Sustainable livelihood
Australian Government	Agriculture	Project No. AS2/92/149 Research & Development
Netherlands Government	Agriculture	Alternative Extension in Land Reform Projects
Finland's Ministry of Foreign Affairs	Agriculture	The DWAF-MFA/DIDC community Development
GTZ (Germany)	Agriculture	Broadening Agricultural Services and Extension Delivery (BASED)
Food and Agriculture Organization (FAO)	Agriculture	Special Project Food Services (SPFS)
JICA	Agriculture	Integration of Rural Development & Soil Conservation Programme
Ireland Government	Education	Baobab Project
Swedish International Development Agency (SIDA)	Education	Adult Education
Belgium	Health	Management Development

Source: Mabusa, 2002: pp.1 - 2.

### **2.5.5 Mode of Operation of South African Provincial Governments**

Information gained from the South African officials participating in the Twinning Project and the presentation of Dr. M. Bakane - Tuoane, Director General of the North West Province, at the 2002 IPAC Conference in Halifax, Canada indicates that South African provincial governments regularly use a partnership approach with donors to solve specific problems or address specific needs.

In the South African provinces the directors general lead and supervise work with donors. The provinces determine their needs, assess the type and level of support available from each donor, and assign the donors to those areas of co-operation that they believe to be the best fit. Donors' support must contribute to meeting one or more of the goals identified in provincial strategic plans and must be a component of an operational or business plan. The senior management team, technical committee to cabinet and cabinet (EXCO) must approve the areas of each donor's activity, the objectives, and the work plans for each donor. The directors general must report progress to the premier, cabinet (EXCO) and the provincial legislature.

As part of co-operative governance in South Africa, the work of donors must fit into not only the provincial strategy and business plans, but also must be aligned with and support national objectives as well as supporting work being undertaken with local government and other provinces or countries. The provincial directors general are responsible for ensuring that the necessary alignment and support occurs. To facilitate alignment, co-operation, and co-ordination, the directors general inform, seek the advice of, and report progress to a variety of forums including the Provincial Management Capacity Building Board (the Forum of Provincial Directors General), the Forum of South African Directors General (FOSAD), and the President's Co-ordinating Council (PCC). If the national government has assigned to a specific province lead responsibility in a specific area such as the preparation of sustainable development indicators, the respective director general will also be responsible for establishing and maintaining the necessary linkages, protocols and approvals. Assistance on aspects of departmental business plans is reported by heads of departments and ministers through the respective technical committees and ministerial forums (MIN/MECS).

Provinces focus on achieving specific results. They identify, at the outset, desired results and measure progress during and at the end of the project. The Twinning Project relied on the provincial governments to identify the niche for the Project's input and to co-ordinate the activities of the Twinning Project with other donors' activities in the province. In addition to donors from other countries and international organizations, the Twinning Project's officials and participants also worked with providers such as academic institutions and their donors. It recognized that it does not operate in isolation and goals achieved are the cumulative effect of a variety of role players, projects, and activities.

## **2.6 THE INSTITUTE OF PUBLIC ADMINISTRATION OF CANADA (IPAC)**

The Institute of Public Administration of Canada (IPAC), the executing agency for the *Canada South Africa Provincial Twinning Project*, is the executing agency for several international projects funded by CIDA and the World Bank. IPAC's head office is in Toronto but the organization has 17 regional groups across Canada, networks with the Commonwealth Association of Public Administration and Management (CAPAM), with the African Association of Public Administration and Management (AAPAM), with the International Institute of Administrative Sciences (IIAS), and with others with similar mandates and interests. It is a non-profit professional organization aimed at strengthening public administration. The Institute is primarily concerned with the theory and practice of public administration and public sector management. Its scope covers governance from the local to the global level.

IPAC has more than 10 years experience in delivering international assistance ([www.ipaciapc.ca](http://www.ipaciapc.ca)). Its international program has the following vision, mission and aims (IPAC. [www.ipaciapc.ca](http://www.ipaciapc.ca)):

- **Vision** - To be the best Canadian source of senior level public sector knowledge and expertise in support of development of democratic governments, economies and societies.
- **Mission** - To make constructive contributions to governance issues based on principles of sustainable development in the areas of democratic decision-making, administrative soundness, and organizational efficiency.

- *Aims* – To sustain mutually beneficial, broad-based partnerships between Canadian public service institutions or governments and governments or institutions in developing countries; to promote the decentralization of powers, responsibilities, and financing from central to local levels; and to improve the managerial, technical and administrative capacities of those governments in order to increase their ability to promote economic, social and democratic development and to enable them in their efforts towards public sector reform and decentralization.

IPAC has, or has had, projects in the Americas, Asia, Africa, and Europe (Appendix E). The focus of the international projects ranges from public sector reform (including revamping parts of government and decentralization) to assisting in the development of public policy options, to program development (environmental change). The delivery mechanisms include twinning jurisdictions and institutions, providing practitioner-to-practitioner support through short-term placements of Canadian advisors, internships and study tours. In addition, IPAC provides relevant, timely information through its publications, research, conferences, and memberships.

IPAC's approach to twinning is based on the principle of sustainability. Technical support and advice must be provided in a way that ensures that ownership resides in the partners and that knowledge, skills, and best practices are transferred to the partners. Sustainability is achieved through strengthened competencies in individuals, through tailor-made structures, instruments and processes, and through mutually beneficial relationships and networks. In twinning projects a combination of methods are used to share and gain knowledge and skills and to solve public administration problems.

IPAC uses practicing or recently retired public servants to deliver its international program. IPAC refers to the use of practicing or recently retired public servants in Canadian public administration as a practitioner-to-practitioner approach. The practitioners must be knowledgeable in their discipline and experienced in developing and implementing public policy. They must be senior officials who have borne the responsibility and accountability of public administration and who have depth and breadth in both the theory and application of public administration. They assist in identifying needs, developing work plans, designing and implementing activities, monitoring progress and reporting results.



The general benefits of IPAC's international program, as perceived by the Institute and its membership, are (IPAC. 2002: [www.ipaciapc.ca](http://www.ipaciapc.ca)):

- Contributing to Canada's foreign aid policy by helping with sustainable development in other countries;
- Sharing Canadian expertise, which in many cases offers unique strengths because of Canada's experience in governing multiple cultures and regions with several orders of government; and
- Widening the experience and knowledge of Canadian public administrators by working with other cultures and countries.

A survey of IPAC's membership undertaken in 2003 indicated that members perceived the following more specific benefits have been achieved over the first ten years of the program (IPAC. 2003: pp. 6, - 7; Beattie 2003: pp. 26 - 27):

- Personal and professional benefits from the program: career enhancement; opportunities to travel and experience other cultures; opportunities to apply one's own knowledge and skills and contribute to capacity-building internationally; strengthened appreciation of Canada including Canadian public services.
- Benefits to one's own government, department or agency: contribution of new perspectives, skills, and vigour; encouragement of cross-government collaboration; recognition of the organization and its management in an international context; benefits from knowledge sharing and networking; opportunities for reward and recognition of staff; and commercial benefits.
- Benefits to Canada and Canadians – Promotion of Canada as a nation that cares; contribution to a global perspective of Canada.

IPAC's main strength is promoting the principles of good governance and excellence in public administration. IPAC values the same elements of public administration excellence that are identified as principles of good governance (IPAC. 2002: [www.ipaciapc.ca](http://www.ipaciapc.ca)):

- The development and implementation of sound economic and social policies;
- Strong management of the public sector, with a professional public service;
- The existence of a sound, predictable legal framework with a reliable, independent judiciary;

- Low level of corruption in public life and the existence of effective mechanisms to deal with corruption;
- Financial probity and accountability and structures to ensure financial accountability and transparency; and
- Participatory, interactive and inclusive access for stakeholders.

Another of IPAC's strengths is its political neutrality as a public administration organization. This neutrality enables it to work with governments that have different political ideologies. It is often able to accept an assignment that would be difficult to give to a more partisan organization. IPAC can also assist groups of different political persuasions solve problems by focusing on the principles and methods of democratic governance and service delivery.

Some of IPAC's experiences with its governance projects and governance components of projects are summarized in Appendix E. Embedded in the contribution agreement negotiated between IPAC and CIDA, the authority for the Twinning Project, are the principles and methodology adopted by IPAC for its international program.

## **2.7 CROSS CULTURAL EFFECTIVENESS**

Working in an international project between two countries requires sensitivity to the cultural differences that exist between peoples of different origins and between organizational cultures. Building effective working relationships depends on people being able to trust, respect and feel comfortable with each other. Vulpe, Kealey, Protheroe and MacDonald have defined an interculturally effective person as *“someone who is able to live contentedly and work successfully in another culture.”* (Department of Foreign Affairs and International Trade (Canada). 2001: p.3). They point out that people who are effective in intercultural situations have three major attributes:

- They are effective communicators and by being good communicators are able to gain people's trust and respect;
- They have the capacity to adapt their skills to fit local conditions; and
- They have the capacity to adjust personally and enjoy living in the different culture.

These researchers have developed a comprehensive, behaviour-based description of the competencies required or desirable for living and working in another culture (Department of Foreign Affairs and International Trade (Canada). 2001). The behavioural indicators for the competencies they propose have been adapted by the author (Table 7) to fit those needed by the officials who participated in the activities of the *Canada-South Africa Provincial Twinning Project*.

<b>Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans</b>	
<b>Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade. 2001. <u>A Profile of the Culturally Effective Person.</u>)</b>	<b>Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.</b>
<b>Competency Areas:</b> <ul style="list-style-type: none"> <li>▪ An understanding of the meaning of culture</li> <li>▪ An understanding of oneself and one's own culture</li> </ul>	<ul style="list-style-type: none"> <li>▪ Recognition of the multi-cultural nature of both Canada and South Africa.</li> <li>▪ An understanding of the two countries approaches to multi-culturalism historically and currently.</li> <li>▪ Recognition of the fact that cultures are often made up of many ethnic groups.</li> <li>▪ An understanding of the validity of each culture in its own right and that there because people may do things differently, they are not right or wrong simply because they are done differently.</li> </ul>
<b>Major Competencies:</b> <ul style="list-style-type: none"> <li>▪ An understanding of what is meant by culture and the effect it has on every aspect of life.</li> <li>▪ Knowledge of what makes you who you are including background, motivations, strengths and weaknesses.</li> </ul>	<ul style="list-style-type: none"> <li>▪ An understanding of the make-up of South Africa's Black population: <ul style="list-style-type: none"> <li>- It consists of people of many different ethnic groups.</li> <li>- The Nguni people (Zulu, Xhosa, Ndebele, and Swazi) are the largest group; next are the Sotho-Tswana people (Southern, Northern and Western Sotho); and then the Tsonga and the Venda.</li> <li>- There are also small numbers of the Koi and San people.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ An understanding of the make-up of South Africa's non-Black population: <ul style="list-style-type: none"> <li>- Many people in the white population trace their roots to Europe, particularly to the Netherlands, Great Britain, Germany and France.</li> <li>- South Africa also has large numbers of Coloureds, Indians and the descendants of the Malay population.</li> <li>- Modern South Africa has inhabitants from all over the world.</li> </ul> </li> </ul>

<b>Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans</b>	
<b>Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade, 2001. <u>A Profile of the Culturally Effective Person.</u>)</b>	<b>Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.</b>
	<ul style="list-style-type: none"> <li>▪ An understanding of the composition of the Canadian population: <ul style="list-style-type: none"> <li>- The Canadian aboriginal population is made up of three groups – Indian (First Nations), Inuit and Métis.</li> <li>- The earliest white settlers were primarily French and English. Over time waves of settlers, first from Great Britain and Europe, and later from other parts of the world, took up residence in Canada.</li> <li>- Canada's Black population is made up of descendants of early settlers who were brought to Canada as servants, descendants of American slaves or black Americans who came to Canada to avoid discrimination, as well as immigrants from the Caribbean, African and other countries.</li> </ul> </li> </ul>
<p><i>Core Competencies:</i></p> <ul style="list-style-type: none"> <li>▪ A person understands conceptually how culture affects all societies</li> <li>▪ A person understands the influence his or her own culture has had on him or her and the implications of that influence on his or her working in a different culture and on people.</li> </ul>	<ul style="list-style-type: none"> <li>▪ An understanding of the languages used: <ul style="list-style-type: none"> <li>- South Africa has 11 official languages namely Afrikaans, English, isiNdebele, isiXhosa, isiZulu, Sepedi, Sesotho, Setswana, isiSwati, Tshivenda, and Xitsonga.</li> <li>- Canada has two official languages, English and French.</li> </ul> </li> <li>▪ An understanding of the evolution of cultures over time and the changes in the values, standards, and expectations of societies from generation to generation. Many of the freedoms taken for granted by Canadians and now being enjoyed by South Africans have evolved over centuries. Changes in values, however, take a relatively long time.</li> </ul>
<ul style="list-style-type: none"> <li>▪ A person has the ability to analyze his or her own culture and how his or her culture has shaped his or her thinking, feelings, and reactions.</li> </ul>	<ul style="list-style-type: none"> <li>▪ An understanding of some of the major components of culture including major institutions, social relationships, management of change.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Characteristics of Canadians society include: <ul style="list-style-type: none"> <li>- A fairly equitable society with a predisposition to social justice;</li> <li>- Large middle class;</li> <li>- Frequent use of Crown corporations (parastatals);</li> <li>- Many publicly funded social programs (health, education, social welfare);</li> <li>- Willing to compromise for the greater good;</li> <li>- Incremental approach to making major changes;</li> <li>- High level of trust for authority;</li> <li>- Peaceful, harmonious multiculturalism;</li> <li>- Progressive in the enhancement of human rights and gender equality;</li> <li>- Considerable work required to ensure equality for Aboriginal people.</li> </ul> </li> </ul>

<b>Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans</b>	
<b>Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade, 2001. <u>A Profile of the Culturally Effective Person.</u>)</b>	<b>Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.</b>
	<ul style="list-style-type: none"> <li>▪ Characteristics of South African society: <ul style="list-style-type: none"> <li>- Large inequities within the society in ownership of wealth;</li> <li>- Apartheid system created divisions between races, classes and groups of citizens leaving a fragmented multicultural society;</li> <li>- Previous experience with parastatals has resulted in distrust;</li> <li>- Highly motivated to correct injustices of the past;</li> <li>- Undergoing a phenomenal rate of change in every aspect of society;</li> <li>- Willing to discard the old and start afresh;</li> <li>- Many gender issues.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ Recognition of potential conflicts between the approaches used in Canada and those used in South Africa.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some characteristics of Canadian approaches: <ul style="list-style-type: none"> <li>- Mature, career-oriented, highly trained, professional public services;</li> <li>- Demanding work ethic;</li> <li>- Time management, punctuality and meeting deadlines important;</li> <li>- Rules regarding time off for funerals and family matters strictly enforced;</li> <li>- Low tolerance for poor performance;</li> <li>- Intergovernmental relations may be adversarial;</li> <li>- Decision making is usually by majority.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some characteristics of South African approaches: <ul style="list-style-type: none"> <li>- Governments are gradually building a career-oriented, professional public service;</li> <li>- Work ethic still developing in many workers;</li> <li>- Often a flexible approach to time management and punctuality;</li> <li>- Family expectations may take precedence over work assignments;</li> <li>- Poor performers given more opportunities to improve;</li> <li>- Strong commitment to co-operative government;</li> <li>- Decision-making is usually by consensus.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ An ability to examine the strengths and weaknesses in one's own culture and other cultures and to: <ul style="list-style-type: none"> <li>- Describe the effect of his or her own culture on his or her attitudes, values, beliefs, and behaviours and diagnose areas that one would like to change as well as acknowledge one's strengths.</li> <li>- Identify stereotypes, prejudices, and other negative perceptions about groups in one's own culture and people in the other country and rise above negative attributes in one's personal and work life.</li> <li>- Within the boundaries of one's core values and principles, determine how to adapt one's own behaviour to accommodate local customs and practices.</li> </ul> </li> </ul>

Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans	
Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade, 2001. <u>A Profile of the Culturally Effective Person.</u> )	Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.
	<ul style="list-style-type: none"> <li>▪ A willingness to make an effort to fit into the community by embracing opportunities to participate in local activities and events.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some South African activities: <ul style="list-style-type: none"> <li>- Braais;</li> <li>- Sports (soccer, rugby, cricket);</li> <li>- Outdoor activities (bush camping, game drives, hikes),</li> <li>- Cultural activities,</li> <li>- Historical research,</li> <li>- Tours</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some Canadian activities: <ul style="list-style-type: none"> <li>- Barbecues,</li> <li>- Sports (hockey, baseball, football),</li> <li>- Museums, art galleries, musical events,</li> <li>- Multicultural activities,</li> <li>- Outdoor activities (camping, hikes).</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ A commitment to learn the customs and standards of behaviour of the country, including manners, speech, dress, personal space, emotional control, etc. and observe them.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some South African customs and standards: <ul style="list-style-type: none"> <li>- Politeness and good manners are very important;</li> <li>- Traditional dress acceptable in the work place and at social functions;</li> <li>- Driving at high speeds common.</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some Canadian customs and standards: <ul style="list-style-type: none"> <li>- Business attire expected in the work place;</li> <li>- Business etiquette important;</li> <li>- Traffic laws strictly enforced.</li> </ul> </li> </ul>
<p><i>Competency Areas:</i></p> <ul style="list-style-type: none"> <li>▪ Adaptation skills</li> <li>▪ Building strong relationships</li> </ul> <p><i>Major Competencies:</i></p> <ul style="list-style-type: none"> <li>▪ The ability to cope in another culture</li> <li>▪ Ability to build strong personal, professional, and social relationships.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Settle into a new location by making all of the necessary arrangements for accommodation, transportation, utilities, health care, etc.</li> <li>▪ Identify the kinds of knowledge needed to understand and function in the country both as an individual and seek out the information needed to gain a minimum level of understanding.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some knowledge useful for working in South Africa: <ul style="list-style-type: none"> <li>- Scrupulous attention <i>to</i> personal safety and security;</li> <li>- Driving on the left-hand side;</li> <li>- Immunization and preventive health care requirements;</li> <li>- Clothing requirements for different seasons;</li> <li>- Basic knowledge of geography, history, and political structures;</li> <li>- Currency is the rand.</li> </ul> </li> </ul>

Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans	
Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade. 2001. <u>A Profile of the Culturally Effective Person.</u> )	Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.
	<ul style="list-style-type: none"> <li>Some knowledge useful for working in Canada: <ul style="list-style-type: none"> <li>Careful, common-sense attention to personal safety and security;</li> <li>Driving on the right-hand side;</li> <li>Immunization and preventive health care;</li> <li>Clothing requirements for different seasons;</li> <li>Basic knowledge of geography, history and political structures;</li> <li>Currency is Canadian dollar.</li> </ul> </li> </ul>
<p><i>Core Competencies:</i></p> <ul style="list-style-type: none"> <li>A person is able to cope with culture shock and the day-to-day challenges of living in another culture.</li> <li>A person is able to enjoy the experience of living and working in a different culture and finds the experience rewarding and enriching.</li> <li>A person is able to find a balance between personal values and beliefs and those of the people of the country.</li> </ul>	<ul style="list-style-type: none"> <li>Socialize easily at the community, professional, and provincial and national levels with members of the community, colleagues, and key role players. In both countries includes anyone from: <ul style="list-style-type: none"> <li>The public;</li> <li>Public servants;</li> <li>Senior officials;</li> <li>Elected office holders;</li> <li>Cabinet ministers,;</li> <li>Premiers;</li> <li>Members of the business and academic communities; and</li> <li>The media.</li> </ul> </li> <li>In Canada, lieutenant governors are part of the government system and the heads of state.</li> </ul>
<ul style="list-style-type: none"> <li>A person has the ability to bring people of different cultures together to work on a task.</li> <li>A person is able to socialize with people of his/her own country and other countries.</li> </ul>	<ul style="list-style-type: none"> <li>Understand the factors within the country that affect socialization patterns including laws, customs, struggles for rights and freedoms, immigration, persecution, and attitudes to expatriates, exiles, and historically privileged and historically disadvantaged citizens.</li> </ul>
	<ul style="list-style-type: none"> <li>Maintain a positive attitude including taking working conditions and obstacles related to achieving goals in stride, remaining calm and in control in frustrating situations, avoiding destructive criticism, adapting to situations with fewer supports than in one's home situation, functioning by oneself, and retaining a sense of humour.</li> </ul>
	<ul style="list-style-type: none"> <li>Speak positively about the country and the people.</li> <li>Handle stress without allowing it to interfere with one's work, personal or family life, or harm one's health. Retain or develop a personal support system that provides him/her with a way of sharing feelings, receiving support and providing support to others.</li> </ul>

<b>Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans</b>	
<b>Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade, 2001. <u>A Profile of the Culturally Effective Person.</u>)</b>	<b>Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.</b>
	<ul style="list-style-type: none"> <li>▪ Develop friendships and personal networks with the people of the country. Gain an understanding of the value system and developing a personal strategy for maintaining one's own principles without rigidly forcing one's values on the people of the country.</li> <li>▪ Gain the confidence and trust of the people with whom one works and the community in which one lives.</li> <li>▪ Identify effective, culturally sensitive ways of leading, communicating, encouraging, teaching, and supporting both local colleagues and colleagues from one's own country.</li> </ul>
<p><i>Competency Area:</i></p> <ul style="list-style-type: none"> <li>▪ An attitude of modesty and respect</li> </ul> <p><i>Major Competency:</i></p> <ul style="list-style-type: none"> <li>▪ The willingness to acknowledge that one's own culture and country is imperfect and to respect another culture for its strengths and wisdom.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Acknowledge that the Twinning Project is one small component of the democratization of South Africa and provincial governments.</li> <li>▪ Seek advice and input from directors general, provincial co-ordinators and public servants in one's partner's government and ensure that this is used in the work at hand. Acknowledge the skills and strengths of the local people, local colleagues, and the country. Laugh at one's own mistakes and foibles, accept constructive criticism, learn from others and make changes when better ways are suggested.</li> </ul>
<p><i>Core Competencies:</i></p> <ul style="list-style-type: none"> <li>▪ A person is able to demonstrate genuine respect for the local culture.</li> <li>▪ A person refrains from drawing attention to himself or herself.</li> <li>▪ A person is a self-confident change agent.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Obtain the respect of local colleagues and people by one's behaviour and the quality of one's work, not by the power of one's position or self-promotion. Plan ahead, organize well, and meet all of the requirements of the Contribution and partnership agreements. Be yourself.</li> <li>▪ Live in a style that is within the standards acceptable to the local culture and within the economic boundaries of modesty. Remember that the salaries of public servants are drawn from the taxes of citizens.</li> <li>▪ Inspire others to adopt new ideas, apply new information, and make changes that will be beneficial to the community and/or country.</li> <li>▪ Critically analyze the situation and involve others in this analysis and the identification of options for change.</li> <li>▪ Say no when necessary and apply discipline when required.</li> </ul>
<p><i>Competency Area:</i></p> <ul style="list-style-type: none"> <li>▪ Knowledge of the country in which one is working</li> </ul> <p><i>Major Competency:</i></p> <ul style="list-style-type: none"> <li>▪ Basic knowledge of the country and culture and a desire to improve this knowledge.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify the kinds of knowledge one's partner needs to understand and function in the country as a professional and seek out the information needed to gain a minimum level of understanding.</li> </ul>



<b>Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans</b>	
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	<ul style="list-style-type: none"> <li>▪ Basic knowledge for working in South Africa:               <ul style="list-style-type: none"> <li>- Basic knowledge of geography, political structures, colonial background, wars within the country and wars with other countries, effect of gold and diamond mining on the country;</li> <li>- Policies and laws enacted during apartheid and post apartheid, 1996 Constitution, principles of concurrent areas of responsibility and co-operative governance, major transformation policies and legislation;</li> <li>- Description of the organization including structure, staffing and length of existence;</li> <li>- Provincial strategic plan.</li> </ul> </li> </ul>
<p><i>Core Competencies:</i></p> <ul style="list-style-type: none"> <li>▪ A person has the desire and willingness to continuously learn about the country and the people of the country.</li> <li>▪ A person has a good understanding of the structure and decision-making processes within the organization in which they work and the form of and machinery of government of their own country and the country in which they work.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Basic knowledge for working in Canada:               <ul style="list-style-type: none"> <li>- Basic knowledge of geography, political structures, colonial background, wars with other countries, treaties with (Canadian) Indians;</li> <li>- Federal system of government and division of powers, concept of the Crown;</li> <li>- Social justice initiatives;</li> <li>- Description of the organization including structure, staffing and length of existence;</li> <li>- Provincial strategic plan.</li> </ul> </li> <li>▪ Describe formal and informal decision-making systems relevant to one's work including the cabinet system, cabinet and cluster committees, senior management committees, Provincial Management Capacity Building Board, linkages between the spheres of government, political structures and linkages.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Make a conscientious effort to learn more and improve one's understanding of the country and the people, including gaining a broad understanding of the history, geography, biology, socio-economic status, diversity, ethnic composition, and spiritual dimensions, etc., as well as an understanding of those aspects that are relevant to one's work and one's immediate surroundings.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Identify key role players particularly the president/prime minister, premiers, ministers with key portfolios, directors general, heads of departments, intergovernmental relations officials, provincial co-ordinators and deputy provincial co-ordinators, CIDA and IPAC officials.</li> <li>▪ Identify those who will help move the project forward, those who may resist change, and those who may be indifferent.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Attempt to gain an understanding of the systems in place that underpin planning, decision-making, allocation of resources, and accountability including the roles and mandates of central agencies, and the relationships between central agencies and line departments, department heads and elected office holders and cabinet ministers, and relationships between the executive and legislative arms of government.</li> </ul>

<b>Table 7. Desirable Competencies for Cross-Cultural Work Between Canadians and South Africans</b>	
<b>Competency Areas, Major Competencies and Core Competencies Identified (Department of Foreign Affairs and International Trade, 2001. <u>A Profile of the Culturally Effective Person.</u>)</b>	<b>Indicators As Adapted by the Project Manager To Fit the Needs of the Canada South Africa Provincial Twinning Project.</b>
	<ul style="list-style-type: none"> <li>▪ Keep in mind the vision, goals and objectives of the project and keep the project moving forward in a manner that milestones are achieved and measurable results obtained.</li> <li>▪ Submit mission reports and progress reports in a timely manner.</li> </ul>
<b>Competency Areas:</b> <ul style="list-style-type: none"> <li>▪ Intercultural communication</li> <li>▪ Organizational skills</li> <li>▪ Personal and professional commitment</li> </ul>	<ul style="list-style-type: none"> <li>▪ Understand the similarities and difference between communication styles within his or her own culture and the other country's culture and adapt his or her methods to suit the style of the country if necessary.</li> <li>▪ Continuously strengthen observational and listening skills.</li> </ul>
<b>Major Competencies:</b> <ul style="list-style-type: none"> <li>▪ A person has the ability to communicate effectively in a cross-cultural setting.</li> <li>▪ A person strives to achieve high standards of morale and a well-functioning organization.</li> <li>▪ A person is creative in solving problems related to the resources available.</li> <li>▪ A person has a high level of personal and professional commitment to the assignment and to working in the country.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Work to understand the language(s) and sensitivities within the language(s).</li> <li>▪ Accept responsibility for his or her communications errors, apologize, learn from the mistake and move on.</li> <li>▪ Understand and empathize with local people on a variety of matters.</li> <li>▪ Assess realistically the competing forces within an organization and the relationship of one's role to the environment.</li> <li>▪ Analyzes the managerial styles of the partnering countries and adapts his or her style to fit the situation, without compromising one's principles.</li> <li>▪ Develop a strong understanding of key stakeholders, their roles and requirements, and develop and implement an effective communications strategy based on this analysis.</li> <li>▪ Share information generously, is scrupulously honest in explaining implications and consequences, and ensure that all concerned have an opportunity to provide input and feedback before final decisions are made.</li> </ul>
<b>Core Competencies:</b> <ul style="list-style-type: none"> <li>▪ Ability to convey the meanings one wishes to share in a way that the people receiving the message interprets it as the person intended and in a culturally sensitive manner.</li> <li>▪ Ability to empathize with people of the country.</li> <li>▪ Ability to balance managerial styles of your own culture with those of another country's culture</li> <li>▪ Genuine concern for the hopes and aspirations of the country and the people.</li> <li>▪ Clear and realistic expectations of the project and one's role in it.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Develop, in conjunction with local colleagues, culturally sensitive systems and processes.</li> <li>▪ Exercise one's managerial responsibilities respecting achieving goals including being critical and demanding when necessary.</li> <li>▪ Adapt the operational plan to fit the technology and resources available.</li> <li>▪ Find ways of extending resources, securing resources, or managing effectively with existing resources.</li> <li>▪ Encourage individuals to achieve their potential by taking training and accepting challenging assignments and individuals with potential for advancement to undertake assignments and training that strengthens their knowledge and skills and prepares them for assuming more responsible positions.</li> </ul>

Source: Adapted by the project manager from behaviours identified by Vulpe, Kealey, Protheroe and MacDonald in Department of Foreign Affairs and International Trade (Canada). 2001

From the adaptation it can be seen that:

- There are many similarities but also many differences between South Africans and Canadians;
- Both Canadians and South Africans have much to learn and understand about each other's country, culture, and organizational expectations; and
- A commitment to learning and application of new knowledge is essential if one is to use the opportunities provided by the Twinning Project effectively; and

Efforts of the Twinning Project, therefore, that are directed towards making progress in realizing the goals of each South African provincial government, should not only strengthen the respective provincial government and its public servants, but also strengthen the competencies of Canadian public servants and their support to their own administrations.

## **2.8 CONCLUSION**

The *Millennium Development Goals* established in 2000, the recognition that development must do no harm, not only in the present but also in the future, and the improved understanding of the importance of good governance in laying the foundation for development, have influenced foreign policy of both the Canadian and South African governments. The Canadian government's priorities for sustainable development, namely, meeting basic human needs, strengthening gender equality, strengthening good governance, promoting private sector development, and protection of the environment, are highly compatible with the South African priorities of meeting basic needs, strengthening human resources, building the economy, democratizing the state, and implementing change. The Canadian government reinforced its stated commitments by putting in place specific policies that provide the framework for assistance programming. The framework, however, is only the skeleton. Programs add the flesh, that is the specific purposes, work plans and activities, and deliver the results.

South Africa is a recipient of aid from many donors. As a recipient it must assume the leadership and provide direction to donors. It must ensure that aid is channeled to its needs rather than accept a menu of the partner's available resources. The South African Provincial Management Capacity Building Board has formulated a set of guidelines for working with

donors. Having tested these with other projects such as UNDP's *Provincial Capacity Building Project*, and found them satisfactory; they apply them to new projects, and applied them to the Twinning Project.

The executing agency's vision, mission and aims, and its approaches to capacity building, fit well with those of the Canadian and South African national and provincial governments. Its experience and expertise in promoting good governance and strengthening public administration provides a foundation for working with developing democracies such as the South African provincial governments.

The *Canada South Africa Provincial Twinning Project*, an international development program of the Canadian government, needed to be aligned with the goals and objectives of the Canadian and South African governments' international development policies, within the parameters of the two countries' foreign policy. Participants had to be aware of existing policies and changes in approaches, policies, and programs internationally. As well, they needed to be sensitive to the constitutional and legal authority for international development and the mechanisms in place within the two countries to implement international development. In addition, the Twinning Project's participants needed to be cognizant of the roles, responsibilities and limitations of the provincial governments in international co-operation and development. This knowledge not only shaped the design of the Twinning Project but also influenced the documentation needed and the competencies required.

Working in another country is akin to being a guest in someone else's home. To do this kind of work well requires officials with specific cross-cultural competencies. The more of these an individual possesses, the easier it will be for him or her to work in new and different situations and the faster it will be to feel comfortable and to make progress in one's work. This is equally applicable to Canadian and South African officials.



## **CHAPTER THREE**

### **CONTEXTUAL KNOWLEDGE FOR A TWINNING RELATIONSHIP WITH SOUTH AFRICA**



## **CHAPTER 3**

### **CONTEXTUAL KNOWLEDGE FOR A TWINNING RELATIONSHIP WITH SOUTH AFRICA**

#### **3.1 INTRODUCTION**

Building capacity in governance begins with the existing foundation. This foundation includes the country's history, values and policies as well as its form, spheres, and powers of government. This knowledge informs policy makers and senior officials when determining the structures, systems, processes, and human resource competencies that require replacing or strengthening. It also informs donors who are asked to assist a country or province with a capacity building task.

For the purpose of capacity building that involved the participants of the Twinning Project, the portion of South Africa's history and political and public policy evolution of most interest was the period from 1652 to 1994. This is the period in which the Europeans and their descendants had the greatest influence in determining the social, economic and political face of South Africa. The unevenness of capacity development during this period established the foundation for determining and responding to the needs of the period 1994 to 2004.

#### **3.2 PROFILE OF SOUTH AFRICA**

Occupying the southern tip of the African continent, and slightly smaller than the size of the combined area of the Canadian Provinces of Saskatchewan and Manitoba, South Africa is flanked by four countries, Namibia, Botswana, Zimbabwe and Mozambique. It surrounds the two sovereign states of Lesotho and Swaziland. Two oceans, the Indian on the east and the Atlantic on the west, meet at Cape Point. It has two major rivers, the Orange River and the Vaal River.

South Africa has three capitals: Cape Town, the legislative capital, Pretoria, the administrative capital, and Bloemfontein, the judicial capital. Prior to 1994, South Africa consisted of four provinces, four territories, and six homelands. These were (Pietersen 1993: pp. 1-4):

- Provinces - the Cape Province, the Transvaal, the Orange Free State, and Natal.
- Territories - the Transkei, Bophuthatswana, Venda, and Ciskei.
- Homelands – KwaZulu, KaNgwane, Lebowa, Gazankulu, QwaQwa, and KwaNdebele.

South Africa now has nine provinces. The names and capitals of the national and provincial spheres of government are given in Table 8 below. A more detailed description of the provinces is found in Appendix F.

<b>Table 8. Names and Capitals of the National and Provincial Spheres of Government of the Republic of South Africa</b>	
<b><i>Republic of South Africa</i></b>	<b><i>Capital</i></b>
Administrative Capital	Pretoria (Tshwane)
Legislative Capital	Cape Town
Judicial Capital	Bloemfontein
<b><i>Province</i></b>	<b><i>Capital</i></b>
Eastern Cape	Bisho
Free State	Bloemfontein
Gauteng	Johannesburg
KwaZulu Natal	Pietermaritzburg and Ulundi
Limpopo	Polokwane
Mpumalanga	Nelspruit
Northern Cape	Kimberley
North West Province	Mafikeng
Western Cape	Cape Town

Source: 2004: [www.saweb.co.za](http://www.saweb.co.za)

South Africa has a diverse population made up of different races, ethnic and linguistic groups, and social classes. Of the total population of approximately 44.6 million, Black South Africans comprise the majority of the population, which is about 77% of the population. Of the remainder of the South African population, about 10% are white, 9% coloured, 3% Asian and 1% other races (STE Publishers. 2003: pp. 21-23). The major language groups, in order of language usage, are: IsiZulu, IsiXhosa, Afrikaans, Sepedi, English, Setswana, Sesotho, Xitsonga, SiSwati, Tshivenda, and IsiNdebele. Socially, some groups possess and control immense wealth while others live in extreme poverty and struggle with numerous socio-economic problems that are typically found in very poor communities. While South Africa is a multiracial and multicultural country, divisions between racial, cultural and social groups exist.



### **3.3 OVERVIEW OF POLITICAL DEVELOPMENTS IN SOUTH AFRICAN HISTORY**

A variety of events shape a country's values and quality of life. Many of the events are of a political nature and trace their roots to approaches, policies and decisions of earlier eras. The following sections briefly describe events that participants in the *Canada South Africa Provincial Twinning Project* have found they needed to understand in order to comprehend the context in which they were introducing new ideas. Given the emphasis on gender equality in the *Millennium Development Goals* and CIDA's international development assistance objectives, it is particularly important to understand some of the context for gender issues.

Some of the major events, including settlements, occupations, wars, resistance uprisings, establishment of governments, formation of political organizations, legislation, and agreements that occurred during the period 1600 to 1990 are listed in Appendix G.

#### **3.3.1 Colonization**

South Africa, like Australia, New Zealand, North and South American countries, the Caribbean, several Asian, and most other African countries, was explored and eventually colonized by Europeans. The Dutch were the first colonizers followed by the British. South Africa's history is punctuated with numerous confrontations, skirmishes and wars (Omer-Cooper 1994: pp. 17-188; Reader 1998: pp. 435-521). As colonizers, both the Dutch and the English, sought to acquire the geographical area now known as South Africa, to provide goods, services, or some other benefit to their respective European home country. Under Dutch rule, the initial benefits were food, water, a place of rest and other provisions for the Dutch East India Company's fleet on its voyages to and from Europe (South Africa Communications Service. 1997: p. 26). The British sought control of the colony at least partly because of its strategic location between Europe and Asia (Reader 1998: pp. 462-463).

When van Riebeck established the colony at what is now known as Cape Town, food supplies were either produced by Dutch farmers brought to the first settlement or obtained by barter with the local inhabitants, first the Khoikhoi, and later African tribes farther inland. Appiah and Gates (1999: p. 1757) note that the initial contacts between the Dutch and the local inhabitants were friendly but as the farmers moved away from the settlement and began

demanding more land, conflicts broke out. The importation of slaves from various parts of the Dutch East Indian Empire and various parts of Africa for labour established the foundation of a race-based society with people having different rights and privileges on the basis of skin colour, rank, and wealth (South Africa Communications Service. 1997: p. 26; Appiah and Gates 1999: p. 1757). Omer-Cooper (1994: p. 22) has noted that the reliance on slaves limited the development of a white labouring class, promoted the concept of menial work as work for only the lowest classes, and stimulated the economic development of white farms and the towns in the Cape as well as the development of a wealthy class.

The value that a society, irrespective of race, places on land, resources and their control, and self-government can be found in the wars fought in South Africa. The Khoikhoi, the Xhosa, the Zulus and other tribes fought wars with both the Dutch and the British for land and control of specific geographical areas. The African tribes fought against each other for land and control, and the British and Afrikaners fought each other for land and control (Omer-Cooper 1994: pp. 20 -112; Saunders 1994: p. 238).

### **3.2.2 Public Policy Prior to 1900**

Prior to 1900 several key policy decisions were made and enforced through legislative or legal instruments. These include the regulations that introduced a pass system (1809 to 1828), Ordinance 50 that abolished the pass requirements, the *Cape of Good Hope Punishment Act, 1835*, the regulations that imposed hut taxes, the rules that controlled labour in the diamond mines, the *Glen Grey Act, 1894* and the restrictions on Indian residents (Saunders 1994: pp. 4 – 267) Each of these legislative or legal instruments was targeted at specific groups in order to achieve one or more purposes as described below (Saunders 1994: pp. 4-267; Omer Cooper 1994: pp. 43 -134; Reader 1998: pp. 510 -520; Kanfer 1994. pp. 78 -82).

#### **3.2.2.1 Regulations that Established the First Pass System**

The first pass laws were made in 1809. The regulations that introduced the first pass system (Readers Digest. 1997: pp. 96 to 100) required that every Khoi person have a fixed address either with a white employer or with a mission station. Khoi people were to carry a pass, obtainable from the magistrate of the district in which they were residing, that provided authority for them to move from one place to another.

The regulations were later amended to require Khoi children born on the white employer's farm and raised to eight years of age to serve as apprentices to the employer for 10 years. The regulations also set out rights to which servants were entitled.

Omer-Cooper (1994: pp. 43-44) has noted that as a result of these regulations Khoi people's lives were tightly controlled by their white employers including prevention of any activities that would enable them to find better work, live where they wished, move about freely, or move to a mission station. White employers benefited through a supply of cheap, permanent labour. Some consideration for humanitarian concerns was given through the defining of servants' rights.

#### **3.2.2.2 *Ordinance 50, 1828***

This ordinance repealed all restrictions that had been placed on the Khoi and other non-white people in the Cape granting them full legal equality with all whites. Omer-Cooper (1994: pp. 48-49) points out two effects of this policy change. First, the supply of cheap labour was disrupted and settlers were upset at having to work harder to find labour and to pay more for it. Second, the policy threatened the value system of the white society at the Cape. A third implication would be the positive effects on those that had been so tightly controlled by restoring to them some measure of independence, freedom of movement, and bargaining power.

#### **3.2.2.3 *The Cape of Good Hope Punishment Act, 1835***

This Act addresses a colonizer's fiduciary responsibility to the indigenous people that inhabited the territory prior to colonization. It introduces a measure of humanity to a situation that could result in the original inhabitants being totally dispossessed of land and livelihood.

Omer-Cooper (1994: pp. 81, 87) believes that the limiting factor in the British enforcing this act was insufficient resources. When they were placed in a position requiring its enforcement, the British sought to have agreements, treaties or other means of resolving conflicts and brining about peace negotiated.

#### **3.2.2.4 Hut Taxes**

Taxes are often used to generate revenue for governments. The hut taxes were first introduced by the British in 1868 who expanded their application in 1879 and 1888. In 1870 the South African Republic also introduced them. Imposed only on Black Africans, these taxes raised considerable amounts of revenue, but had negative consequences for the Black Africans. Because of low cash incomes, they often had to sell cattle to pay the tax. Many were forced into the wage labour market to earn the money needed to pay the taxes (Saunders 1994: p. 136).

#### **3.2.2.5 Mine Policies and Requirements**

The need for a reliable and continuous supply of human labour for the diamond mines of Kimberley prompted the British Government in the Cape to pass legislation that fostered a stable, inexpensive, supply of Black labour (Reader 1998: pp. 510 – 519). In 1872 a requirement was put in place to establish a registration depot at which all Black labourers had to register. Pass and contract requirements were established that provided the authority for labourers to work in the mines and set out the terms of work. In 1879 mine owners were required to establish housing for mine workers resulting in the establishment of racially segregated, guarded compounds (Kanfer 1994: pp. 78-82).

#### **3.2.2.6 Restrictions on Indian Residents**

Prior to 1900 the governments imposed legal restrictions on Indians (Saunders 1994: pp. 139-140). In the Transvaal a law was passed that denied Indians citizenship. The Orange Free State's government denied Indians the right to purchase or rent fixed property and limited their settlement to two months unless they obtained permission to pursue a business. Natal's government attempted to control the Indian population either by paying them an incentive to sign up for another work period or to return to India. Natal's government also passed laws to restrict their immigration, to restrict the growth of Indian traders, and to deny them the right to vote. Saunders notes that as soon as Indians were able to compete effectively with their white counterparts, restrictions began being imposed to keep them subordinate (1994: pp. 139-141).

### **3.2.2.7 *The Glen Grey Act, 1894***

This Act, the brainchild of Cecil Rhodes, built on a bill he introduced two years earlier, the *Franchise and Ballot Bill, 1892*. The first bill increased the educational and income qualifications for voting, thus reducing the number of voters, particularly the number of Black African voters. The *Glen Grey Act, 1894* restricted Black African land ownership to a single 10-acre lot. This land could not be used to qualify for voting rights. Omer-Cooper (1994: p. 134) and Saunders (1994: p. 62) have noted that this bill was targeted at Black Africans who were economically productive and who formed the majority of voters in some areas. They have further noted that the consequences of this Act not only reduced the number of Black voters but prevented them from competing effectively with white farmers. Because they could not earn enough from their land holdings to provide for themselves and their families, they would have to seek outside employment either on white farms or in the mines. The results included reduction in overcrowding on reserves, a continuous supply of cheap labour, little input from Black Africans in decision making, and enhanced opportunities for the white population to succeed economically.

### **3.3.3 Public Policy between 1900 and 1990**

An examination of the period 1900 to 1990 reveals that it too is characterized by policy decisions, actions and legislative instruments that had a differential impact on one or more groups for the purpose of achieving specific public policy objectives. Numerous pieces of legislation were systematically brought into effect, decade after decade, by the South African Parliament to control the private lives of citizens. The acts that were brought into effect and enforced include:

- *The Natives Land Act, 1913;*
- *The Natives Representation of Voters Act, 1936;*
- *The Native Trust and Land Act, 1936;*
- *The Asiatic Land Tenure and Indian Representation Act, 1946;*
- *The Prohibition of Marriages Act, 1949;*
- *The Population Registration Act, 1950;*
- *The Immorality Act, 1950;*
- *The Group Areas Act, 1950;*

- *The Bantu Authorities Act, 1951;*
- *The Native Laws Amendment Act, 1952;*
- *The Abolition of Passes Act, 1952;*
- *The Bantu Education Act, 1953;*
- *The Native Labour (Settlement of Dispute) Act, 1953; ,*
- *The Native Resettlement Act, 1956;*
- *The State Aided Institutions Act, 1957;*
- *The Extension of University Education Act, 1959;*
- *The Promotion of Bantu Self Government Act, 1959;*
- *The Bantu Laws Amendment Act, 1964; and*
- *The Bantu Homelands Citizenship Act, 1970.*

These acts provided different rules for different groups of people based primarily on race and colour. They promoted the concept of development of independent self-governing states for Black South Africans based on original ethnic identity. The intended result of the policies and legislation was strengthening South Africa so that it would be a prosperous country, primarily for Whites, with the purity of the races strictly controlled, but with access to cheap Black labour (South Africa Communications Service. 1997: pp. 25-33).

As depicted in Turnley's photo essays and Cowells's descriptions (1988: pp. 1-198), the reality of life under the numerous laws for many Black South Africans was oppressive, sad, resigned, fearful, and angry, while life for White South Africans was generally comfortable, pleasant, and secure. The numerous laws, however, initially fulfilled their intent, namely (Omer-Cooper 1994: pp. 196-222):

- The organization of South African society to achieve the goals of a segregated and later apartheid society;
- To separate the races to a large extent;
- To promote the interests of White society; and
- To retain the political support of the government's primary constituency.

### 3.3.4 The Evolution of Political Organizations

The policies of the governments prior to and after 1900 encouraged the formation of political activist organizations ([www.sul.stanford.edu/depts/ssrg/africa/southafrica](http://www.sul.stanford.edu/depts/ssrg/africa/southafrica)). Many of these organizations became well-known internationally through the exiles living or studying in countries in Europe, the former Soviet Union, or North America, through the sanctions applied by various governments, and through the assistance channeled to the non-government organizations working in South Africa (South African History. [www.sahistory.org.za/tenyears](http://www.sahistory.org.za/tenyears) project).

By 1900 the South African Indians had established the Natal Indian Congress (Bhana 2004. [http://ipoaa.com/south\\_african\\_indians.htm](http://ipoaa.com/south_african_indians.htm)) and the Black Africans had established Imbumba Yama Afrika in the Cape (Omer –Cooper 1994: p. 161) to represent their respective interests. Between 1900 and 1925, several more political organizations were established including: the African People's Organization (APO) to represent the interests of coloured South Africans (South African History. [www.sahistory.org.za/drabdullahabdurahaman](http://www.sahistory.org.za/drabdullahabdurahaman)); the African National Congress (ANC/SANNC), the organization that became the dominant democratic movement in South Africa and the movement that advanced the interests of the Black South Africans while promoting a multi-racial society (ANC. 1982. [www.anc.org.za/ancdocs/history/unity.html](http://www.anc.org.za/ancdocs/history/unity.html)); the South African Indian Congress (SAIC) to promote the interests of the Indian population (South African History. [www.sahistory.org.za/thesouthafricanindiancongress/](http://www.sahistory.org.za/thesouthafricanindiancongress/)); and the Broederbond, an élite, influential Afrikaner organization that sought to promote Afrikaner unity and to achieve Afrikaner dominance in political, economic and cultural affairs (South African History. [www.sahistory.org.za/birthofafrikanercapitalism](http://www.sahistory.org.za/birthofafrikanercapitalism); Saunders 1994: pp. 6-7).

Between 1925 and 1990 several more organizations were formed including the Pan-Africanist Congress (PAC), an organization that supported Black nationalism and liberation within the context of Black nationalism (<http://countrystudies.us/south-africa>; [www.sahistory.org.za/panafricanistcongress](http://www.sahistory.org.za/panafricanistcongress)) and organizations that attracted youth groups such as the ANC's Congress Youth League (CYL) (ANC. 1982. [www.anc.org.za/ancdocs/history/unity.html](http://www.anc.org.za/ancdocs/history/unity.html)), the all-Black South African Students Organization (SASO) (Barrell 1993. [www.sahistory.org.za/youonlywinonce](http://www.sahistory.org.za/youonlywinonce)) and several Black Consciousness Organizations (Azapo. [www.azapo.org.za/background1.htm](http://www.azapo.org.za/background1.htm)).

Women's organizations also emerged including the non-racial, Black Sash, an organization that protested the deprivation of human rights and assisted victims of unjust laws (South African History [www.sahistory.org.za/Blacksash](http://www.sahistory.org.za/Blacksash)). Partisan political organizations emerged including the South African Communist Party (SACP), a socialist party that worked to advance social justice issues, including creation of a non-racist, classless society (<http://countrystudies.us/south-africa/>; Saunders, C. 1994: p. 223), the Azanian People's Organization (AZAPO), an organization that promoted a unitary, non-racial, Africanist state (Azapo. [www.azapo.org.za](http://www.azapo.org.za)); the Afrikaner Weerskandbeweging (AWB), a partisan political party that advocates the formation of an independent Afrikaner republic and opposes the transformation to a single, multi-racial, democratic state, and the Inkatha Freedom Party (IFP) a political party based in KwaZulu Natal that portrays itself as a moderate and democratic organization (<http://countrystudies.us/south-africa/>). Trade unions and trade union organizations also emerged including an all-white Mine Workers Union, the Black Industrial and Commercial Workers' Union of South Africa, the African Mine Workers Union, and the Congress of South African Trade Unions (COSATU) (Saunders 1994: pp. 83, 235).

All of these organizations, as well as others, used a variety of methods to publicize their issues and rally support for desired action. Organizations with similar causes often would work together. Examples of such co-operation include the alliance between the South African Communist Party and the Black trade unions and later the South African Communist Party and the ANC to protest policies such as the colour bar in employment and the pass laws (Saunders 1994: p. 223). From 1953 to 1956 alliances developed between the ANC, the SAIC, the Coloured People's Congress, the Congress of Democrats (whites), and the South African Congress of Trade Unions (SACTU). These groups joined together at the 1955 Congress of the People to adopt the *Freedom Charter* (ANC. 1955: [www.anc.org.za/ancdocs/history/charter.html](http://www.anc.org.za/ancdocs/history/charter.html); Saunders 1994: pp.81-82). In 1983 the United Democratic Front (UDF), later known as the Mass Democratic Movement, a multi-racial umbrella organization for more than 600 church, civic, trade union, students, women's, sports and other organizations was created to co-ordinate protests against the race-based tricameral parliament and other grievances. It believed in non-violence and the principles of the *Freedom Charter* and rallied Africans to continue their opposition to injustices (Van Kessel 2000: [www.h-net.org/reviews/](http://www.h-net.org/reviews/)).



The widespread effects of protests against injustice in Africa and more particularly within South Africa, led by the various organizations have been summarized by Mazrui (1986: p. 304) as follows:

- The protests publicized to the entire world the negative aspects of racism to such an extent that racism became an international concern;
- The protests contributed to disinvestment and withdrawal of investment money from South Africa; and
- The protests contributed to a wider understanding of the dignity of Africans as human beings and in so doing contributed to the history of the world.

In September 1984 a new constitution came into force. The key features of the *Constitution of the Republic of South Africa, 1983* (Act 110 of 1983) were (South African History. [www.sahistory.org.za/indexof/pages/sources/docs/1983-constitution.htm](http://www.sahistory.org.za/indexof/pages/sources/docs/1983-constitution.htm)):

- There would be three legislative chambers namely a White House of Assembly, a Coloured House of Representatives, and an Indian House of Delegates;
- The representatives for each chamber would be selected through elections in which members of the respective races would vote for the candidates;
- Black Africans were excluded from participation in the government;
- The State President would choose the cabinet and minister's councils;
- The powers of the President were increased; and
- The President's Council was assigned responsibility for resolving conflicts between the three chambers.

Various authors note that most Indians and Coloureds protested the inequalities still present in society by not voting in the elections while Black Africans took the new constitution's failure to include them in the parliament as an insult (Omer – Cooper 1994:236-237; South African History. [www.sahistory.org.za/UDF/](http://www.sahistory.org.za/UDF/)). Internal and external pressures for radical change increased. The new constitution failed to meet its political and policy objectives and exacerbated tensions that exploded into protests and violence (Omer – Cooper 1994:236-237; South African History. [www.sahistory.org.za/UDF/](http://www.sahistory.org.za/UDF/)).

### **3.3.5 The Struggle for Gender Equality**

Public policy decisions have had significant effects on gender equality in Africa as elsewhere. Mazrui (1986: p. 235) has noted the many effects of policy decisions on gender equality throughout Africa including:

- The creation of wage dichotomies wherein men began working for paid wages while women worked for in-kind earnings;
- Men entered the money economy while women remained in the subsistence agriculture economy;
- Men moved into an industrial class while women remained in the peasant class;
- Men became urbanized but women remained in the ancestral, rural areas;
- Men could own property and obtain credit but women could neither own property in their own right or obtain credit; and
- Men benefited more from mechanization while women continued to use traditional methods and tools.

Saunders (1994: pp. 261-263) has noted that in South Africa white and non-white women both have struggled to rid themselves of male dominance. In 1930 an all-white women's suffrage movement succeeded in obtaining the vote for white women after many years of campaigning. Women, however, found themselves in work ghettos such as teaching, nursing, service work, clerical work and the garment industries, all characterized by jobs that were considered lower status and received poorer pay.

With respect to Black South African women Saunders has noted that (1994: pp. 261-263):

- They were not allowed to vote;
- The use of male migrant labour in mining relied on women to continue the subsistence farms;
- Women, children and the family members not-employed elsewhere, had to live on the reserves while the men had to live at their place of work;
- Many women had to assume the role of head of the household; and
- Long separations between husbands and wives had a negative impact on the stability of African marriages and gender relations.

Initially women were exempt from the pass laws however, the government initiated changes to the laws to include women. In the 1950s Black African women began nationwide protests against these restrictions. Their protests delayed the application of pass laws to women until 1963 (Omer-Cooper 1994: pp. 204 – 210; Saunders 1994: p. 263).

Gender equality was one of the crosscutting themes of the *Canada South Africa Teacher Development Project* (CSATDP). Research jointly undertaken by the South African and Canadian partners for this project examined changes in society that have occurred throughout South Africa's history that affect gender equality as well as the current state of gender equality. Their research includes the following findings (CSATDP. 2002: pp. 4-15):

- Under colonialism women lost much of the economic power and social status that they had held in the pre-colonial agricultural society;
- Colonial officials and missionaries taught and reinforced the concept of male authority;
- With the assistance of traditional leaders, the colonial government introduced a form of “customary law” that legitimized the inferior status of Black women;
- Black, Coloured, and Indian men, women, and children were discriminated against during the years of apartheid;
- During the apartheid era women worked alongside men in the struggle for democracy. They developed networks for social support, created organizations such as the Women's League of the African National Congress, the Untied Women's Organization, and the Natal Organization of Women, and developed leadership skills in the political arena. Non-government organizations emerged to support women and families. During this era women were active participants in public protests and were often the victims of violence;
- In post-apartheid South Africa one-third or more of Black households are headed by women, one-third or more of economically active Black women are unemployed, and about one-half of the employed Black women work in unskilled jobs;
- Many women in rural communities exist in severe poverty while carrying out the roles of farmer, mother, and homemaker;
- Approximately 17% of African women aged 20 or over have no formal education. Of the illiterate population, approximately 54% are Black women;

- More than one-half of South Africans with HIV are women;
- Rape of girls, especially in school and by teachers, is a major problem. Many girls drop out of classes or leave school because of sexual harassment;
- Some believe that violence against girls and women has come to be seen as normal behaviour among boys and men;
- Since 1994 women are highly visible in the provincial and national governments and their executive councils (cabinets); and
- The national and provincial governments have created structures, appointed officials, and developed strategies for improving gender equality.

The above findings of this research provided essential baseline information for the *Canada South Africa Teacher Development Project* as well as for other joint projects between Canada and South Africa including the Twinning Project.

### **3.3.6 Public Policy from 1990 Onward**

In the late 1980s the South African government realized that its policies and laws needed to be changed and that a new approach was needed. It realized that it needed to recognize every citizen, regardless of race, creed, or colour as having equal rights and to revamp the governance of the country to bring this into effect. Some key milestones in the recent history of South African public policy include (Commonwealth Secretariat. 1994: pp. 1-71; Nelson and Cameron-Dow 1994: pp. 8-170; Gobodo-Madikizela 2003: pp. 1-148; Krog 1998: pp. 1-293; Mandela 1994: pp. 445 -544; South Africa Communications Service. 1993: pp. 5-10; South Africa Communications Service. 1997: pp. 25-33; [www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)):

- |      |   |
|------|---|
| 1990 | President F.W. de Klerk announced steps to dismantle apartheid. On February 11, 1990 Nelson Mandela, one of the leaders of the South Africans opposing apartheid was released after 27 years of imprisonment (Nelson and Cameron-Dow 1994: pp. 10 -22). |
| 1991 | The first meeting of the Convention for a Democratic South Africa (CODESA) took place (Commonwealth Secretariat. 1994: pp 6-7).   |
| 1993 | The Multiparty Negotiating Council successfully completed the   |

development of an interim constitution (Commonwealth Secretariat. 1994: pp 7 -8).

- 1994 An interim constitution was promulgated in January 1994. In April 1994, the *Interim Constitution* (Act 200 of 1993) came into force paving the way for the establishment of the new provinces and governments of national and provincial unity with multi-party cabinets (South Africa Communications Service. 1997: pp. 25-33).
- 1994 From April 26 – 28, 1994 elections were held and for the first time. Black South Africans were able to vote. Nelson Mandela was elected President in these elections. On May 10, 1994 Nelson Mandela was sworn in as President ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)).
- 1994 In June 1994 South Africa rejoined the Commonwealth and took up its seat in the United Nations General Assembly ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)).
- 1995 On November 1, 1995 the first local government elections were held in all the provinces with the exception of the Province of KwaZulu Natal ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)).
- 1995 – On May 7, 1996, after an extensive consultation process, the new  
1996 *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) was passed. In June 1996 the first elections for local government were held in KwaZulu Natal ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)).
- 1995 - The Truth and Reconciliation Commission heard victims' stories,  
1998 assessed the appropriateness of granting amnesty to perpetrators of violence and crimes against humanity, and prepared for the provision of appropriate and affordable reparations to victims (Krog 1998: pp. 1-293).
- 1999 In April 1999 the first elections were held under the new constitution. Thabo Mbeki was elected President ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)).
- 2004 In April 2004 the second elections under the new constitution were held ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)).

### 3.3.7 The *Interim Constitution* (Act 200 of 1993)

When the first government that was elected by the majority of the people took office in 1994, South Africa was already a sovereign state. It still, however, had to finalize the kind of state it wished to be, including the form of governance it wished to have and what its constitution should contain. *The Interim Constitution* (Act 200 of 1993) provided time for the people of South Africa to consider the kind of governance they wished to have and to test the type of democratic governance laid out in *The Interim Constitution* (Act 200 of 1993).

Rautenbach and Malherbe point out that a constitution is a law that determines the relationship between the citizens of a country and their government institutions. Constitutions give expression to a society's values and aspirations. The characteristics of a constitution that they have identified are as follows (1994: pp. 1 -3):

- A constitution is the most important law of a country;
- A constitution contains the rules that govern the political systems of the country; and
- The rules in a constitution determine the institutions of government and the rules related to each of them.

A constitution, therefore, is the supreme law of a country. It empowers government bodies and defines and qualifies their powers. It also determines how the powers are to be exercised. Rautenbach and Malherbe also noted the following key features of South Africa's *Interim Constitution* (Act 200 of 1993) (1994: pp. 3 -4):

- ***Supremacy of the Entrenched Constitution*** – Parliament and all other bodies are subordinate to the constitution;
- ***Equal Franchise*** – All citizens have the right to vote for representatives in the government bodies that make decisions on their behalf;
- ***Proportional Representation*** – Seats in the parliament and provincial legislatures are allocated to political parties in exact proportion to the support they receive in elections;

- ***Bill of Rights*** – The rights, freedoms and entitlements of individuals are defined as part of the constitution.
- ***Government of National Unity*** – Parliament elects the President. He must choose his cabinet from all parties that have a minimum number of seats in the parliament.
- ***Three Spheres of Government*** – South Africa is a federal state. Nine new provinces are created, each with its own government. Local governments are to be created. The constitution recognizes all three spheres of government.
- ***Diversity of Interests*** – Specific provisions to accommodate as many interests as possible are included: proportional representation; government of national unity; recognition of three spheres of government; provincial representation in one of the national structures; establishment of a council of traditional leaders; bill of rights; recognition of eleven official languages; creation of institutions such as the Public Protector, the Commission on Human Rights, and the Commission on Gender Equality.

South Africa chose to use a federal form of governance, based to a large extent on Germany's model of federalism. Besdziek (1998: pp. 165-167) notes that the choice of a federal form of governance took into consideration the wide disparities and inequities between the different parts of South Africa. The creation of a national government provided the strength at the centre needed to make and enforce the national policies required to reshape and build the country. The creation of provincial and local spheres of government strengthened the ability of the country to tailor policy to fit local needs and to deal with issues of a purely local nature.

Besdziek (1998: p. 167) explains that one of the attractions of the German model is the principle of concurrency, that is, the simultaneous exercise of the same power or function by more than one level of government. He points out that the federal model chosen for South Africa applies a vertical hierarchy of authority in order to ensure that all spheres of government are able to focus on reconstruction and development of the nation as a whole. Initiatives, largely developed by the central government, however, are expected to be delivered by provincial and local governments.

### **3.3.8 The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)**

President Nelson Mandela signed the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) into law on December 10, 1996. This constitution came into force on February 7, 1997 ([www.sahistory.org.za/pages/mainframe.htm](http://www.sahistory.org.za/pages/mainframe.htm)). The key features of the interim constitution, identified by Rautenbach and Malherbe, continued into the final constitution. Pursuant to the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996), South Africa is a republic, a constitutional democracy, and a federal state.

Some of the major characteristics of South Africa's constitution are:

- Detailed descriptions of key principles, of roles and responsibilities of the different spheres of government, of specific arms and institutions of government, and of key office holders;
- Inclusion of a bill of rights that binds private persons as well as the state;
- Separation of the powers of the legislative, executive, and judicial arms of government;
- Establishment of three spheres of government, national, provincial and local in which each sphere is distinctive, interdependent and interrelated; each sphere has a particular role to play in working towards the achievement of goals that benefit all of South Africa within the context of the national government having the largest role in national leadership and setting policy and the provincial and local governments larger roles in the implementation of policy;
- Entrenchment of the principle of co-operative governance in which all spheres of government are required to place the public interest first and work together to achieve public policy goals;
- Establishment of the National Council of the Provinces (NCOP) as the second House of the national parliament and as the vehicle for obtaining input from the provinces on proposed legislation and for discussion of issues that affect the provinces;
- Establishment of a national revenue fund for the collection of revenue and allocation of financial resources to the provinces for provincial budgets from this fund; and
- Recognition of traditional chiefs and customary law.



The founding provisions list the values on which the constitution is based, namely:

- Human dignity, the achievement of equality, and the advancement of human rights and freedoms;
- Non-racialism and non-sexism;
- Supremacy of the constitution and the rule of law;
- Universal adult suffrage, a national common voters roll, regular elections, and
- A multi-party system of democratic government.

### 3.3.9 *The Bill of Rights*

South Africa's constitution contains an extensive bill of rights. The first section of this bill states its importance (*The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996)):

*“This Bill of Rights is a cornerstone of democracy in South Africa. It enshrines the rights of all people in our country and affirms the democratic values of human dignity, equality and freedom.” The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996).*

The rights protected are summarized in Table 9. The *Bill of Rights* applies to the legislature, the executive, the judiciary, and all organs of state and private persons.

<b>Table 9. Protection Provided by South Africa's Bill of Rights</b>
<b><i>Equality</i></b> – Everyone is equal before the law and cannot be discriminated against particularly on the basis of race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language, and birth.
<b><i>Human Dignity</i></b> – Inherent dignity and the right to have their dignity respected.
<b><i>Life</i></b> – The right to life.
<b><i>Freedom and Security of the Person</i></b> – Rights respecting detention without cause or trial; right to freedom from violence, torture and inhuman punishment; right to bodily and psychological integrity.
<b><i>Freedom from Labour Exploitation</i></b> – No one can be subjected to slavery, servitude, or enforced labour.
<b><i>Privacy</i></b> – Rights respecting privacy of person, home, property, possessions and communications.
<b><i>Freedom of Religion, Belief and Opinion</i></b> – Right to freedom of conscience, religion, thought, belief and opinion; rights respecting religious observances in state-aided institutions; rights respecting marriages and personal and family law in accordance with traditional customs.
<b><i>Freedom of Expression</i></b> – Right to freedom of expression including freedom of the press, freedom of scientific research, freedom of artistic creativity, and freedom of receiving and imparting ideas and information; prevents use of this freedom for propaganda for war, incitement of violence, advocacy of

<b>Table 9. Protection Provided by South Africa's Bill of Rights</b>
hatred.
<b>Freedom of Assembly</b> – Includes right to peaceful and unarmed assembly and the rights to demonstrate, picket, and petition.
<b>Freedom of Association</b> – People have the right to associate freely.
<b>Political Rights</b> – Right to form a political party and participate in the activities of a political party; the right to free, fair and regular elections; the right to stand for public office; and the right to vote.
<b>Citizenship</b> – Protection of one's citizenship.
<b>Freedom of Movement and Residence</b> – People may live anywhere in the country, move freely within the country, and obtain a passport to visit other countries.
<b>Freedom of Trade, Occupation and Profession</b> – People may choose their own career; laws may be made to regulate trades, occupations or professions.
<b>Labour Relations</b> – Everyone has the right to fair labour practice; unions and employers' organizations have a right to exist and members have the right to actively participate in these organizations.
<b>Environment</b> – People have the right to a safe environment and to have that environment protected.
<b>Property</b> – Rights respecting personal ownership of property including rights respecting expropriation and restitution for previous dispossession as a result of racial or discriminatory laws.
<b>Housing</b> – People have the right to adequate housing; rights respecting state responsibilities to realize this right; rights respecting eviction from one's home.
<b>Health Care, Food, Water and Social Security</b> – Right to health care services, including emergency services and to food, water, and social security; rights respecting state responsibilities to realize these rights.
<b>Children</b> – Individuals under the age of 18 have specific rights including: a name and a nationality; family or parental care; basic nutrition, shelter, basic health care services and social services; protection from maltreatment, neglect, abuse, or degradation; protection from exploitative or harmful labour practices; rights respecting detention.
<b>Education</b> – Right to basic education including adult basic education; right to further education within the state's resources; where practicable, right to education in the official language of choice; right to establish an educational institution.
<b>Language and Culture</b> – Right to use the language and participate in the culture of one's choice.
<b>Cultural, Religious, and Linguistic Communities</b> – Right to belong to and participate in cultural, religious and linguistic communities of one's choice.
<b>Access to Information</b> – Right to information held by the state and to information held by another person that is required for the exercise or protection of any rights.
<b>Just Administrative Action</b> – Right to lawful, reasonable and procedurally fair administrative action.
<b>Access to Courts</b> – Right to have a court resolve a dispute that can be resolved through the application of law.
<b>Arrested, Accused and Detained Persons</b> – Specific rights of persons arrested, detained and sentenced.
<b>State of Emergency</b> – The state only may declare a state of emergency by an act of parliament and only when the state is threatened by a public emergency such as war, invasion, general insurrection, disorder, or natural disaster; specific restrictions on the use of this right

Source: *The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996).

### 3.3.10 Assignment of Powers

Sections 44 and 146 of the 1996 constitution indicate how the powers of the national, provincial and local governments have been structured and the vertical hierarchy incorporated. The national government retains the power to make overriding legislation if a

matter affects national security, if the matter cannot be regulated solely by the legislation of one province, if:

- It is important to maintain economic unity or protect common markets,
- National standards must be upheld,
- Minimum standards are required for service delivery,
- It is necessary to promote equal opportunity or equal access to government services,
- The environment must be protected, and
- A province may undertake activities that could prejudice another province or the country.

A comparison of the separate and concurrent competencies of the three spheres of government is shown in Table 10, below (*The Constitution of the Republic of South Africa*, 1996 (Act 108 of 1996): Sections 146 and 231; Schedule 4, Parts A and B and Schedule 5, Parts A and B).

<b>Table 10. Comparison of Functional Areas of Competence of the Three Spheres of Government of South Africa</b>				
<b>Functional Areas of National Competence</b>	<b>Functional Areas of Provincial Competence</b>	<b>Concurrent Functional Areas of National and Provincial Competence</b>	<b>Concurrent Functional Areas of Provincial and Local Competence</b>	<b>Concurrent National, Provincial and Local Government Competence</b>
National security	Abattoirs	Administration of indigenous forests	Beaches and amusement facilities	Air pollution
Maintenance of economic unity	Ambulance Services	Agriculture		
Protection of the common market with respect to the mobility of goods, services, capital, and labour	Archives, other than national archives	Airports, other than international and national airports	Billboards and the display of advertisements in public places	Building regulations
Promotion of economic activities across provincial boundaries	Libraries, other than national libraries	Animal control and diseases	Cemeteries, funeral parlours and crematoria	Child care facilities
Promotion of equal opportunity	Liquor licenses	Casinos, racing, gambling and wagering,	Cleansing	Electricity and gas reticulation

<b>Table 10. Comparison of Functional Areas of Competence of the Three Spheres of Government of South Africa</b>				
<b>Functional Areas of National Competence</b>	<b>Functional Areas of Provincial Competence</b>	<b>Concurrent Functional Areas of National and Provincial Competence</b>	<b>Concurrent Functional Areas of Provincial and Local Competence</b>	<b>Concurrent National, Provincial and Local Government Competence</b>
or equal access to government services		excluding lotteries and sports pools		
Protection of the environment	Museums, other than national museums	Consumer protection	Control of public nuisances	Firefighting services
Matters that can-not be regulated by legislation en-acted by the respective prov-ince individually	Provincial planning	Cultural matters	Control of undertakings that sell liquor to the public	Local tourism
Matters that to be dealt with effectively require uniformity across the nation	Provincial cultural matters	Disaster management	Facilities for the accommodation, care, and burial of animals	Municipal airports
International agreements	Provincial recreation and amenities	Education at all levels, excluding tertiary education	Fencing and fences	Municipal planning
	Provincial sport	Environment	Licensing of dogs	Municipal health services
	Provincial roads and traffic	Health services	Licensing and control of undertakings that sell food to the public	Municipal public transport
	Veterinary services, excluding regulation of the profession	Housing	Local amenities	Municipal public works only in respect to the needs of the municipalities
		Indigenous law and customary law (Sub-ject to Chapter 12 of the <i>Constitution</i> )	Local sport facilities	Pontoons, ferries, jetties, piers and harbours, excluding the regulation of international and national shipping and matters related thereto
		Industrial promotion	Markets	Storm water management systems in built-up areas

Table 10. Comparison of Functional Areas of Competence of the Three Spheres of Government of South Africa				
Functional Areas of National Competence	Functional Areas of Provincial Competence	Concurrent Functional Areas of National and Provincial Competence	Concurrent Functional Areas of Provincial and Local Competence	Concurrent National, Provincial and Local Government Competence
		Language policy and the regulation of official languages (Subject to the provisions of Section 6 of the <i>Constitution</i> )	Municipal abattoirs	Trading regulations
		Media services directly controlled or provided by the provincial government (Subject to section 192 of the <i>Constitution</i> )	Municipal parks and recreation	Water and sanitation services, limited to potable water supply systems, domestic waste-water, sewage disposal systems
		Nature conservation, excluding national parks, national botanical gardens and marine resources	Municipal roads	
		Police (Subject to Chapter 11 of the <i>Constitution</i> )	Noise pollution	
		Pollution control	Pounds	
		Population development	Public places	
		Property transfer fees	Refuse removal, re-fuse dumps and solid waste disposal	
		Provincial public enterprises (Subject to Schedules 3 and 5 of the <i>Constitution</i> )	Street trading	
		Public transport	Street lighting	
		Public works, only in respect to the needs of provincial government	Traffic and parking	
		Regional planning and development		
		Road traffic		

Table 10. Comparison of Functional Areas of Competence of the Three Spheres of Government of South Africa				
Functional Areas of National Competence	Functional Areas of Provincial Competence	Concurrent Functional Areas of National and Provincial Competence	Concurrent Functional Areas of Provincial and Local Competence	Concurrent National, Provincial and Local Government Competence
		regulation		
		Soil conservation		
		Tourism		
		Trade		
		Traditional leadership (Subject to Chapter 12 of the Constitution)		
		Urban and rural development		
		Vehicle licensing		
		Welfare service		

Source: *The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996): Sections 146 and 231; Schedule 4, Parts A and B and Schedule 5, Parts A and B.

*The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) also provides the authority for one sphere of government to intervene in the affairs of another. Section 100 allows the national government to intervene in the affairs of a province if the province is unable to fulfill its constitutional obligations. As well, in accordance with Section 139, a provincial government may intervene in the affairs of a local government if the local government is unable to meet its constitutional obligations.

However, the vertical hierarchy in South Africa's federal model is tempered by two requirements that facilitate pursuit of common goals and enhance consideration of regional interests, namely, the requirement for co-operative governance and the creation of the National Council of the Provinces. These two requirements foster motivation to work towards common purposes and the sense of being valued and providing input that is equally important.

The president is both the head of government and the head of state. The president must respect, uphold, and defend the country's constitution and must do those things that promote unity within the country and advance the country overall. The president has legislative, judicial and executive powers. The powers of the president are summarized in Table 11. The president cannot veto bills passed by parliament. The president does, however, have the

power to make regulations. The president must exercise the judicial powers in consultation with either the cabinet (pardons and reprieves) or the Judicial Service Commission (judicial appointments). The president must exercise the executive powers of the office in consultation with other members of the national cabinet.

<b>Table 11. Powers of the President of South Africa</b>		
<b>Legislative</b>	<b>Judicial</b>	<b>Executive</b>
Assenting to and signing bills	Appointing judges	Implementing national legislation except where the Constitution or an act of parliament provides otherwise
Referring a bill back to the National Assembly for reconsideration of the bill's constitutionality	Pardoning or reprieving offenders	Developing and implementing national policy
Referring a bill to the Constitutional Court for a decision on the bill's constitutionality	Remitting any fines, penalties or forfeitures	Co-ordinating the functions of state departments and administrations
Summoning the National Assembly, the National Council of the Provinces or Parliament to an extraordinary sitting to conduct special business		Preparing and initiating legislation
Making any appointments that the Constitution or legislation requires the president to make, other than as head of the national executive		Performing any other executive function provided for in the Constitution or in national legislation
Appointing commissions of inquiry		
Calling a national referendum in terms of an act of parliament		
Receiving and recognizing foreign diplomatic and consular representatives		
Appointing ambassadors, plenipotentiaries, and diplomatic and consular representatives		
Conferring honours		

Source: *The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996): Sections 83 and 84.

### 3.3.11 The National Government

Chapter 4 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) sets out the rules respecting parliament including the composition of parliament, the legislative authority of the Republic, national legislative authority, joint rules and orders and joint committees, rules regarding the National Assembly, the National Council of the Provinces, and the National Legislative Process. The national parliament consists of the National Assembly and the National Council of the Provinces. The president is elected by the

National Assembly and sworn in by the President of the Constitutional Court. All members of the National Assembly must swear or affirm faithfulness to the Republic and obedience to the country's constitution.

The term of the National Assembly is five years and the president dissolves the Assembly after the Assembly has adopted a motion to dissolve that is supported by the majority of the members. Once the Assembly is convened after an election, the Assembly determines when and how long it will sit and when and how long it will recess.

The National Assembly has the power to amend the country's constitution, pass legislation, confer certain powers on the National Council of the Provinces, and delegate some of its legislative powers to other spheres of government.

### **3.2.12 The Role of Traditional Leaders**

Chapter 12 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) recognizes the role of traditional leaders and the institution of traditional leadership. National or provincial governments may make legislation that provides for the establishment of houses of traditional leaders. The national government may establish a council of traditional leaders. Customary law is recognized and may be applied within the specified parameters.

*The Traditional Leadership and Governance Framework Act* (Act 41 of 2003) elaborates on the place and role of traditional leaders and customary law within the new democratic framework and the Bill of Rights. The provisions of this *Act* define how communities will be recognized as traditional communities, how traditional leadership positions will be recognized, and how traditional leaders can be removed from office.

The function of traditional leaders is defined in the *Act* as:

*“19. A traditional leader performs the functions provided for in terms of customary law and customs of the traditional community concerned, and in applicable legislation.” The Traditional Leadership and Governance Framework Act (Act 41 of 2003).*



*The Traditional Leadership and Governance Framework Act* (Act 41 of 2003) defines how houses of traditional leaders will be recognized and assigns a number of functions to the local house of traditional leaders. These functions include the following:

- Traditional leaders must have an opportunity, through the National House of Traditional Leaders, to comment on any parliamentary bill pertaining to customary law or customs of traditional communities;
- Traditional leaders may advise a district municipality or metropolitan municipality on matters relating to:
  - Customary law, customs, traditional leadership and the traditional communities within the district municipality or metropolitan municipality; and
  - Any planning frameworks or by-laws that may have an impact on traditional communities;
- Traditional leaders may participate in local programs that have the development of rural communities as an object or are aimed at monitoring, reviewing or evaluating government programmes in rural communities; and
- The national government and provincial governments may, through legislative or other measures, provide a role for traditional councils or traditional leaders to participate in discussions and decisions related to:
  - Arts and culture;
  - Land administration;
  - Agriculture;
  - Health;
  - Welfare;
  - The administration of justice;
  - Safety and security;
  - The registration of births, deaths and customary marriages;
  - Economic development;
  - Environment;
  - Tourism;
  - Disaster management;
  - The management of natural resources; and
  - The dissemination of information relating to government policies and programmes.

This Act also sets out guiding principles for the allocation of roles and functions of traditional leadership, codes of conduct for traditional leaders and traditional councils and dispute resolution mechanisms.

### **3.3.13 Financial Control**

The national government and its organs maintain financial control of all spheres of government. National legislation prescribes the form, content, and tabling of national, provincial and municipal budgets. Only the national government can collect income tax, value-added tax, general sales tax, and rates on property or custom duties. The national government must prepare a revenue division bill, annually, that allocates financial resources among the spheres of government and then among the provinces in the provincial sphere and the municipalities in the local government sphere. In addition to the share of national revenue provinces receive from the national government, they may also receive revenue in the form of conditional grants. As well, some of the revenue they receive may be for activities of local governments and must be passed on to the local governments.

### **3.2.14 The Provinces**

Chapter 6 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) establishes the provinces and sets out the rules for them. There are nine provinces: Eastern Cape, Free State, Gauteng, KwaZulu Natal, Mpumalanga, Northern Cape, Limpopo (Northern Province), North West Province, and Western Cape. An overview of the provinces is found in Appendix F.

Each province has a legislature and these legislatures have the power to:

- Pass or amend their own constitutions;
- Pass legislation within their functional areas;
- Request a name change for their province; and
- Make recommendations to the National Assembly for legislation on matters outside their authority.

Pursuant to the constitution, the premier is elected by the legislature of the respective province and sworn in by a judge designated by the President of the Constitutional Court. Members of the provincial legislatures must swear or affirm faithfulness to the Republic and obedience to the country's constitution before taking office. The oath to be taken is shown in Figure 1, below.

**Figure 1. Oath Taken by South African Provincial Members of the Executive Council**

<p style="text-align: center;"><b>Oath of a Member of a Provincial Legislative Assembly</b></p> <p style="text-align: center;">I, _____</p> <p style="text-align: center;"><i>Swear/solemnly affirm that I will be faithful to the Republic of South Africa and will obey, respect and uphold the Constitution and all other laws of the Republic; and I solemnly promise to perform my functions as a member of the legislature of the Province of _____ to the best of my ability.</i></p> <p style="text-align: center;">_____</p>
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Source: *The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996): Schedule 2, Section 5.

The term of a provincial legislature is five years and the premier dissolves the legislature after the legislature has adopted a motion to dissolve that is supported by the majority of the members. Once the legislature is convened after an election, the legislature determines when and how long it will sit and when and how long it will recess.

KwaZulu Natal differs from the other provinces since it not only has traditional leaders, but also a monarch. The monarch of the Kingdom of KwaZulu-Natal is the head of the Ubukhosi (Monarchy), the institution of Traditional Leadership and chairman of the Usuthu Tribal Authority and Nongoma Regional Authority, both established under the provisions of the *KwaZulu Amakhosi and Iziphakanyiswa Act*. The monarch's speech opens the provincial legislature. King Goodwill Zwelethini was the monarch of KwaZulu Natal during the operation of the Twinning Project

Provincial governments' primary source of revenue is their allocation from the national government. An act of the national parliament provides for an equitable division of revenue raised nationally among the national, provincial and local spheres of government and each province's share of the revenue. To supplement the allocation received from the national

government, provincial governments may, with the authorization of the national government, impose certain taxes, levies, duties and flat-rate surcharges.

### **3.3.15 National Council of the Provinces**

The National Council of the Provinces is the second House of the national parliament. Section 42 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) describes the Council as follows:

*“The National Council of the Provinces represents the provinces to ensure that provincial interests are taken into account in the national sphere of government. It does this by mainly participating in the national legislative process and by providing a national forum for public consideration of issues affecting the provinces.”*

Each province is entitled to send to the Council’s meetings a delegation of 10 persons, all drawn from the province’s legislature. The 10 persons consist of four special delegates made up of the premier or the member designated by the premier to lead the delegation, three other special delegates, and six permanent, appointed delegates. Special and permanent delegates must represent all parties represented in the provincial legislature.

Up to ten, part-time representatives designated by organized local government and representing all categories of municipalities, may participate in meetings of the Council, but have no vote. Members of the national cabinet and national deputy ministers may attend the Council’s meetings but have no vote.

The members of the Council elect their own chairperson and two deputy chairpersons. The terms of the chairperson and one of the deputy chairpersons are for five-year terms unless the terms of the incumbents expire earlier. The second deputy chairperson has a one-year term and must be succeeded by a delegate from a different province so that over the course of time all provinces will have a person in this position.

### 3.3.16 Local Government

Zybrands (1998: p. 201) has described local government as “...*that sphere of government closest to its constituents and involved in rendering a wide range of services that materially affect the lives of the inhabitants residing within its jurisdiction.*” He is referring to services such as water, electricity, garbage pick-up and disposal, streets and sidewalks, traffic control, public libraries and other services that local governments throughout the world provide for the residents of their communities.

Chapter 7 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) provides for the establishment of local government as a separate sphere of government. Local government consists of municipalities that exist throughout the country. Three categories of municipalities are provided for:

- **Category A** – a municipality that has exclusive municipal and legislative authority in its area;
- **Category B** – a municipality that shares municipal executive and legislative authority in its area with a Category C municipality within whose area it falls; and
- **Category C** – a municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

Municipal councils hold the executive powers of local governments and govern, on their own initiative, the affairs of their communities. Section 152 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) sets out the following objectives for local government:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organizations in the matters of local government.

Municipal governments have the power to administer the competencies assigned to them including the power to make and administer by-laws in the areas in which they have authority. They are bound by the principle of co-operative governance to work with other spheres of government to ensure that citizens receive good governance and the country as a whole develops and shares in the benefits of prosperity. The national and provincial governments must also support the municipal governments, including putting into place necessary legislation, so that the municipalities can fulfill their responsibilities.

Municipal governments consist of elected, or in some cases elected and appointed members. Elections must be held within four years of a council taking office. Councils elect their chairperson and executive committee. Municipal governments have the power to supplement their allocation from the national government by raising revenue to cover the cost of services they provide through rates on property and surcharges on fees for services provided by or on behalf of the municipality. If the national government provides the necessary authority, they may also collect additional revenue through other taxes, duties, and levies appropriate to local government.

Legislation has also been put in place to provide the necessary authority for municipal governments to fulfill their responsibilities. The respective Acts are described below.

#### **3.3.16.1 *The Local Government Transition Act, 1993 (Act 17 of 1993)***

This Act provided the authority for a transition process that would bring into effect a new local government system. Its provisions included the rules regarding the establishment of provincial committees for local government including the appointment of an administrator and the responsibilities of the administrator; the establishment of negotiating forums for restructuring of local government and the responsibilities of these forums; the establishment and election of transitional councils; the establishment of local demarcation boards; and the making of regulations and repeal of legislative instruments.

### **3.3.16.2 *The Local Government Transition Amendment Act, 1996 (Act 97 of 1996)***

This Act amended outdated definitions and provisions in the previous Act and provided the rules needed to continue the transition process. Its provisions addressed requirements regarding appointing of a person to chair a council who has not been elected as a member of a district council; election of council members on a proportional basis; the powers and duties of metropolitan councils, metropolitan local councils, district councils, local councils, rural councils and representative councils and for certain other matters relating to such councils during the interim phase; and the power of the Minister to determine in a regulation made under this Act that any person who contravenes or fails to comply with a provision of such regulation shall be guilty of an offence.

### **3.3.16.3 *The Municipal Demarcation Act, 1998 (Act 27 of 1998)***

This Act establishes the Municipal Demarcation Board, the agency that is responsible for determining municipal boundaries. The Act sets out the composition, membership qualifications, membership appointment process, powers and the operating procedures of the Board. Most importantly it sets out the demarcation criteria including the objectives, the factors to be taken into account, the procedures, and the coming into force of demarcation decisions.

### **3.3.16.4 *The Municipal Structures Act, 1998 (Act 117 of 1998)***

This Act provides the detailed rules required to establish and operate municipalities. Its provisions include:

- Descriptions of categories of municipalities and types of municipalities in each category as well as the criteria or guidelines for determining the appropriate category and type;
- The functions and powers of municipalities;
- Requirements regarding cross-boundary municipalities;
- The requirements that municipalities must have municipal councils, that the councils must meet at least quarterly, and that the term of a municipal council is no more than five years;

- The objectives of municipal councils;
- With respect to councillors, the determination of their number, their qualifications, and their terms of office;
- Election and appointment requirements, by-election and dissolution requirements;
- Operational requirements including meetings, quorums and decisions, council business, delegation of powers and duties, and criteria for committees;
- Functions of speakers of municipal councils and requirements related to speakers;
- Structures related to municipal councils including executive committees, executive mayors, metropolitan sub councils, ward committees, other committees, and participation of traditional leaders.

The schedules to this Act set out the rules regarding electoral systems, the method of allocating councillors elected from party lists, the code of conduct for councillors, and the process for identifying traditional leaders.

#### **3.3.16.5 *Local Government: The Municipal Systems Bill (Bill 27 of 2000)***

This Bill sets out the rules for the governing and managing of municipal government including organization, systems and processes. Its provisions include: the legal nature and rights and duties of municipalities; municipal functions and powers; requirements respecting community participation, integrated development planning, performance management, local public administration and human resources, provision of municipal services, credit control and debt collection, provincial and national monitoring and standard setting, legal matters, and other relevant requirements. It also contains a code of conduct for councillors and a code of conduct for staff members.

#### **3.3.16.6 *Local Government: The Municipal Finance Management Act, 2003 (Act 56 of 2003)***

This Act sets out the rules for financial management within the sphere of local government. Its provisions include the rules regarding: general functions of the National and provincial treasuries; and delegations by the National Treasury; municipal revenue including municipal bank accounts, cash, investment, and asset management; municipal budgets; co-operative government; debt; responsibilities of mayors and municipal officials with respect to financial



matters; municipal budget and treasury offices; establishment, governance and accountability of municipal entities; management of goods and services; financial reporting and auditing; resolution of financial problems; management of financial misconduct; and other matters related to financial management.

### **3.3.17 Structures to Support Co-operative Governance**

A variety of structures have been put in place to foster and strengthen co-operative governance. These include (2004: [www.info.gov.za/aboutgovt/coopgov/structures/html](http://www.info.gov.za/aboutgovt/coopgov/structures/html)):

- ***The President's Co-ordinating Council (PCC)*** – A forum made up of the President, the Minister for Provincial and Local Government, and the nine premiers.
- ***Ministerial Cluster, The Directors General Clusters, and the Forum of South African Directors' General (FOSAD)*** - These forums oversee program integration and co-ordination among and between national departments and provincial departments.
- ***Ministerial Forums (MIN/MECs)*** – Committees consisting of line function departments at the national and provincial levels. They seek to co-ordinate policy and program between the two spheres.
- ***Local Government Forums*** – Forums to encourage co-operation between local governments and other spheres of government. The national forum is the South African Local Government Association (SALGA). Each province has its provincial counterpart.

### **3.2.18 Structures to Support Democracy**

Chapters 8 and 9 of the *Constitution of the Republic of South Africa, 1996* (Act 108 of 1996) provide for institutions that are necessary to uphold justice and to institutionalize democracy. These include:

- ***The Courts*** – The Courts have been delegated the judicial authority of the country. They are independent, subject only to the *Constitution*. In addition to courts that the

government may wish to establish, there are four courts: the Constitutional Court; the Supreme Court of Appeal; the High Courts; and the Magistrates' Courts.

- ***The Public Protector*** – This office is responsible for investigating and reporting on conduct in state affairs, or in the public administration in any sphere of government, that is alleged or suspected to be improper or to result in any impropriety or prejudice.
- ***The Human Rights Commission*** – This office is responsible for promoting respect for human rights and a culture of human rights; promoting the protection, development and attainment of human rights; and monitoring and assessing the observance of human rights in the country. It has the powers needed to investigate and report on the observance of human rights; to secure appropriate redress where human rights have been violated; to carry out research; and to educate.
- ***The Commission for the Promotion and Protection of the Rights of the Cultural, Religious, and Linguistic Communities*** – This office is responsible for the promotion of respect for the rights of cultural, religious and linguistic communities; the promotion and development of peace, friendship, humanity, tolerance, and national unity among cultural, religious and linguistic communities, on the basis of equality, non-discrimination, and free association; and recommending the establishment or recognition, in accordance with national legislation, of a cultural council or councils for a community or communities in South Africa. It has the powers needed to investigate, research, educate, lobby, advise, and report on cultural, religious and linguistic matters.
- ***The Commission for Gender Equality*** – This office is responsible for promoting respect for gender equality and the protection, development and attainment of gender equality. It has the powers needed to investigate, research, educate, lobby, advise, and report on matters relevant to gender equality.
- ***The Auditor General*** – This office must audit and report on the accounts, financial statement, and financial management of all national and provincial state departments and administrations; all municipalities; and may audit and report on any institution

funded from the National Revenue Fund or a provincial revenue fund or a municipal revenue fund or other institutions that legislation requires the office to audit.

- ***The Electoral Commission*** – This office must manage elections of national, provincial and municipal legislative bodies in accordance with national legislation; ensure that elections are free and fair; declare the results of the elections in a period of time that is as short as reasonably possible.

### **3.3.19 Public Policy Initiatives and Challenges**

Since 1994 South African governments have introduced new policies to implement its vision of a new South Africa and brought many of them into effect through key pieces of legislation. Many acts provide the authority for the institutions of democracy and replace previous policies with democratic policies. Many are acts to bring into effect public policies responsive to the social, economic and cultural needs of the people. These include the following types of policies:

- Employment equity and gender equality policies;
- The policies to redistribute resources in order to provide basic living requirements;
- The strengthened financial management and accountability policies,
- The policies to foster economic development and job creation,
- The transformation of the public service policies,
- The access to information policies,
- Policies aimed at strengthening the use of information technology, and
- Policies to improve the knowledge and skills capacity of South Africans.

Selected legislation and white papers outlining major government policies are listed in Appendix H. More detailed information is available on the national government's website ([www.info.gov.za](http://www.info.gov.za)).

Although South Africa has made much progress since 1994 large public policy challenges still exist. These include the following areas (South Africa Communications Service. 2004: pp. 31-49):

- Reducing poverty;
- Meeting basic needs;
- Improving service delivery;
- Addressing HIV/AIDS;
- Entrenching democracy;
- Ensuring sustainable development;
- Managing the effects of globalization and determining its own approaches to this phenomenon; and
- Supporting NEPAD and the African Renaissance.

The interrelationship between provincial governments and local governments also has been identified by the University of the Free State as an aspect of governance that needed strengthening (2003: pp. 1 - 68). In an analysis of training needs, this University in conjunction with the Free State Provincial Government and the South African Local Government Association identified many needs among them the following (2003: pp. 62 – 63):

- Intergovernmental relations;
- Integrated vertical system of planning and program delivery;
- Horizontal systems of development planning;
- Funding mechanisms to support development outcomes;
- Policy framework and monitoring and evaluation criteria for performance management;
- Information and communication management including knowledge networks;
- Evaluation mechanisms to measure the effectiveness, efficiency, responsiveness and impact of capacity development initiatives; and
- Policy framework and guidelines to promote and facilitate co-operative governance between traditional leadership and elected local government.

Many of the areas identified above are ones which also are of interest to Canadian international development organizations ([www.acdi-cida.gc.ca/cida\\_ind.nsf](http://www.acdi-cida.gc.ca/cida_ind.nsf)). Some of them were incorporated into the Twinning Project's contribution agreement (Appendix B).

### **3.4 IMPLICATIONS FOR IMPLEMENTING A TWINNING PROJECT ON GOVERNANCE**

While there are many similarities between South Africa's and Canada's history, particularly the colonial legacies found in the two countries, there are also huge differences. Canadian partners had to become as familiar as they could with the similarities and differences in the two histories if they were to provide not only practical, professional advice, but also sensitive advice that responded to development in the context of reconciliation. South African partners likely required patience and a sense of humour in working with their Canadian partners.

Since 1994, South Africa has embarked on an ambitious program of reconstruction, development, and massive change. It has introduced a new constitution and democratic government as well as three spheres of government and co-operative government. It has sought to address human rights violations through a healing process rather than a punitive process. It has encouraged participatory democracy, gender equity and equality, respect for the rights of cultural, religious and linguistic communities, and transparency and accountability. Canadians, accustomed to incremental change or measured change of not more than one or two major overhauls of public policy at a time, were often taken aback at the scale, rapidity and amount of change that South Africans took for granted.

As in any task related to strengthening public administration, the core questions of public policy analysis needed to be understood, from both historical and current perspectives. These questions included the following ([www.executive.gov.sk.ca/pdf\\_documents/2004Manual.pdf](http://www.executive.gov.sk.ca/pdf_documents/2004Manual.pdf)):

- What was/is the purpose of the policy?
- How did/does the policy fit with the government's priorities and objectives?
- How did/does the solution address the problem?

- Who was/is affected by the problem and the solution? Were/are there any differential effects on specific groups of people and if so, what were/are the effects? What are the implications of the effects on current decisions?
- Were/are there gender-specific effects? In the context of the current constitution and legislation, were/are these desirable or undesirable?
- What effect did/does the policy have on economic and social development, development of social capital, and enhancement of the quality of life?
- What laws and other legislative instruments were/are needed? and,
- What were/are the revenue sources and the allocation of resources?

Some aspects which needed specific attention by Canadians in the implementation of a twinning project aimed at building capacity in South African provincial government are discussed below.

#### **3.4.1 Responsiveness to South Africa's Needs and Priorities**

The South African government has numerous policy papers, discussion papers and other documents such as speeches, reports, publications, news releases, yearbooks, and newsletters, as well as web sites filled with timely information that needed to be referred to frequently for current information on issues, priorities, and plans. Provincial strategic and business plans were particularly useful documents in identifying both needs and opportunities to provide support.

#### **3.4.2 Co-operative Governance**

South Africa has chosen a form of federalism that has three different spheres of government with each sphere contributing to goals that will strengthen the country as a whole. Structures, processes and protocols that foster decision-making, policy-co-ordination and coherence, and integrated program delivery, among all spheres of government sometimes needed strengthening. Processes, reporting requirements, and meeting requirements, however, could not be so comprehensive, elaborate and time-consuming that they delayed decision-making, prevented responsiveness, and impeded service delivery. Provinces had to be able to lead initiatives that affected all provinces and benefited the country as a whole.

### **3.4.3 Legislation**

While many changes in policy had occurred, much legislation had been repealed and many new acts had been passed, aspects of the old policies were still found in some legislation, regulations, and ordinances. Until the problematic provisions were removed, they prevented the full implementation of new policies and perpetuated inequity and gender inequality. Advice needed to take into consideration the public policy objectives to be given effect through legislation, the provisions of new laws as well as laws that may have been carried forward from previous dispensations. As well, opportunities to examine new processes that enhance accountability and transparency also needed to be considered.

### **3.4.4 Structures, Systems and Processes of Government**

In the early years of the new dispensation efforts focused on establishing the core functions of central agencies including putting in place cabinet and financial systems, integrating the homelands' governing structures and personnel into the provincial administrations, and ensuring key officials were appointed. After the initial structures and processes were in place, the focus shifted to:

- Strengthening the structures, systems and processes established in order to enhance the provincial government's ability to undertake and provide critical analysis;
- Bridging between policy frameworks and program delivery;
- Managing and communicating the government's policy agenda;
- Assisting with horizontal planning across government;
- Introducing new accountability initiatives;
- Assisting with change management;
- Supporting the delivery of programs and services; and
- Assisting the provincial governments develop expertise in the crafting of policy respecting information technology and the use of information and communications technology to support the achievement of government objectives.

### **3.4.5 Professional, Competent, Public Service**

Understanding the evolution of public policy in South Africa, in the context of its history, provided the basis for understanding the differences in experiences, educational opportunities, and preparation for governing, within the races, social groups and ethnic groups. Some South Africans of all races and ethnic groups have had very good academic preparation and experience. Some have had good academic preparation but limited experience in applied public management. Some may have worked in South African non-government organizations and have gained good insights into policy requirements. They also may have gained a great deal of program development and service delivery experience. Some may have had the capacity to learn and the potential to become excellent public servants, but were learning on the job. A wide range of competencies therefore were found in the public services of the provinces.

The situation was often exacerbated when organizations such as the national government and wealthier provincial governments, as well as the private sector, enticed away qualified and capable provincial public servants by offering them more attractive salaries and career opportunities. The ravages of the HIV/AIDS pandemic further exacerbated the situation. Developing managerial competencies in middle and senior managers and professionals therefore was a major and an ongoing challenge. Role modeling and mentoring by Canadian managers as well as focused work plans, well-structured activities, real results, and sharing of new knowledge were critical to strengthening capacity in South African provincial managers, senior professionals and provincial public services.

### **3.4.6 Service Delivery**

The provincial and local governments do most of the service delivery required. Even with well designed policies in place, supported by appropriate legislative authority, service delivery could become bogged down. One of the contributing factors to this situation was too much to do by too few people. In these situations it became important to develop, monitor and use time efficiently and effectively. Partners needed to incorporate rigorous priority setting, co-ordinated action planning and applied project management into work plans and activities. Special consideration needed to be given to mechanisms such as double tracking to manage the multitude of reporting requirements.



### **3.4.7 Equity and Equality**

South African governments are striving to achieve representivity in their public service, particularly on the basis of race, gender, and disability. People may be considered suitably qualified for a job if they have one, or a combination of, desired formal qualifications, prior learning, relevant experience, or the capacity to acquire, within a reasonable time, the ability to do the job.

In this context, strengthening individual competencies and ensuring that training measures are developed to assist people acquire the necessary competencies are important. Special effort was made to encourage gender equality and the full participation of women in society. Their effective participation is not only essential in ensuring full implementation of human rights but also fundamental to addressing HIV/AIDS, economic development, and poverty reduction. Partners sought opportunities for strengthening equity and equality in objectives, work plans, activities and results.

## **3.5 CONCLUSION**

Understanding the key features of South Africa's geography, history, economy, social context, the current constitution, major public policies, and legislation provided the foundation for understanding the type of changes needed to achieve democratic goals and the magnitude of changes involved. For example, those working in the Twinning Project quickly learned that South Africans make distinctions between the "Old South Africa" (the period between 1650 and 1994), and the "New South Africa" (the period since 1994), distinctions that are important to understand in one's daily work. South Africans also refer to key events in their history such as the pass laws, the Great Trek, the *Glen Grey Act, 1894*, the policies regarding Bantu education, labour, and land, and historical inequities embedded in policies and policy instruments. Specific events and their significance also may vary from one part of South Africa to another and one cultural group to another.

South Africans brought to discussions a personal understanding of their history, the vision for their country, and acceptable approaches to use to achieve public policy goals. Canadian partners, while experienced public servants in their own environment, were likely to have far less knowledge regarding South Africa's complicated history. They also were likely to be

unfamiliar with the cultures of the country and their many nuances, and the breadth, depth, and impact of the apartheid system. An understanding of these aspects could have a bearing on the work jointly being undertaken by the national and international partners. Hence the broader the awareness of Canadian public servants of South Africa's history, culture, values, customs and traditions, the easier it was for them to understand provincial needs, to appreciate the relevance to the task at hand, and to help devise appropriate solutions.

An awareness of events and their implications contributes to a better understanding of public administration in general and the context for change. Countries such as South Africa and Canada that both have a history of British colonization have similarities and variations in the manner in which colonization policies were applied and inhabitants responded. Understanding the political history of South Africa and the public policies developed and implemented throughout its history, strengthened participants' understanding of the impacts of colonization in one's own and other countries. A review of the political evolution of a country provided an understanding of differential effects on women and men, boys and girls. This understanding is essential if changes are to be made to attain the *Millennium Development Goals*. Some countries also received individuals who sought political exile and supported efforts to strengthen democratic approaches within South Africa. Canadian participants were often familiar with some of these individuals and organizations. A basic understanding of the variety of political organizations found in South Africa and their evolution helped them recognize the key political players, their principles and their roles.

Some elements of twinning partnerships and governance that proved to be important to the provincial partners in the *Canada South Africa Provincial Twinning Project* were:

- Being responsive to the needs of the South African partners;
- Understanding and supporting co-operative governance;
- Understanding past and present legislation and the policy goals of current legislation;
- Ensuring that the structures, systems and processes that have been established support the South African provincial governments' needs and that they were working as intended;
- Building capacity at all levels, individual, group and organizational;
- Incorporating best practices into service delivery planning and implementation;
- Strengthening equity and equality in all aspects of public management; and

- A clear understanding of the roles of the national, provincial and international partners.

In collaborative partnerships such as those between the South African and Canadian provincial governments the South African partners assumed responsibility for articulating public policy objectives, explaining the context, and identifying the implications. The Canadian participants assumed responsibility for being knowledgeable public servants, generalists as well as specialists, good listeners, learners and competent advisors.





# **CHAPTER FOUR**

## **CONTEXTUAL KNOWLEDGE FOR A TWINNING RELATIONSHIP WITH CANADA**



## **CHAPTER 4**

### **CONTEXTUAL KNOWLEDGE FOR A TWINNING RELATIONSHIP WITH CANADA**

#### **4.1 INTRODUCTION**

While Canada is ranked among the top 10 countries of the world in terms of the Human Development Index (United Nations Wire. 2003: [www.unwire.org/News/](http://www.unwire.org/News/)), it has a “past” that reflects the values and beliefs, tolerances and intolerances, and strengths and weaknesses, of earlier societies, colonization, nation building, realized promises, broken promises, compromises, and unfinished business. While power is highly decentralized, individual provinces and urban municipalities have a wide variety of perspectives on the amount of power that they need and the manner in which federalism should work. Much work is still required to develop common understandings and respectful solutions on issues of importance to the country’s aboriginal peoples. As well, better understandings are needed between the English speaking communities and provinces and the French speaking communities and provinces.

Canada has learned from many of its mistakes and corrected many of its intolerant policies with progressive legislation and its insensitive practices with best practices. It has faced, and continues to face, some of the same challenges as other developed and many developing countries. An overview of the evolution of governance in Canada provides insights into the development of governance and benchmarks that the Canadian governments have identified as indicators of good governance. As South Africa develops its own solutions, possibilities exist through the Twinning Project for Canada to learn from the South African experience and to use these lessons to continue to strengthen its own approaches and systems.

Those involved in public administration, including elected office holders, public servants, researchers, academics, and others in the private, non-government and co-operative sectors who visit Canada to examine national or provincial approaches or to establish working relationships, may find a review of Canada’s history, geography, and application of democracy useful. They will find similarities and differences among the Canadian provinces, diversity in the solutions to public policy issues, and different approaches to the application

of democratic principles. Public servants who participate in multi-province activities will learn more about the policies, programs and systems in place in other governments as well as gain valuable insights into the manner in which public policy has evolved in different regions, provinces and territories. These insights will strengthen their competencies as public servants and improve their ability to participate effectively as citizens.

#### **4.1 PROFILE OF CANADA**

Canada, the second largest country in the world in terms of geographic size, is located at the northern tip of North America with the northernmost areas part of the circumpolar region. Its immediate neighbours are the United States to the south and northwest and Greenland to the East. France's possessions of St. Pierre and Miquelon are found in the coastal waters of the St. Lawrence River. The Atlantic, Pacific and Arctic Oceans bound Canada on the east, the west, and the north, respectively. Geographically Canada consists of six major regions - the Atlantic Provinces, the St. Lawrence Valley, the Precambrian Shield, the Great Western Plains, the Cordilleran Mountains, and the Pacific Coast.

Canada is a multicultural country that, for the most part, treasures the richness of the values and traditions of many different racial, ethnic and religious backgrounds. It has two official languages, English and French, although in some provinces, neither of these languages is the language of the majority of the people who immigrated to the country and settled in the province or of the aboriginal people of the area. Made up of the people indigenous to the country as well as people from all parts of the world, people whose families have lived in Canada for several generations, consider their ethnic background to be Canadian.

Statistics indicate that of a total population of approximately 30.5 million that (*Canadian Global Almanac*. 2001: pp. 42, 44, 46 –48, 64):

- The most common ethnic groups in terms of ancestral roots, as identified by residents and other than Canadian are: English, French, Scottish, Irish, German, Italian, Aboriginal, Ukrainian, Chinese, Dutch, Polish, South Asian, Jewish, and Norwegian.
- About 11.2% of the population belongs to a visible minority group and about 3.3% of the total population belongs to one or more aboriginal groups. The total number of



people with aboriginal origins is about 1,002,675. Of this population about 783,980 are First Nations (Canadian Indian), 212,650 are Métis, and 49,255 are Inuit. There are more than 600 First Nation (Canadian Indian) bands in Canada with the largest found in Ontario (Six Nations of Grand River, Mohawks of Akwesasne, Mohawks of the Bay of Quinte, and Wikwemikong), Alberta (Blood and Saddle Lake), Quebec (Kahnawake), Saskatchewan (Lac La Ronge and Peter Ballantyne Cree Nation), and Manitoba (Peguis).

- Canada is a federation that now consists of 10 provinces and three territories. Section 146 of the *Constitution Act, 1867* provided for geographical areas of North America or colonies of Britain, in addition to the first four provinces, to be added to the federation. The national government and the provinces each have constitutionally-defined specific powers and joint powers. The territories, under the jurisdiction of the federal government, have various degrees of self-government as defined in provisions of relevant federal government acts.
- Canada has a single national capital. Each province and territory have their own capitals. The names of the provinces, territories and capitals of these jurisdictions as well as the capital of Canada are given in Table 13.

<b>Table 12. Names of Canadian Jurisdictions and Their Capitals</b>	
<b><i>Country</i></b>	<b><i>Capital</i></b>
Canada	Ottawa
<b><i>Province</i></b>	<b><i>Capital</i></b>
Alberta	Edmonton
British Columbia	Victoria
Manitoba	Winnipeg
Newfoundland and Labrador	St John's
New Brunswick	Fredericton
Nova Scotia	Halifax
Ontario	Toronto
Prince Edward Island	Charlottetown
Quebec	Quebec City
Saskatchewan	Regina
<b><i>Territory</i></b>	<b><i>Capital</i></b>
North West Territories	Yellowknife
Nunuvut	Iqaluit
Yukon	Whitehorse

Source: Whebell, C.F.J. 2005: <http://the.canadianencyclopedia.com.index.cfm>

The Human Development Index is a measure of a country's advancement of human rights, human development and human security (Human Development Reports. 2003: <http://hdr.undp.org/reports/>). It takes into consideration life expectancy, infant mortality, educational standards, pay equity, and prevalence of child poverty, among others. According to this index, Canadians have a high standard of living and high degree of personal security and safety. Since the establishment of the Human Development Index in 1993, Canada has held third place once, second place once and first place eight times. It currently is in eighth place (United Nations Wire. 2003: [www.unwire.org/News/](http://www.unwire.org/News/)). Appendix G provides more detailed information about Canada, its provinces, and its territories.

### **4.3 OVERVIEW OF POLITICAL DEVELOPMENTS IN CANADIAN HISTORY**

The history of Canada includes the contributions of its aboriginal peoples, the Inuit, the First Nations (Indians) and the Métis; the contributions of its two colonizers, France and England; as well as the contributions of the immigrants from all over the world that have chosen Canada as their home. Some of the major events in Canada's history are found in the summary in Appendix K.

Canada was created in 1867 with the promulgation of *The British North America Act, 1867*. This Act was passed by the British parliament and formalized the confederation of the four provinces of Ontario (Upper Canada), Quebec (Lower Canada), New Brunswick and Nova Scotia, into a unique and separate state. In 1869 Canada acquired the land owned by the Hudson Bay Company, namely the area west of Ontario to the Rocky Mountains and all of the northern part of the continent that drained into Hudson's Bay (Rupert's Land) and named it the North West Territories. In the same year Canada subtracted a portion of land from the North West Territories and in 1870 established the Province of Manitoba. In 1871 the Colony of British Columbia on the west coast became the Province of British Columbia. In 1873, Prince Edward Island on the east coast became a province of Canada. In 1905 part of the North West Territories between Manitoba and British Columbia was divided to form the two Provinces of Alberta and Saskatchewan. Newfoundland joined Canada in 1949 as the tenth province. Yukon was carved out of the North West Territories in 1898 as a separate territory and Nunuvut in 1999.

The addition of geographical areas, often spread widely apart, each with a history of its own, overlaid upon the presence and history of numerous aboriginal nations, over a period of centuries, has resulted in a politically diverse country. This diversity brings richness to a twinning project on governance because individuals involved in activities are exposed to a wide range of values, ideologies, and public policies that have their roots in the uniqueness of the history of their heritage and/or their part of the country. The range of governance structures from federally managed aboriginal government to aboriginal self-government, from local government to territorial government, and from provincial government to federal government, also provides opportunities to explore different governance mechanisms as well as to examine their strengths and weaknesses.

Of particular interest to visitors from the African continent is the role of Africans, or descendants of Africans, in Canadian life. The manner in which Canada has managed racial and ethnic differences is of interest to visitors from many countries. Visitors from Commonwealth countries that have used reserve systems for land allocation purposes often seek information and an understanding of Canada's experience with this type of a system. Because gender equality is a crosscutting theme of all CIDA-funded projects, an understanding of the history of gender relations in Canada and public policy initiatives to address gender equalities is also important. The information in the following sections provides a brief description of some of the elements of Canadian history that have shaped, and continue to shape, Canadian public policy and the manner in which Canadians govern themselves.

#### **4.3.1 Influence of Canada's Aboriginal People on Governance**

*The Constitution Acts, 1867 to 1982*, hereinafter referred to as the *Canadian Constitution*, recognizes the existence of three aboriginal groups, the Indians (First Nations), the Inuit, and the Métis. The *Canadian Constitution* recognizes that they have unique rights and freedoms. Section 35 of the *Canadian Constitution* states:

- “(1) *The existing aboriginal and treaty rights of the aboriginal peoples of Canada are hereby recognized and affirmed.*
- (2) *In this Act, "aboriginal peoples of Canada" includes the Indian, Inuit*

*and Métis peoples of Canada.*

- (3) *For greater certainty, in subsection (1) "treaty rights" includes rights that now exist by way of land claims agreements or may be so acquired.*
- (4) *Notwithstanding any other provision of this Act, the aboriginal and treaty rights referred to in subsection (1) are guaranteed equally to male and female persons."*

Section 25 of the *Charter of Rights and Freedoms* elaborates on their rights and freedoms as follows:

*"The guarantee of this Charter of certain rights and freedoms shall not be construed so as to abrogate or derogate from any aboriginal, treaty, or other rights or freedoms that pertain to the aboriginal peoples of Canada including:*

- (a) any rights or freedoms that have been recognized by the Royal Proclamation of October 7, 1763; and*
- (b) any rights or freedoms that now exist by way of land claims agreements or may be so acquired."*

Prior to European colonization only the Inuit in the north and the people throughout the remainder of the country that came to be called Indians (and more recently First Nations) inhabited Canada on a permanent basis. Both the Inuit and the Indians consist of many separate nations, each with its own language and culture (Leechman 1967: pp.19 – 324). The people depended on one another for survival. Their cultures placed as much emphasis on the needs of the group as of the individual. Nature's resources, including land, were considered the gifts of the Creator and to be shared by everyone. Because these gifts belonged to everyone, they could not be sold (Lunn and Moore 1992: pp. 12 -18). Agreements, however, could be made about how these gifts were to be shared. Furthermore, the Creator's gifts were to be used wisely and only as needed. The environment was to be protected so that resources would benefit future generations as well as the present generation (Dickason 2002: pp. 61-63).

Aboriginal governance varied among the Indian and Inuit nations. However, most were led by chiefs. More complex forms of governance evolved in nations that lived in more permanent situations than in those nations that were more nomadic. Permanent settlements fostered more hierarchal forms of governance with formalized roles, responsibilities and decision-making processes. Nomadic living styles encouraged more individual autonomy to enable quick decision-making, a requirement necessary to the safety and security of the individual and the group. High levels of co-operation for the benefit of the group, sharing of resources freely, peaceful interactions within the group, and respect for one another and for the leaders and elders, are characteristics of aboriginal nations. The nations typically practiced gift giving as part of ceremony and diplomacy. Sealing negotiations, agreements, and alliances required, and continues to require, the exchange of gifts (Friesen 1997: pp. 21 - 44; Leechman 1967: pp. 303 -304).

In the North West Plains, particularly in the nations that depended on following the bison for food, in some bands chiefs could gain their positions through the hereditary process, but in other bands selection of the leader was often based on the leadership qualities the individual possessed (Friesen 1997: pp. 36 -37). In some bands one's ability as a public speaker, the person's power of persuasion, the ability to guide decision-making and resolve disputes, competence in providing for the people, and moral authority, were characteristics that were the primary determinants of leadership. Leaders could also be selected for specific tasks such as leading the buffalo hunt, because of personal talents and strengths (Hacker 1999: pp. 3-12). Decisions were arrived at by consensus. The Indians of Canada's North West Coast depended on the sea for food and thus lived in one location for extended periods (Friesen 1997: pp. 165 – 174). They developed a hierarchal and hereditary form of governance (Leechman 1967: pp. 300 -305). Their class system included chiefs, nobles, commoners and slaves with powers, privileges and rights accorded in descending order. A clan of one of the tribes followed a maternal pattern of tracing descent (Dickason 2002: 48-49). The Indians of the Atlantic Coast divided their land into seven districts. Their governance structure consisted of a hierarchy of chiefs (Dickason 2002: pp. 54-58).

Indians living in Canada's boreal forest region practiced agriculture extensively, as well as hunting, and thus were among the most settled in their living patterns. The Iroquois of the Great Lakes area pioneered the principle of confederacy in North America by organizing themselves into three confederacies, the Hurons, the Neutrals and the Five (later Six) Nations,

each made up of several individual nations and tribes (Leechman 1967: pp. 59 -95; Friesen 1997: pp. 63 -89). The League of Five Nations had a very sophisticated form of governance. Each of the five nations kept its own identity and governed its own affairs through its own council. Each tribe within the nation also had its own council to make more local decisions. A council of 50 chiefs, known as the Great League of Peace, with chiefs drawn from each tribe, although not the same number from each tribe, governed the confederacy as a whole. Regardless of the number of chiefs representing a tribe, each tribe had only one vote. A chief was designated to chair the meetings of the League and decisions had to be unanimous. The League's mandate was to keep peace among the participating nations, to approve new tribes and nations participation in the confederacy, to protect smaller nations, to enter into alliances, to negotiate treaties, to declare war and make peace, and to co-ordinate external relations. Women influenced decision-making and had specific decision-making responsibilities (Dickason 2002: pp. 51-53; Mohawks Council of Kahnawá:ke. 2004: [www.kahnawake.com/history.asp](http://www.kahnawake.com/history.asp)).

Traditional forms of Indian governance have several elements that are common to current forms of Canadian government, beginning with the confederation model adopted by Canada in 1867. The consensus decision-making model they used is also used by Canadian cabinets. Their early involvement of women in decision-making was far more progressive than early European-based models but a model that Canadian governments are now working to strengthen.

#### **4.3.2 The Impact of Proclamations, Treaties and Legislation on Aboriginal and Canadian Governance**

In 1534 Jacques Cartier of France arrived in what is now known as the Gulf of St. Lawrence and began exploration of this area. The first French settlement was established in 1541 and in 1600 King Henry IV of France granted a fur-trading monopoly to a group of French merchants. Much of Canada's history is tied to the fur trade that supplied France and England's fashion needs in the 1600s, 1700s and 1800s (Gabriel Dumont Institute of Native Studies and Applied Research. 1985: (1) pp. 8-12). The colonizers relied on the Indians for furs and to develop the industry. Britain established the Hudson's Bay Company in 1670 that allowed it to obtain furs from all of the land that drained into Hudson's Bay, an area of North America not yet claimed by any other European country. France, owner of New France

(Quebec and Cape Breton Island) sent traders into the interior and relied on the Indians to assist these traders obtain furs and develop trading partners. During this period England, France, Spain, and the Netherlands were engaged in conflicts in their attempts to gain control of parts of the Americas. Depending on their alliances, the tribes of Indians signed peace and friendship treaties with the colonizers of what is now Canada and assisted them to maintain control over the fur trade and protect the territory from other European and American invasions. During this period the relationship between Indians and their European allies was generally co-operative and based on mutually beneficial partnerships (Thatcher 1995: (6) pp. 1-4; Dickason 2002: pp. 79-99; 176-177).

In 1763 Britain defeated France in the Seven Years War and gained control of France's three colonies in North America, including New France. The *Royal Proclamation* of 1763 issued upon the ending of this war, and still in effect, included provisions acknowledging the need to recognize the interests of Indians in land and its uses. Aboriginals and non-aboriginals often have different views of how the provisions are to be interpreted (Thatcher, 1995: (7) p.2); Dickason 2002: p. 253). Following the American War of Independence, Britain was forced to give up land occupied by Indians in the United States. Part of the provisions of the *Jay Treaty, 1794*, that brought this surrender into effect, provided for Indians to move back and forth across the border between British North America and the United States freely, and exempted them from duties on items they buy or carry with them for personal use. In Central Canada a reserve occupies part of Ontario, Quebec, and the United States. Differences in interpretation of this treaty have led to numerous disputes regarding exemptions and abuse of the exemption provision (TED Case Studies. 2004: <http://gurukul.ucc.american.edu/ted/Mohawk.htm>; Nickels [www.bc.edu/schools/law/lawreviews/](http://www.bc.edu/schools/law/lawreviews/); Mohawk Council of Akwesasne. 1999: [www.akwesasne.ca/jaytreaty.htm](http://www.akwesasne.ca/jaytreaty.htm)).

In the 1800s the Indians realized that they must negotiate agreements with the British to ensure their survival. Several factors contributed to this conclusion. Over-trapping and over-killing almost exhausted the numbers of fur-bearing animals, the bison herds and other game that provided trade products and food. European diseases had decimated the Indian populations and threatened their survival. The whiskey trade brought violence and exploitation that eroded traditional values and community standards. In addition, farmers and ranchers were cultivating the land and grazing the rangeland with domestic livestock, thus reducing traditional hunting areas. The British also were anxious to negotiate with the Indians

in order to protect the western areas from American expansion and to open the land to agricultural settlement (Ray 1996: pp. 206 - 217; Dickason 2002: pp. 253-268; 275-282).

The British government chose to use treaties as the legal instrument of land surrender. Treaties were negotiated only in areas that the government believed to coincide with its economic interests. Between 1817 and 1929 treaties were negotiated with First Nations in the geographical areas now known as the provinces of Ontario, Manitoba, Saskatchewan, and Alberta, and the North West Territories but not with the areas making up the current Atlantic Provinces, Quebec, British Columbia or the Yukon. These treaties provided, in return for surrender of all of the land used by the First Nation, reserve land, annual cash annuity payments, and assistance for agriculture, education and health. The boundaries of the treaties do not match provincial boundaries and a treaty area may span two or three provinces as well as extend into part of the North West Territories (Morris 1880: pp. 9-375; Dickason 2002: pp. 253-268; 275-282; Ray 1996: pp. 206-217; 236; 248-254; 276-277; 350-351). Treaty negotiations between the federal government and First Nations and Inuit Nations are still underway in several parts of Canada. Negotiations with the Inuit of the North West Territories were begun when Canada decided to confirm its sovereignty in the Arctic region. In British Columbia, where there are many issues to be resolved concerning land, aboriginal, and property rights, negotiations have been underway for many years (Ray 1996: pp. 338-396).

The First Nations that signed treaties during the 1800s and early 1900s knew that settlement would bring many changes and tried to prepare themselves and future generations for adaptation to a new style of living, while at the same time preserving their culture and populations. They viewed, and still view, the treaties as a means of protecting their rights and protecting their futures. Rigoberta Menchu Tum, United Nations Goodwill Ambassador for the Year of Indigenous People, has articulated this commitment in her statement to a committee of the United Nations ([www.aboriginals.ca/news/news-landclaims-Treaties/](http://www.aboriginals.ca/news/news-landclaims-Treaties/)):

*“We indigenous peoples attach a great importance to treaties, agreements and other constructive accords that have been reached between indigenous peoples and the former colonial powers or states. They should be fully respected in order to establish new and harmonious relationships based on mutual respect and co-operation.”*  
[www.aboriginals.ca/news/news-landclaims-Treaties/](http://www.aboriginals.ca/news/news-landclaims-Treaties/)



The First Nations were particularly desirous of education and health care as they could observe the advantages that these innovations provided the Europeans. The government saw the treaty negotiations primarily as a one-time solution to land expropriation for white settlers with any other commitments included in the treaties to be dealt with at its pleasure. The non-aboriginal population viewed the treaties primarily as agreements between the Indians and the federal government that freed up land for new immigrants use, not necessarily as a contract between equals that has provided them with opportunities to settle, to live in, to thrive on, and to share a resource-rich land with its original inhabitants (Thatcher 1995: (9) pp. 1-4).

After the treaties were signed, the government failed to honour many of its commitments and proceeded to introduce policies and regulations that defeated the hopes of the chiefs and the elders (Thatcher 1995: (7) pp. 2-6); (11) pp. 1-10; Ray 1996: pp. 256-262; Office of the Treaty Commissioner. [www.otc.ca](http://www.otc.ca)). Following the Riel Rebellion in 1885 and continuing into the 1940s a pass system that restricted Indians to their reserves unless they had a valid pass was imposed (Ray 1996: pp. 232-233; 315). Measures, including banning of cultural celebrations, establishment of “model villages”, and compulsory attendance at church-operated residential schools, were introduced to destroy Indian cultures and force assimilation (Stout, M.D. and Kipling, A. 2003: [www.ahf.ca](http://www.ahf.ca); Dickason 2002: pp. 252, 299-300; Ray 1996: pp. 233 - 243).

*The Indian Act, 1876*, an act of the federal government, and the amendments to this *Act*, regulated a wide range of aspects of First Nations activities and lives (Indian Affairs Canada. 2004: [www.ainc-inac.gc.ca/qc/csi/inde.html](http://www.ainc-inac.gc.ca/qc/csi/inde.html)). To be eligible for certain benefits, individuals must register in accordance with the provisions of this act ([www.ainc-inac.gc.ca/gol-ged/irs-cis\\_e.html](http://www.ainc-inac.gc.ca/gol-ged/irs-cis_e.html)). This *Act* prescribes the decision-making structures that may be used and the matters on which First Nations may make decisions. It prescribes how chiefs will be selected, how band council members will be chosen, and what band councils may make decisions about.

Band councils that represent the communities on their reserves may make decisions about local services. Bands may join together to form tribal councils to deal with matters of a more regional nature, to co-ordinate policy and programming and to deliver services when it makes sense for the tribal council rather than each band to do so. Tribal councils deliver a variety of

health services and other services provided by the federal government for their members. First Nations may establish their own legislative bodies, such as the Federation of Saskatchewan Indian Nations ([www.fsin.com/aboutfsin.html](http://www.fsin.com/aboutfsin.html)), that are their political voices and that make policies of benefit to all First Nations in the province. At the national level the Assembly of First Nations ([www.afn.ca/article.asp](http://www.afn.ca/article.asp)) speaks on political and policy issues on behalf of the First Nations across the country. Because band councils are created under the authority of federal legislation, decisions made by band councils for their reserves are paramount to decisions made by provincial governments for the province on the same issue. Band council decisions are also paramount to decisions made by tribal councils because the chiefs' allegiance to their respective bands supersedes their allegiance to tribal councils or provincial or national federations (Meadow Lake Tribal Council. [www.mlhc.ca/mlhcpastandpresent.htm](http://www.mlhc.ca/mlhcpastandpresent.htm)).

In the 21<sup>st</sup> century, 400 years after Europeans established permanent settlements in Canada, solutions have yet to be found to acceptable forms of governance for First Nations (Office of the Treaty Commissioner. [www.otc.ca](http://www.otc.ca); Meadow Lake Tribal Council.[www.mlhc.net/governance.htm](http://www.mlhc.net/governance.htm)). Many First Nations are seeking some form of self-governance that will enable them to preserve their identity and to participate fully in the modern world (AFN. 2005: [www.afn.ca/article.asp](http://www.afn.ca/article.asp); Cassidy 1991: pp. 1- 274; Thatcher 1995: (18) pp. 1- 7). Because the treaties, federal legislation and their own by-laws govern First Nations, but provincial and municipal governments provide many publicly funded services for provincial residents, and First Nations people reside in provinces, interactions between First Nations and provincial and municipal governments are necessary. These interactions involve lengthy negotiations and often new approaches and instruments to arrive at mutually beneficial solutions (Signatories to the Framework Agreement. 1996: pp. 1- 13).

### **4.3.3 The Inuit and Nunuvut's Contribution to Canadian Governance**

Nunuvut is Canada's newest territory. The territory was created after lengthy land claim negotiations awarded the Inuit people of the region 350,000 square kilometers of land in fee simple in return for surrender of aboriginal title and passage of *The Nunuvut Act, 1998* (Government of Nunuvut. 2004: [www.gov.nu.ca/road.htm](http://www.gov.nu.ca/road.htm)).

Nunuvut is the first self-governing area of Canada in which the population is 85% aboriginal. The government is elected but decision-making processes allow for traditional Inuit customs. Decision making is by consensus instead of voting along party lines. The territory has adapted the Canadian justice system and court system to be more appropriate to the culture and needs of the territory. Co-operation of aboriginals and non-aboriginals in governing is encouraged. Non-aboriginals are particularly valued for their expertise and assistance in strengthening capacity in governance and developing new partnerships (Public Policy Forum. 1999: [www.ppforum.com/ow/ow\\_fn\\_win\\_1999/english](http://www.ppforum.com/ow/ow_fn_win_1999/english)).

#### **4.3.4 The Contribution of the Métis to Canadian Governance**

The Métis people are the mixed-race descendants of European and Indian families. The Europeans were primarily French or Scottish men and the Indians were primarily Cree or Ojibwa women. They originated in Western Canada where they developed their own languages (Michif, Patois and Bungi), their own customs, and their own governance system. One belongs to the Métis society by being able to trace one's lineage to the original mixed marriages and by voluntary self-declaration (Thatcher 1995: (10) pp.1-9).

The Métis were instrumental in establishing the fur trade and turning it into one of both British and French North America's most profitable industries. Their knowledge of the country and the survival skills to cope with its environment, their linkages to both European and Indian cultures, their skills in guiding, interpreting, and market development, and their industriousness resulted in the expansion of the fur trade into new areas of the continent and involvement with more Indian bands and thus more suppliers. When there were no longer enough furs to maintain the fur trade, the trading companies merged and moved their Métis employees to a settlement at Red River. Here the Métis adapted their knowledge and skills to hunting bison and supplying the American market for bison skins (McLean 1988: pp. 27-30; Thatcher 1995: (10) pp.1-9).

In 1869 the Hudson Bay Company sold the land it owned to the new Government of Canada and surveyors moved in to survey the land, including Métis owned land, for settlement. This purchase was part of the federal government's new policy concerning Western Canada that did not include the Métis as equal citizens. Rather, the federal government intended to settle the West as quickly as it could with white farmers, preferably British or American farmers,

and to turn the West into a supplier of wheat and other raw materials for the Eastern provinces to use or to process (Thatcher 1995: (10) pp. 1-9; Dickason 2002: pp. 242-244; McLean 1988: pp. 76-80; Canadian Encyclopedia. 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)). Led by Louis Riel, the people of the colony believed that they were ready to control their own affairs, land and resources (Neering 1999: pp. 3 – 63).

The Métis established a provisional government and applied to the federal government to have a province created and their rights to their language, culture and land protected. In 1870 the federal government established the Province of Manitoba and agreed to meet the colony's requests. The Métis were issued scrip that they were to be able to use to obtain land. However, the rules for using the scrip were unrealistic and changed haphazardly. Eventually the Métis either sold most of their scrip at very low prices to chartered banks and speculators who made enormous profits from it, or gave up trying to obtain their land entitlement and moved to what is now Saskatchewan or Alberta, carrying their grievances with them. The scrip policy therefore served as a deterrent to Métis owning land and participating meaningfully in the governing of the new province (Thatcher 1995: (10) pp.1-9; Dickason 2002: pp. 245-251; McLean 1988: pp. 80 – 135; Gabriel Dumont Institute of Native Studies and Applied Research. 1985: (3) pp. 3-20; (4) pp. 3-11).

In 1885 European and Métis settlers living in what is now Saskatchewan, were dissatisfied with the lack of attention to their issues, including land titles, shipping rates and lack of elected representation. They called for the creation of their own province in the area where the provinces of Alberta and Saskatchewan are located. They wanted residents to be able to be able to elect and hold accountable their own governments. When their petitions were ignored, the Métis and their allies, again led by Louis Riel, rebelled against the territorial government. They were defeated and Riel was hanged in Regina for treason (Thatcher 1995: (10) pp.1-9; Dickason 2002: pp. 284-296; McLean 1988: pp.137-237; Gabriel Dumont Institute of Native Studies and Applied Research. 1985: (5) pp. 5-24).

The lobbying, political leadership, and preparatory work of the Métis contributed to the creation of three new provinces – Manitoba, Alberta and Saskatchewan. In spite of all of their hard work and thoughtful recommendations, they were excluded from meaningful participation in any of the new provincial governments. Rejected by mainstream society, they have formed their own governments and like the First Nations, are seeking self-government

(Métis Nation of Saskatchewan. 2000: [www.metisnation-sask.com/governance/constitution.html](http://www.metisnation-sask.com/governance/constitution.html)).

While the Canadian *Constitution, 1867 and 1982* recognizes that the Métis have rights, these rights have yet to be defined. Land claims remain an outstanding issue. Unlike the Indians who are governed by federal legislation and band by-laws, the Métis fall under provincial jurisdiction. The provincial and municipal governments must work with them to find mutually acceptable service delivery mechanisms while allowing the Métis to pursue solutions to their political issues in other forums (Thatcher 1995: (10) pp. 1-9; Métis Nation, Saskatchewan. 2004: [www.metisnation-sask.com/governance/index.html](http://www.metisnation-sask.com/governance/index.html)). In Saskatchewan, the combination of a high aging population and high young aboriginal population, with a low population of middle age wage-earners from mainstream society, accelerates the need to prepare both Métis and First Nations for public service careers for both aboriginal and non-aboriginal governments (Allan 2002: p. 5).

In addition to resolving governance issues, all Canadians face the challenge of race relations between aboriginals and non-aboriginals. Grievances from the past, such as full restoration of Indian women's rights, discriminatory treatment Indian War Veterans received upon completion of service and residential school abuse, need to be resolved, not only financially, but also in a spirit of respect, dignity, and reconciliation. The current approaches of marginalization and dependency need to be counteracted with approaches that are inclusive and promote equality. (AFN.2003: [www.afn.ca/Assembly\\_of\\_First\\_Nations.htm](http://www.afn.ca/Assembly_of_First_Nations.htm); AFN. 2004: [www.afn.ca/ResidentialSchools\\_Report.pdf](http://www.afn.ca/ResidentialSchools_Report.pdf); Canadian Encyclopedia: 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

#### **4.4 THE FRENCH AND BRITISH INFLUENCE ON GOVERNANCE**

Historians believe that the aboriginal peoples arrived in Canada soon after the end of the ice age. Prior to 1500 the Norsemen, adventurers from Scandinavia, made European contact with what is now Canada and established some settlements in Newfoundland. In 1497 Giovanni Caboto (John Cabot) an Italian in the employ of England reached the eastern coast of Canada and claimed the land for King Henry VII of England. His voyage resulted in greater European use of the fishing resources of the Grand Banks off the coast of Newfoundland and the whaling resources in the waters adjacent to Labrador (Lunn and Moore 1992: pp.10-33).

France was the first European country to colonize Canada by establishing settlements between 1605 and 1650 in what are now the provinces of Nova Scotia, Newfoundland & Labrador, Prince Edward Island, New Brunswick (Acadia) and Quebec as well as in parts of what are now the United States extending as far south as the Gulf of New Mexico and as far west as Ohio. Britain gained control of France's territories in Canada through the *Treaty of Paris, 1763*.

#### **4.4.1 The French Influence on Canadian Governance**

In 1633 King Louis XIV of France elevated the status of New France from a fur-trading region managed under the monopoly of the Company of One Hundred Associates to a Crown colony managed by a governor, an intendant and a bishop. The governor was responsible for defence, the intendant for overall administration, industry and trade, and the bishop for religion and education. Most of the small population lived in the area around what are now the cities of Quebec and Montreal and along the St. Lawrence River. The French settlers were Roman Catholic and used French civil and criminal law (Lunn and Moore 1992: pp. 46-75; Cameron 1955: pp. 142-149; Horwood 1978: pp. 25- 123; *Canadian Global Almanac*. 2001: pp. 89-91).

By the time of the Seven Years War between France and England (1756 – 1763) the part of New France that is now part of Canada had a population of approximately 65,000 French residents. The colony had its own culture, largely based on the culture of the country from which the original inhabitants had emigrated, but adapted to suit the harsh, survival realities of a new colony, climate, and economy. It had its own form of governance and educational and legal systems. (*Canadian Global Almanac*. 2001: pp. 92 – 95; Lunn and Moore 1992: pp. 70-71; White Pine Pictures. 2001: [www.whitepinepictures.com/seed/i/6/sidebar.html](http://www.whitepinepictures.com/seed/i/6/sidebar.html)).

#### **4.4.2 The British Influence on Canadian Governance**

When Britain gained control of the colony, it immediately imposed, through the *Royal Proclamation, 1763*, a number of measures aimed at changing the language, religion, laws, and culture of the colony so that the colony would become English speaking, Protestant, operate under British law, and be guided by English values and customs. In addition, the

governance system was to use elected assemblies but no Roman Catholic could hold public office. These highly unpopular measures were replaced in 1774 with more tolerant rules in *The Quebec Act, 1774*. This, Canada's first constitution, replaced the elected assembly with appointed councils on which Roman Catholics might hold office. The Act also guaranteed freedom of religion, restored French civil law, and protected the French system of land tenure. British criminal law continued to be used (Belanger 1998: [www2.marianopolis.ca/quebechistory/readings/royal.htm](http://www2.marianopolis.ca/quebechistory/readings/royal.htm); Belanger 1998: [www2.marianopolis.ca/quebechistory/readings/1774act.htm](http://www2.marianopolis.ca/quebechistory/readings/1774act.htm); Jaenen, 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Brown Foulds 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Hannon 1978: pp. 11-23).

One of the earliest and most well-documented instances of ethnic prejudice in Canada is the expulsion of the Acadians, the French-speaking people living in Atlantic Canada. Fearing that they would side with France in the upcoming war for control of New France, between 1755 and 1763 the British expelled about 11,000 of them to France, Georgia, Quebec, and Louisiana. In December 2003 the Canadian government agreed to a proclamation that would acknowledge the deportation and the wrongs it caused, and would recognize July 28 as the anniversary of the deportation order beginning in 2005 (Lunn and Moore 1992: pp. 70-71; White Pine Pictures. [www.whitepinepictures.com/seed/i/6/sidebar.html](http://www.whitepinepictures.com/seed/i/6/sidebar.html); CBC News. 2003: [www.cbc.ca/news/background/acadians](http://www.cbc.ca/news/background/acadians)).

In 1783 the American Revolution ended and the Thirteen Colonies of what is now the United States gained independence from Britain. As a consequence of this war a wave of political refugees called the United Empire Loyalists moved to Canada. The large numbers of these English-speaking immigrants changed the ethnic mix of the colony to the extent that the addition of 30,000 residents to the Acadian region was sufficient to create the separate area now called New Brunswick. The addition of 10,000 residents to the area that now is Ontario resulted in the division of the remainder of the old colony of New France into Upper (English-speaking) and Lower (French-speaking) Canada. The *Constitution Act, 1791* brought into effect the division of the Province of Quebec into Upper and Lower Canada. Both Upper and Lower Canada were required to establish elected assemblies and bicameral parliaments open to both English and French-speaking residents. However, the governor, who was appointed by the British government, appointed the executive councils. This *Act*, regardless of its limitations on responsible government, established the basis for

parliamentary democracy in Canada (Lunn and Moore 1992: pp. 79-86; Tousignant 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Cameron 1955: pp. 271-273; Hannon, 1978: pp. 49-55).

Between 1791 and 1814 Britain and the United States engaged in, as well as the War of 1812, several skirmishes and battles. Peace was reached in 1812 with the *Treaty of Ghent*. During this period the populations of the various parts of the colony also grew. Partly in response to the needs for self-defense but also as part of an evolving and maturing society, residents of all parts of the colony developed a sense of nationalism. In 1806 the Quebec nationalist newspaper, *Le Canadien*, was founded. Residents also became determined to exercise more control of decisions that affected them. The British government's failure to heed the demands for more local control of decision making through executive councils whose members had been elected by the people and who were responsible to elected assemblies, resulted in rebellions in both Upper and Lower Canada in 1837 (Lunn and Moore 1992: pp. 86 -91; Canadian Encyclopedia. 2004: [www.canadian encyclopedia.ca/index.cfm](http://www.canadian encyclopedia.ca/index.cfm)).

In response to the rebellions the British government decided to assimilate the French - speaking residents by uniting Upper and Lower Canada into one province, the Province of Canada. It also decided to allow executive councils to be drawn from the elected assemblies, initiating the implementation of responsible governance. Under the *Act of Union, 1841*, Lower Canada lost all recognition of its distinctiveness. It lost its own parliamentary institutions and use of French in government institutions and official documents. Having become the minority in the new provincial structure, the intent was to have it lose its influence in decision-making. Between 1840 and 1860, responsible government did not work well in any part of Britain's North American colony. In the united province, parties were not able to gain the support of both English and French-speaking residents resulting in frequent changes of government. In 1849 the Province of Canada changed its official language policy to make both English and French the official languages of the province. (Atwood 1977: pp. 93-113; Carroll 1979: pp. 25-33; Lunn and Moore 1992: pp. 102-111.)

The need for good governance in both the united province and the Atlantic provinces was exacerbated by two other influences. The move to free trade by both Britain and the United States placed additional demands on the colony's governments to compete for markets. As well, there was a continuing concern that the United States might attempt to expand its



control of North America into British-owned areas. Political leaders of English-speaking and French-speaking Canada and leaders of the Atlantic provinces began to discuss a union of all parts of British North America into a single nation.

During the debates leading to confederation, the leaders of the French-speaking constituency of the Province of Canada emphasized the importance of a federal model that would recognize the two founding cultures, that would allow French Canadians to preserve and develop their own identity, that would recognize the autonomy of the provinces within their jurisdiction and of the federal government within its jurisdiction, but that would also allow French Canada to be a full partner in the development of the new country. Representatives of the Province of Canada and the Atlantic provinces met at conferences in Charlottetown (September 1864), Quebec (October 1864) and London (1866) to determine the principles of confederation and draft a new constitution. *The British North America Act, 1867* united the British North American colonies into one country that came into being as the Dominion of Canada, July 1, 1867. *The British North America Act, 1867* was renamed the *Constitution Act, 1867* upon its patriation to Canada in 1982. At this time the *Charter of Rights and Freedoms* was added to the *Canadian Constitution* (Stephenson 1977: pp. 6-123; Beaudoin 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Lunn and Moore 1992: pp. 162-193; Ministère de Conseil Exécutif. 1999: pp.13 – 16).

#### **4.5 MAINTAINING THE FEDERATION**

Each region as well as each province and territory of Canada has its own values, culture, needs and aspirations. Provinces within the various geographical regions often share with their neighboring provinces similar interests and issues. While Canada's regions, provinces and territories contribute vitality to the country as a whole, they also bring with them differences, tensions, and challenges for federalism and governance.

Provincial governments working on their own or with neighboring provinces, play a major role in the governing of the country. They have contributed to developing the economy, pioneering social programs and fostering Canadian values and pride. The federal government also has played a major role directly in its exercise of powers and indirectly through transfer payments and co-funding. In recent years both the provincial and federal governments have undertaken initiatives to strengthen co-operation and facilitate shared governance including

the Social Union Agreement, the Council of the Federation, and the Asymmetrical Federalism Initiative.

#### **4.5.1 Social Union Agreement**

With the exception of the Government of Quebec, on February 4, 1999 the governments of all Canadian provinces, the Canadian territories and the Canadian federal government agreed to a Social Union Framework that would strengthen their ability to develop and deliver social policy initiatives (Government of Canada. 1999: [www.pco-bcp.gc.ca/](http://www.pco-bcp.gc.ca/); Saskatchewan Intergovernmental and Aboriginal Affairs. 1999: [www.graa.gov.sk.ca/PDFs/annual\\_reports/IAA\\_1999.pdf](http://www.graa.gov.sk.ca/PDFs/annual_reports/IAA_1999.pdf)). This agreement's principles articulate the Canadian values of equality of every Canadian, respect for diversity, fairness, individual dignity and responsibility, and mutual responsibility for one another.

In the agreement the governments make commitments not to erect any new barriers to mobility in social policy initiatives and to eliminate existing residency-based barriers. The governments also made a commitment to strengthening accountability and giving citizens a greater voice by measuring and reporting outcomes. They committed to providing advance notice prior to implementing a major change in social policy or a social program, including sharing information and consulting with other governments on changes that may have an impact on their policies and programs. The governments also made a commitment to develop a new approach to federal spending power that would strengthen predictability and make it easier for governments to work together on shared objectives.

#### **4.5.2 The Council of the Federation**

On December 5, 2003 the Premiers of all Canadian provinces and territories signed a *Founding Agreement Establishing the Council of the Federation* (Secretariat to the Council. 2003: [www.councilofthefederation.ca/newsroom/creatcouncil.html](http://www.councilofthefederation.ca/newsroom/creatcouncil.html)). The Council was established to enable the provinces and territories to address challenges facing the federation better and also to meet the changing needs of Canadians better. Its objectives are:

- To strengthen interprovincial-territorial co-operation,
- To exercise leadership on national issues of major importance to provinces,

- To promote relations between governments based on respect for the Constitution and recognition of diversity within the federation, and
- To enhance transparency and better communication with Canadians.

The Council's mandate includes serving as an information and knowledge-sharing forum, developing a common vision of how intergovernmental relations should be conducted, sharing research, analytical, and policy development tasks and expertise, and where appropriate, developing common policy positions.(Secretariat to the Council. 2003: [www.councilofthefederation.ca/pdfs/](http://www.councilofthefederation.ca/pdfs/)).

#### **4.5.3 The Asymmetrical Federalism Initiative**

The federal government introduced the principle of asymmetrical federalism in September 2004 as part of a 10-year plan for health care (Government of Canada. 2004: [www.pm.gc.ca/eng/news.asp](http://www.pm.gc.ca/eng/news.asp)). Asymmetrical federalism recognizes that provinces must have some flexibility in implementing policies that the Canadian and provincial governments have jointly agreed to support. The first use of this approach is to enable the Government of Quebec to plan, organize and implement health services in ways that are most suited to the province's unique needs while still adhering to the principles of universality, portability, comprehensiveness, accessibility, and public administration.

Flexible federalism is implemented through agreements and arrangements adapted to meet the circumstances of the specific jurisdiction (Government of Canada. 2004: [www.pm.gc.ca/eng/news.asp](http://www.pm.gc.ca/eng/news.asp)). In October 2004, following the consensus achieved on the 10-year plan for health care and further discussions with the provincial and territorial Premiers, the federal government introduced a new equalization and territorial funding formula framework that should provide better support for the health care plan and provide more stable and predictable funding (Government of Canada. 2004: [www.pm.gc.ca/grfx/docs/QuebecENG.pdf](http://www.pm.gc.ca/grfx/docs/QuebecENG.pdf)).

## 4.6 IMPACT OF IMMIGRATION ON CANADIAN PUBLIC POLICY

The majority of Canadians are descendants of immigrants. While there are still many questions to be answered regarding the initial inhabitants, even the earliest inhabitants were likely immigrants. Some people have come voluntarily. Others came as part of public policy decisions and others came as refugees.

Prior to 1945 Canadian immigration policy reflected traditional, conservative, colonialist, religious, and often racist values. Troper describes Canada's pre-World War II preferences for immigrants as follows (Troper H. 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)):

*“British and American agriculturalists were followed by French, Belgians, Dutch, Scandinavians, Swiss, Finns, Russians, Austro-Hungarians, Germans, Ukrainians, and Poles. Close to the bottom of the list came those who were, in both the public and the government's minds, less assimilable and less desirable, e.g. Italians, South Slavs, Greeks, and Syrians. At the very bottom came Jews, Asians, gypsies and Blacks.”*  
Troper 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm).

The effects of these attitudes can be seen in Canadian public policy and its evolution.

### 4.6.1 Waves of Immigrants and Refugees

Since French colonization in the early 1600s, Canada has had several waves of immigrants. The following waves of immigration have been identified (Cameron 1955: pp. 270-274; 315-318; Troper 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Carroll 1979: p. 131):

- **First Wave (1600 -1760)** - These were primarily immigrants from France that were brought to the colony to establish a French presence, to provide basic necessities, to defend the territory, or to support the fur trade. They settled primarily in Quebec and Acadia (now Nova Scotia). Some British settlers immigrated to the British territories of Newfoundland, Rupert's Land, and part of Nova Scotia. Those who moved to Nova Scotia or Newfoundland settled into farming or fishing communities while those who moved to Rupert's Land supported the Hudson Bay Company's fur trade.
- **Second Wave (1776 -1812)** – The United Empire Loyalists made up the bulk of immigrants in this wave. These settlers were predominantly English-speaking, many

of them of Irish origin. Also included in this wave were Mohawk Indians who had fought on the side of the British and the Black Loyalists. Many settled in Prince Edward Island, Nova Scotia, Cape Breton Island, Quebec, and Ontario. The Mohawks settled in Quebec and the Black Loyalists in Nova Scotia. The large number of Loyalists that immigrated to Canada resulted in the division of Nova Scotia into Nova Scotia and New Brunswick and the division of Quebec into Quebec and what is now known as Ontario. In addition to the Loyalists Americans seeking land moved into the Ontario area and Scottish highlanders immigrated to the Maritime Provinces.

- ***Third Wave (1815-1850)*** - Settlers in this wave were predominantly English, Scottish and Irish and immigrated to Canada to escape unemployment and hardships such as the potato blight in their own countries. Some Blacks of the United States immigrated to Canada in 1850 after the United States passed a law respecting fugitive slaves. These settlers moved primarily into New Brunswick and Ontario.
- ***Fourth Wave (1896-1914)*** - Settlers from the British Isles, many European countries (Scandinavia, Germany, Austria, Belgium, Netherlands, Poland, Romania, Russia) and the United States moved to Canada as a result of the industrial revolution or in search of free or cheap land. Travel, aided by steamships and railroads, was easier. Immigrants moved not only into the Eastern provinces but also into the interior of the country. They helped tap the country's natural resources to meet the needs of the Eastern provinces and supply food for Europe.
- ***Fifth Wave (1922-1930)*** - Settlers moved to Canada in search of better economic prospects. These settlers came from primarily Eastern European countries such as Poland, Ukraine, Romania, Hungary, Yugoslavia, Belgium, and Russia. They settled in Quebec, Ontario, the Prairie Provinces, and British Columbia.
- ***Sixth Wave (1946 – 1955)*** - Following the end of World War II many people displaced by the War immigrated to Canada to establish new lives. These immigrants came from the Baltic countries, Germany, Poland and the Netherlands. As well, more British immigrants arrived. Many of the immigrants in this wave were well-educated, skilled, and trained to work in a range of occupations.

In addition to immigrants who moved to Canada in the various waves of migration, groups of people have moved to Canada to escape persecution or danger. Some of the major groups of refugees have included (Abella 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)):

- ***Quakers and Mennonites (1776 -1812)*** – These groups moved to Canada from the United States along with the United Empire Loyalists. They sought a place to live where they would not be persecuted for their religious and cultural beliefs and practices
- ***Black Slaves (Prior to 1860)*** – Black slaves from the United States moved to Canada through the underground railway in order to escape slavery.
- ***Mennonites, Hutterites, and Doukhobors (1878 – 1920s)*** – Mennonites, Hutterites and Doukhobors experienced persecution in their home countries in Europe and later when they moved to the United States because of their religious beliefs, pacifism, and strict social practices. They moved to Canada to escape persecution, to continue to practice their religions, and to maintain their traditional ways.
- ***Jews (1930s)*** – About 4000 Jews immigrated to Canada to escape persecution by the Germans.
- ***Hungarians (1956)*** – More than 37,000 Hungarian refugees came to Canada after the Hungarian uprising against the Soviets.
- ***Czechoslovakians (1968)*** – About 11,000 Czechoslovakians fled to Canada after the Soviet invasion of their country.
- ***Americans (1960s)*** – Americans who opposed the War in Vietnam moved to Canada as a matter of principle or to avoid conscription.
- ***Ugandan Asians (1972)*** –Canada accepted about 7,000 Ugandan Asians fleeing the harsh regime of Idi Amin.
- ***Chileans (1973)*** – After the overthrow of Salvador Allende’s government some political refugees fled to Canada for safety.

- ***Vietnamese (Late 1970s)*** – More than 70,000 Vietnamese fearing political persecution at the end of the Vietnam War came to Canada.

#### **4.6.2 Immigrants as a Source of Labour**

Since Europeans first began settling Canada governments have relied on immigrants for development purposes. Some uses of immigrant labour have been controversial. These include the use of Irish labour, Chinese labour and agricultural labour (Avery 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)). Examples of the use of immigrants as a source of labour include the following:

- ***Irish Labour*** - By the mid-1800s the Irish were the largest ethnic group of the larger cities of Canada, with the exception of the cities of Montreal and Quebec. Because they were desperate for work, they accepted lower wages. They had a strong work ethic which made them productive workers. They also supported other members of their own ethnic group and in doing so monopolized some groups of jobs. Thus, they were desirable to employers but disliked by other workers and ethnic groups.
- ***Chinese Labour*** – Chinese labour was used extensively for the construction of the Canadian Pacific Railway. Many were imported to assist with the construction. The controversial aspects of their employment involved the manner in which they were given work. They were assigned the most difficult, dangerous and degrading tasks and, when the railroad had been completed, they were expected to return to China.
- ***Agricultural Labour*** – Canada needed all types of labour in the late 1800s and early 1900s – agricultural, semi-skilled and skilled labour. To acquire the semi-skilled labour it needed, recruitment for agricultural labour would be advertised but skilled and semi-skilled labour also accepted.

#### **4.6.3 Discrimination against People of Chinese Origin**

The Chinese came to British Columbia in the 1800s. They were first attracted to the fur trade and the gold fields. Later an acute labour shortage prompted Canada to recruit more than 10,000 Chinese to help build the Canadian Pacific Railway. They worked for very low

wages, blasting a route through solid rock and building the track through the Fraser Canyon. When the railway was finished, politicians tried to force them to return to China. (Batten 1977: pp. 59-65; Collins 1977: pp. 43-44; Canadian Encyclopedia. 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)):

White residents discriminated against the Chinese including refusing them the right to vote as indicated in the definition of “person” in *The Electoral Franchise Act, 1885* (Batten 1977: pp. 59-65; Collins 1977: pp. 43-44):

*"Person means a male person, including an Indian, and excluding a person of Chinese race."* Batten, J. 1977: pp. 59-65

Demands were made to stop their immigration, particularly after employers used them as strike-breakers in coal mines. Chinese-owned property was vandalized, their buildings were burnt, and people were assaulted and killed. Many of the Chinese people moved to other parts of Canada. The Canadian government did not ban immigration but in 1886 imposed a head tax of \$50 per male Chinese adult. In 1900 the government increased the head tax to \$100 and in 1904 to \$104. The Government of Newfoundland also imposed a head tax on Chinese people from 1906 until it joined Canada in 1949 ([www.pm.gc.ca/eng/media.asp](http://www.pm.gc.ca/eng/media.asp)).

In 1923 the federal government passed *The Chinese Immigration Act, 1923* with so many restrictions it was almost impossible for any Chinese to immigrate to Canada. Chinese people devised ways of coping and circumventing this law. In Moose Jaw, Saskatchewan, for example, the Chinese built a series of tunnels below the stores and businesses, in which to live and hide other Chinese people living in the country illegally. (Batten 1977: p.63; Canadian Encyclopedia. 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); [www.inmoosejaw.com/history.htm](http://www.inmoosejaw.com/history.htm)).

In 2005 Prime Minister Paul Martin incorporated into the draft federal budget financial resources to address historical discrimination towards Chinese people (Office of the Prime Minister 2005: [www.pm.gc.ca](http://www.pm.gc.ca)). In 2006, Prime Minister Stephen Harper, on behalf of the Government of Canada offered a full apology to Chinese Canadians for the head tax and immigration discrimination between 1923 and 1947, and announced a series of measures



including symbolic payments, community programs and national recognition programs, to redress the injustices (Office of the Prime Minister. 2006: [www.pm.gc.ca/eng/media.asp](http://www.pm.gc.ca/eng/media.asp)) .

Attitudes towards Chinese people have changed markedly. China was an ally of Canada and Great Britain during World War II. In 1947 Chinese people received the same rights as other Canadians including the right to vote. Generations of Chinese that have been born and educated in Canada share similar values and beliefs as other Canadians and are active in all facets of work, community, and political life. They retain, promote and share many of their culture's values. They are cognizant of the vulnerability of visible minorities and work to ensure full equality ([www.ccnc.ca/toronto/history/info/info.html](http://www.ccnc.ca/toronto/history/info/info.html)).

#### **4.6.4 Discrimination against People of South Asian Origin**

South Asians, also called Indo-Canadians or East Indians, may come from India, Bangladesh, or Sri Lanka, from Britain or from a former British colony such as an African, Caribbean, or South American country. They or their families also may have previously immigrated to a country such as the United States. By 1908 more than 5,000 South Asians had immigrated to Canada, primarily men who had left their families in their home country while they sought work and better wages.

In 1907 the British Columbia government reacted by denying them the right to vote, the right to political office, the right to practice a profession as well as the right to public service jobs, labour on public works, and jury duty. In 1908 the federal government passed a regulation that only allowed South Asians to immigrate if they had traveled from their place of origin on a continuous ticket. In 1914 the government enforced this regulation by forcing a ship carrying South Asian immigrants to return to Asia after waiting in the Vancouver harbour for two months, an action that created anger and frustration in the South Asian community. In response to community and diplomatic pressure, in 1919 the Canadian government allowed the wives and families to join their husbands and fathers in Canada. In 1947 when it became apparent that India would be gaining independence, the federal government removed the continuous-passage regulation and the British Columbia government removed its restrictions. (Buchignani 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

As South Asians have become more visible in communities and the work place, Canadian attitudes have become more tolerant. Generations of South Asians that have been born and educated in Canada share similar values and beliefs as other Canadians, although they still retain many of their own country's religious and cultural values. They are active in all facets of work, community, and political life, but also are cognizant of the vulnerability of visible minorities and work to achieve full equality. (Buchignani 2004: [www.canadian encyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

#### **4.6.5 Discrimination against People of Japanese Origin**

Between 1877 and 1910 about 9,000 Japanese immigrated to Canada. They were mainly young men seeking employment in the fishing industry. The British Columbia and Canadian governments joined forces to force them to return home. Their efforts included passing laws trying to make them leave Canada; denying them the right to vote; restricting the jobs they might work at to the lowest-paying and most unpleasant; and limiting the number of fishing licenses allowed to be given to Japanese people. The public opposed their presence, often assaulting them, breaking windows of their shops and damaging their property.

In 1907 the Canadian government imposed a limit of 400 male immigrants per year. Following the imposition of this quota, the immigration pattern changed with single Japanese women coming to Canada as wives for the men already present. The Japanese community persevered and by assisting one another they survived and stabilized their communities and livelihoods. The children attended public schools with other Canadian children. (Lunn 1992: p. 251; Canadian Encyclopedia. 2004: [www.canadian encyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

Most of the Japanese Canadians lived in British Columbia. During World War II White politicians and residents feared they were sympathetic to Japan and supporting Japan. In 1942 the government rounded up more than 20,000 men, women and children and sent them to detention camps in the interior of the country. The government also confiscated their homes and property and sold it at a fraction of its value. After the war the families had to rebuild their lives with little or no compensation.

In 1949 Japanese Canadians gained the right to vote and basic freedoms. Like other Canadians they are active in all facets of work, community and political life. In 1989 Prime

Minister Brian Mulroney formally apologized to Japanese Canadians. The Canadian government provided each living survivor of the detention with \$21,000 and reinstated the citizenship of those whose citizenship had been revoked. In addition, \$12 million was provided for Japanese educational and cultural activities and another \$24 million for a foundation to combat racism. (Lunn 1992: p. 251; Canadian Encyclopedia. 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Gall, Cheng and Miki 2001: [www.pch.gc.ca/progs/multi/wcar/advisory/redressforpastgovernmentwrongs/](http://www.pch.gc.ca/progs/multi/wcar/advisory/redressforpastgovernmentwrongs/)).

#### **4.6.6 Discrimination against People of Jewish Origin**

As a group, the Jews experienced both ethnic and religious intolerance. They were barred from living in New France because immigrants to New France had to be Catholic. When the British gained control of the former French colony, Jews who had immigrated to America began moving to both Upper and Lower Canada. Jews living in Russia and the Austro-Hungarian and German empires were so severely persecuted legally, physically, and psychologically that between 1881 and 1918 they fled to safer parts of the world. By the beginning of World War I more than 100,000 Jews were living in Canada.

They began humbly and gradually worked individually and collectively to improve themselves and their community. They lived in all parts of Canada – from the bustling City of Montreal, Quebec where they established their first synagogue and built community centres to the small community of Lipton, Saskatchewan where they built a small synagogue and established a Jewish cemetery (Schoenfeld 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Flegel, 2003: [www.stpeters.sk.ca/pririe\\_messenger/Jewish\\_07\\_03.html](http://www.stpeters.sk.ca/pririe_messenger/Jewish_07_03.html); Silver 2001: [www.cjnews.com/pastissues/01/june21-01/comm](http://www.cjnews.com/pastissues/01/june21-01/comm)).

In spite of a desperate need for a safe haven, Canada accepted a relatively small number of Jews as refugees after World War I. However, after World War II, when Canada needed immigrants to support a growing economy, it accepted about 40,000 survivors of the Holocaust. In the 1950s another wave of Jews arrived from the North African countries experiencing the upheavals of independence. Jews have continued to immigrate to Canada and have expanded their involvement beyond farming, labour and business to all spheres of society. They are particularly active in efforts to combat prejudice, discrimination and racism, to preserve the history of the Holocaust, and to strengthen multiculturalism. They share all

the rights and privileges of Canadian citizens (Schoenfeld 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

#### **4.6.7 Discrimination against People of European Origin**

During World War I and World War II people who had immigrated from or whose parents or grandparents had immigrated from one of the enemy countries were often wrongly treated by the government of the day (Gall, Cheng, and Miki 2001: [www.pch.gc.ca/progs/multi/wcar/advisory/redressforpastgovernmentwrongs/](http://www.pch.gc.ca/progs/multi/wcar/advisory/redressforpastgovernmentwrongs/)). During the First World War (1914 – 1920) many Canadians of Ukrainian descent were interned or required to report to the police. During the Second World War (1940 – 1943) Canadians of Italian and German descent were interned.

#### **4.6.8 Discrimination against People of African Origin**

Blacks have resided in Canada since early colonization initially as servants or slaves of the colonizers. Matthew da Costa, part of the group that established Port Royal in 1605, was perhaps the first Black person in Canada. Louis XIV introduced slavery to Canada by allowing French settlers to buy slaves and use them as field workers and domestic servants. Olivier Le Jeune was the first Black person from Africa to be brought to Canada to be used as a slave. Captured in Madagascar as an eleven year old boy, he was sold to one of the colonists to work as a servant. Upon gaining control of Canada, the British continued to permit slavery until they abolished importation of slaves in 1807 and granted freedom to slaves in 1834 (Carter and Carter 1993: pp.19-20; Saunders 1994: pp. 48 - 49).

Blacks began arriving in Canada in larger numbers in the 1700s, 1800s and early 1900s as a consequence of events in the United States and the Caribbean (Pachai 1992: pp. 106-118):

- The Black Loyalists arrived in Nova Scotia between 1776 and 1812.
- In 1796 a group of Blacks referred to as the Maroons arrived from Jamaica. Because of their resistance to the British, the colonial rulers deported them to Nova Scotia. Upon their arrival they were sent to live in a remote area of unproductive agricultural land. These settlers soon left Nova Scotia to make their way to Sierra Leone.

- Another wave of Black slaves made their way to Canada, again mainly to Nova Scotia after the War of 1812. These slaves had joined the British regiments to fight against the United States on the promise of land and civil rights. When the British won the war they received their freedom from slavery but not all the benefits that the British had promised. They usually had to seek employment to supplement their agricultural earnings and were vulnerable to exploitation and wage and employment discrimination.
- Another group of Blacks made their way from California to British Columbia in the 1850s.

Nova Scotia was not a hospitable place for Black immigrants partly because of generally poor economic conditions and partly because of racial prejudice. Segregation was openly practiced including separate schools for Black students, a practice that was only abolished in 1964. Between 1964 and 1967 residents of one of the segregated communities, Africville, a Black community outside of Halifax, were relocated against the inhabitants' wishes to primarily public housing as part of an urban renewal initiative (Clairmont 1992: 53-77).

Beginning in the 1780s and during the remaining years of slavery in the United States the Underground Railroad brought many African Americans to Canada. Most of this wave of immigrants settled in what is now the Province of Ontario as free people. However, slavery was not abolished in Ontario until 1803 and not abolished in the British colonies until 1834 so during this period Blacks in Ontario could be either free or slaves. Those who lived as free people pursued livelihoods similar to the White residents. Communities varied in their tolerance levels but there were some communities that prevented Black students from attending public schools (Walker 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

At the invitation of the Governor, African Americans moved into British Columbia in the 1850s to escape racial discrimination in California and to help fulfill the Governor's resistance strategy. Americans were moving into the territory as part of the gold rush and there was a possibility of an attempted take-over in the name of the United States. The American Blacks were loyal to the British and the Governor believed they would assist in resisting such a take-over. In the 1860s a largely self-financed Black rifle corps was the only armed force protecting Vancouver Island. The Blacks in British Columbia received the same rights and privileges as the Whites including political, economic, and employment rights. The

racial discrimination they experienced was related to the colonialist attitudes of the period and the anti-black sentiments of the American immigrants (Carter and Carter 1993: 49-56; Walker 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

After slavery was abolished in the United States, many African Americans moved to the Western Plains in search of freedom and civil rights. However, the White settlers in the American Plains were determined to retain the historical separation of races and used their social and political influence to institute discrimination. Those African Americans who settled in the State of Oklahoma were discriminated against so severely, including deprivation of the right to vote, segregation of public facilities, and physical abuse, that they sought another place to settle. Homesteading in the Northern Plains of Canada was underway and the Canadian government and Canadian Pacific Railway (CPR) were recruiting settlers in Europe and the American states. Canada appealed to the African Americans for three reasons, namely: the opportunity to obtain land; the right to vote; and the effective law enforcement of the Royal Canadian Mounted Police (RCMP). As a result of the advertising, the promises, and the intolerable situation in their own country, many African Americans decided to immigrate to the Canadian Prairie Provinces, particularly to Alberta and Saskatchewan (Carter and Carter 1993: 44-48)

The Canadian government and CPR had not anticipated the potential immigration of American Africans to the Prairie Provinces when they advertised for homesteaders in the United States and they were not happy about this situation. (Troper 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)). Canadian Immigration officials therefore developed and implemented a plan to halt the movement of African Americans into the Prairies (Shepard 1997: pp. 66-101). First they tried preventing African Americans from receiving information about the availability of farmland, including tampering with the postal system to stop mail from reaching interested African Americans. Second, when African Americans reached the border, they required them to undergo rigorous medical examinations in hopes of declaring them unhealthy; and third, they hired agents to infiltrate the African American communities to dissuade the potential homesteaders from moving to Canada.

When all of these measures did not appear to be working, Whites who had already taken up residence in the West, including racist media and businessmen, pressured the Canadian government to pass an order in council, with the force of law that made it illegal for African

Americans and any Blacks to attempt to immigrate to Canada. This order stated (Government of Canada. *Order in Council No. 1324*. 12 August 1911):

*"For a period of one year from and after the date hereof the landing in Canada shall be and the same is prohibited of any immigrants belonging to the Negro race, which race is deemed unsuitable to the climate and requirements of Canada."* Government of Canada. *Order in Council No. 1324*. 12 August 1911.

This order was rescinded within a year as the work of the agents in the African American communities had proved to be effective at discouraging immigration of Blacks to Canada (Shepard 1997: 66-101).

In 1967 Canada introduced fairer immigration rules that have made it possible for people of colour to meet the same immigration requirements as others. As a result of these changes large numbers of Blacks from the Caribbean islands have immigrated to Canada. Other Blacks have come to Canada as refugees from war-torn African countries and as relatives sponsored by Africans who have immigrated to Canada from an African country. Many qualified Black professionals have immigrated to Canada to pursue their careers. Canada now has many generations of Blacks who have been born in Canada and consider their ethnic origin to be Canadian. Nevertheless, some African Canadians still experience racial discrimination in employment, accommodation and public services (Walker 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

#### **4.6.9 Current Canadian Policies to Protect Human Rights and Human Dignity**

Canadian governments have had to remove legally sanctioned racial, ethnic and religious discrimination in all areas for many reasons including the following:

- Changes in attitudes, partly brought about by an increased commitment to human rights and multiculturalism;
- Descendents of those who had experienced discrimination would not accept it for themselves, or their families and communities; and

- Many of the immigrants that had faced discrimination actively participated in the armed forces and were entitled to the same rights, privileges and respect as other Canadians.

The Canadian federal government and provincial governments have enacted legislation to foster equity and equality, while at the same time respecting the rights of minorities. In 1971 the Canadian government was the first in the world to put in place a multiculturalism policy ([www.canadianheritage.gc.ca/progs/multi/policy/act\\_e.cfm](http://www.canadianheritage.gc.ca/progs/multi/policy/act_e.cfm); [www.canadianheritage.gc.ca/progs/multi/inclusive\\_e.cfm](http://www.canadianheritage.gc.ca/progs/multi/inclusive_e.cfm); [www.canadianheritage.gc.ca/progs/multi/respect\\_e.cfm](http://www.canadianheritage.gc.ca/progs/multi/respect_e.cfm)).

Ward (1990: pp. 339 – 347) notes that the introduction of statements of bills of rights in Canada evolved over four decades. The Province of Saskatchewan's bill of rights, introduced by the CCF administration under the leadership of Premier Tommy Douglas in 1947, was an early attempt to set out such a statement. Prime Minister John Diefenbaker led the Conservative government at the federal level in the introduction of a bill of rights in 1960. Both of these initiatives were implemented through legislation of the respective governments. Under Prime Minister Pierre Trudeau's leadership additional progress was made with the passage of the *Canadian Human Rights Act, 1977* followed by the entrenchment of the *Canadian Charter of Rights and Freedoms* in the *Constitution Act, 1982*. *The Charter of Rights and Freedoms* sets out the rights and freedoms of all Canadian citizens and specifically prohibits discrimination on the basis of race, ethnic background, and gender. Minority language rights for education of French and English speaking people are also protected in the *Charter of Rights and Freedoms*.

Other legislation to strengthen diversity has been enacted at both the federal and provincial levels. Federal legislation includes the *Employment Equity Act, 1982* (<http://laws.justice.gc.ca>) and the *Canadian Multiculturalism Act, 1985* ([www.canadianheritage.gc.ca/progs/multi/policy/act\\_e.cfm](http://www.canadianheritage.gc.ca/progs/multi/policy/act_e.cfm)). Provincial governments have established legislation such as *The Saskatchewan Human Rights Code, 1979* (Government of Saskatchewan. 1979: [www.qp.gov.sk.ca/index](http://www.qp.gov.sk.ca/index)) that defines the various forms of discrimination prohibited. The *Code* also sets out rules regarding the prevention of discriminatory behaviour and establishes a commission to hear complaints, prescribe remedies and undertake educational and other programs aimed at preventing discrimination and strengthening respect for human rights.



In addition to legislation, federal and provincial governments have established structures such as the Canadian Human Rights Commission, the Canadian Human Rights Tribunal and provincial Human Rights Commissions. The Minister of State for Multiculturalism was established to further safeguard human rights and to support multiculturalism and promote diversity and heritage. The Government of Saskatchewan has chosen to profile the importance of culture to the quality of life of provincial residents by creating the Department of Culture, Youth and Recreation. In provincial governments statutes are being translated into French and schools are expanding the number of languages being taught (Saskatchewan Government Relations. 2004: [www.graa.gov.sk.ca/ocaf/en-links.htm](http://www.graa.gov.sk.ca/ocaf/en-links.htm); Saskatchewan Education. 2004: [www.sasked.gov.sk.ca/branches/curr/evergreen/international\\_languages.shtml](http://www.sasked.gov.sk.ca/branches/curr/evergreen/international_languages.shtml)).

Structures such as the Offices of the Status of Women, Youth, Seniors', and Disability Secretariats, and Offices of the Ombudsman and Children's Advocate, have been created by many Canadian governments to ensure the needs of these groups are identified and addressed during policy formulation and program implementation. Provincial governments vary in the location of these functions within their organizations and the profile given to them. The Saskatchewan Government, for example, has located its Status of Women's Office in the Department of Labour, its Disability Secretariat in the Department of Community Resources and Employment, and the Seniors Secretariat in the Department of Health. The responsibility for youth is part of the function of a larger department responsible for Culture, Youth and Recreation. Legal authority for these functions is found in the regulations of the respective departments. Other provincial governments with more resources and different needs or priorities may locate these functions in a central agency such as the Office of the Premier, or create them as separate departments or arms length agencies and entrench them in legislation.

The Ombudsman and Children's Advocate are usually officers of the legislative assembly. When they are attached to the legislative assembly, they have the independence they need to hold all government departments and the government as a whole, accountable. In the Saskatchewan Government their legal authority is combined into one act, *The Ombudsman and Children's Advocate Act, 1978* that sets out the processes for appointing and compensating these officers in addition to clarifying their jurisdictions and investigative powers and procedures. The *Act* also sets out their reporting requirements and provides the authority required for matters respecting offences and penalties.

Provincial governments have policies in place to foster a representative work force and programs to assist people of aboriginal descent to gain the qualifications and experience needed to compete for and perform well in jobs. The Saskatchewan Government's Employment Equity Program seeks to improve representation in the public service of aboriginal people, people with physical or intellectual disabilities, members of visible minorities, women in management, and women in non-traditional occupations (Saskatchewan Public Service Commission. 1999: pp. 1-3. [www.gov.sk.ca/psc/hr\\_manual/ps1001.htm](http://www.gov.sk.ca/psc/hr_manual/ps1001.htm)). The Province's Aboriginal Management and Professional Internship program strives to improve the aboriginal candidate pool for management and professional positions in the public service (Saskatchewan Public Service Commission. 2003: pp. 1-3. [www.gov.sk.ca/psc/hr\\_manual/](http://www.gov.sk.ca/psc/hr_manual/)). The First Nations University of Canada has been established as an affiliate of the University of Regina to strengthen the academic preparation of aboriginal youth in a culturally appropriate manner and to help preserve aboriginal culture.

Immigration policy has been changed to use a points system to evaluate potential applicants for immigration. Once accepted, immigrants may sponsor family members and bring them to Canada as long as they provide for the members' economic support. Canada's *Immigration Act, 1978* puts into law the requirement to accept and assist refugees who would face persecution in their home countries (Lunn and Moore 1992: pp. 270-272; Avery, 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)).

There are numerous other examples of initiatives, policies and legislation that have been introduced by federal and provincial governments, civil society, and religious organizations to help make Canada a tolerant, hospitable, and equitable place to live and work. While Canadians now take pride in their multi-cultural society, openness to diversity, and leadership respecting human rights, this has only been achieved after much struggle and hardship and is a relatively recent achievement. The results of a survey on racism undertaken to mark the International Day for the Elimination of Racial Discrimination found that many Canadians still experience this discrimination (Ipso Reid/Dominion Institute. 2005: pp. 1-8). These results indicate that work to improve the quality of Canadian society must continue and also that individual citizens bear much of the responsibility for fostering respect for the dignity and value of each human being.

## **4.7 THE EVOLUTION OF CANADIAN PUBLIC POLICY REGARDING GENDER EQUALITY**

Gender equality is a crosscutting theme in policy development in Canadian governments and therefore of interest to other countries examining public policy development and implementation. It received considerable attention in the work plans and activities of the Canada South Africa Provincial Twinning Project.

A review of Canadian public policy indicates that efforts made to achieve gender equality for women in Canada have taken many years and will continue for many more. Both women and men, boys and girls have faced and in some situations still face, gender inequalities. Depending on one's race and class, the starting point for achieving equality has varied and the results are mixed. A twinning project provides opportunities for people working to improve gender equality, to compare experiences, to examine causes and to collaborate on defining problems and identifying solutions.

### **4.7.1 Gender Equality for Women**

Changes in attitudes are needed to bring about changes in equality. Up until the late 1800s the common attitude respecting the place of women was simply that they were to be a "helpmate to men." Young women usually stayed at home and waited until "the right man" came along for them to marry. In 1901 only 72 women worked for the Canadian federal government and they were required to work in private rooms so that they could not be corrupted by men (Phillips 1977: p.16).

The guidelines for what was acceptable behaviour for women, strongly reinforced by the churches, were strict. For example, Phillips identifies the following rules as ones commonly practiced (1977: pp. 14-17):

- Country girls and girls belonging to visible minorities could become servants for wealthier city dwellers;
- Married women stayed home to look after their husbands and children;
- Women could not go to theatres or concert halls alone;

- Chaperones had to be present during conversations between unmarried women and men;
- Sexual double standards were acceptable but divorce was almost forbidden;
- One did not discuss matters such as birth control, reproduction or sex publicly, if at all; and
- Rules regarding elections stated “No woman, idiot, lunatic, or criminal shall vote.”

Farm women worked alongside their husbands on the farm as well as in the home. Practical and determined, with insights gained through the harsh realities of experience, they became leaders in the march towards equality. Callwood (1977: p. 83) has described them and their leadership as follows:

*“Conditions on the western frontier bound women together in mutual sympathy and made the Prairies the hotbed of women’s opinion in Canada for decades to come. Women there saw widows disinherited from farms they had worked for years; saw free land given to men, even dissolutes and incompetents, but never to women; saw children abused or sent away by their fathers while their mothers were powerless to intervene; and saw drink ruin men, devastate families, and destroy farms and jobs.”*  
Callwood 1977: p. 83.

In the late 1800s Canadian women began seeking greater participation in decision making and greater independence. Lady Aberdeen founded the National Council of Women of Canada in 1893 (Phillips 1977: p. 16), Amelia Yeomans founded the Manitoba Equal Franchise Club in 1894 (Callwood 1977: p. 83) and Emily Stowe founded the Toronto Women’s Literary Club in 1876 . The Dominion Women’s Enfranchisement Association was formed in 1889 (Callwood 1977: p. 83), the Imperial Order of the Daughters of the Empire was established in 1900 (Phillips 1977: p.16), and the Political Equality League in 1912 ([www.canadianencyclopedia.ca](http://www.canadianencyclopedia.ca)). Adelaide Hoodless, in response to the death of an infant son fed contaminated milk, campaigned for better education regarding food and nutrition and pioneered the teaching of domestic science and home economics in schools and universities (Callwood 1977: p. 83). All of these initiatives, as well as many others, fostered discussions of barriers that were keeping women from participating equally with men and policies and actions to remedy the situation.

As factories sprang up and offices increased in number, the demand for labour increased. Women began filling some of the openings for paid labour but the jobs they filled were classified as “women’s work” and paid low wages on the assumption that men were the real bread winners and women were working for “pin money”. “Nice girls” could become educated and work in a limited number of professions including nursing, teaching, and music. The professions open to women paid lower wages than those open to men. (Phillips 1977: p. 14). This situation not only exploited women but also did not take into consideration the value of the work or the needs of widows, single women, extended families, or retirement. It kept most women from pursuing careers that best fit their interests and aptitudes and that would appropriately compensate them for their efforts. Furthermore, it deprived the country of a great deal of knowledge, skills, insight and talent.

The demand for labour during the First World War spurred a change in attitudes regarding women. Women began filling jobs that had previously been unacceptable and inaccessible. Women worked in munitions factories, drove streetcars and worked as bank tellers, plant inspectors, and salespersons. In Edmonton Emily Murphy was appointed a police magistrate.

Women campaigned for the right to vote and between 1916 and 1940 gained this right in all of the Canadian provinces. Progress was uneven as shown by the following times that individual provincial governments granted this right ([www.canadaincyclopedia.ca](http://www.canadaincyclopedia.ca)):

▪ Alberta	1916
▪ British Columbia	1917
▪ Manitoba	1916
▪ New Brunswick	1918
▪ Newfoundland	1925
▪ Nova Scotia	1918
▪ Ontario	1917
▪ Prince Edward Island	1922
▪ Quebec	1940
▪ Saskatchewan	1916

In 1917 the federal government granted mothers, wives, and sisters of men in the armed forces the right to vote. By 1919 most provincial governments and the federal government had granted women voting rights. By the end of the First World War women had achieved significant gains – the right to vote; the acknowledgement of their role as wage-earners, and flexibility in dress codes (Craig 1977: 76,114).

Over the years women in Canada have worked consistently and determinedly to gain and solidify their equality. Further examples of this struggle are listed in Appendix K. Regardless of gains achieved and progressive policies and legislation, Canadian women are still not well represented in many occupations, including politics. Systemic discrimination still exists in some areas and violence against women and children remains a problem.

#### **4.7.2 Indian and Métis Women's and Men's Struggle for Equality**

From the earliest days of colonization to the present, the dominant European-based societies have had difficulty understanding, appreciating and valuing the traditional Indian cultures and societies and later the Métis culture that developed from racial intermixing. This state of affairs is demonstrated in the French “one race” policy of the 1600s, the English assimilation policies and practices of the eighteenth through the twentieth centuries, and the legislation enacted by the federal government (Dickason 2002: pp. 145-146, 228,263).

Indian societies have been relatively egalitarian regarding division of labour. Iroquois men cleared the fields but women did the farming. Until the advent of the horse, both Indian men and women of the Plains tribes shared in the buffalo hunts. In terms of decision-making, Iroquois women were responsible for choosing sachems and ordering the removal of sachems that were unsatisfactory. Decision making followed a consensus style and in some tribes women not only influenced decision-making but were part of decision making. Women played a pivotal role in their societies and in trade relationships. (Dickason 2002: pp. 54, 170).

Under early French colonization the policy was to bring skilled white males to the colony from France and have them marry Indian women. This was seen as desirable because Indian women were hard-working and possessed the survival skills necessary for the harsh climate. As well, the French colonizers believed that through intermarriage the Indians would forsake

their culture for the French culture. Ursuline nuns were brought to the colony to educate Indian girls in French homemaking and the Catholic religion and Jesuit priests provided training to Indian boys in skills commonly used by French men. The Indians, however, were reluctant to pursue intermarriages unless their women were adequately protected. They asked for specific assurances – that the dowry would be adequate; that the wife would have access to and be able to use all of the couple's possessions; that if the husband were to return to France, either he would take his wife with him or arrange to provide for her; if the couple were to separate, that the wife would be adequately provided for; and that if the wife wished to return to her relatives, she be allowed to do so (Dickason 2002: pp. 145- 146).

In the tradition of using marriages to establish political and economic alliances, through personal and social relationships, some Indian tribes viewed marriage more as a business contract than a permanent commitment. From the Indians' perspective a woman could agree to serve as a wife and business partner for a period of time. Part of the business relationship included dressing and trading pelts. Among the Plains Indians, marriage was the traditional means of building alliances between groups. However, the values and cultures of the Indians of the Plains sometimes varied from those of Eastern Canadian tribes. For example, the Cree tribes took marriage much more seriously. They considered it a commitment for life. Married couples were expected to be loyal to each other, although wife lending could be used to build political and trade alliances (Dickason 2002: pp. 147-148; McLean 1988: pp. 28-29).

French colonial policy turned against intermarriage in the early 1700s for a variety of reasons. Competition with the English fur traders of the Hudson's Bay Company for the children of the mixed marriages increased the bargaining power of these offspring and they were more independent. Contrary to expectations, the Indians and mixed race groups were not becoming French but retaining their own cultures. As well, and particularly on the Western Frontier, the mixed race people were developing their own identity as Métis, with their own language, culture and values. The change in policy resulted in mixed marriages only being allowed with the approval of the governor or commanding officer and Indian women losing the right to inherit their French husband's property.

British colonial policy which initially had restricted contact between white males and Indian women and opposed mixed marriages, relaxed because the Hudson Bay Company relied heavily on the specialized knowledge and skills of the Indian women. Their skills included

making clothing and shoes; making pemmican from the buffalo meat; cleaning and preparing pelts and animal skins; repairing snowshoes and canoes; carrying loads; and assisting with trading. The Hudson Bay Company also relied on the offspring of the marriages as pre-trained employees because the children would become familiar with their mothers' cultures and languages as well as their fathers' and would have learned both of their parents' skills and knowledge (Dickason 2002: pp. 147-148; McLean 1988: pp. 28-29; Gabriel Dumont Institute. 1985: pp. 9 -10).

The advent of colonization, particularly the introduction of the horse, also resulted in changes within the values and roles of Indian societies. Women were no longer needed for hunting buffalo but more for tanning the hides and preserving the meat. As women gained a new kind of economic value, the practice of polygyny increased. Women became valuable chattels in raids because captured women could become a second or third wife to assist with the work related to the bison harvests. With the increase in polygyny, women developed hierarchal systems for managing the relationships between themselves (Dickason 2002: p.170).

In the 1800s because of white entrepreneurial pressure to use lands that the Indian tribes had traditionally relied on for their own use, legislation began being developed that would define who was and who was not an Indian and Indian rights (Quebec Region, Indian and Northern Affairs Canada. [www.aicn-inac.gc.ca/qc/csi/ind\\_e.html](http://www.aicn-inac.gc.ca/qc/csi/ind_e.html)). Indian women were early targets for loss of rights. *The Act for Lower Canada, 1851*, one of the earliest of these pieces of legislation, decreed that ancestry would be determined only through the male line and that the children of Indian women who married non-Indian men would lose their status as Indian people and any rights that accompanied the status.

Another act passed in 1857 sought to "civilize Indians" by granting them the right to vote. However, to gain this right, Indians would have to give up their communal land in return for 20 hectares of reserve land, in fee simple, on which they would have to pay taxes. Only Indian males would be eligible for this right and only if they met conditions that most of their White male counterparts could not meet – educated, literate in English or French, of good moral character, free from debt, and successful completion of a three-year probation period. Later the probation period was waived if Indians completed a university education in specific disciplines.



In 1859 the first ban on the sale of liquor to Indians was introduced. After confederation the second ban, one that extended to the entire country, was imposed, a ban that was retained until 1951.

Legislation in 1869 extended restrictions on Indian women. If they were to marry non-Indians they would lose their right to be considered an Indian, would lose their right to be a member of an Indian band, and would lose their annuity payment. Their descendants, as long as they could demonstrate at least one-quarter Indian blood, would retain Indian status and rights. Non-Indian women, however, including White women who married Indian men, would gain full Indian status and rights (Dickason 2002: p. 228).

*The Indian Act, 1876*, retained the discriminatory provisions against women. It prohibited them from voting in band elections, a right many had enjoyed in their traditional cultures and did not reacquire until 1951. In 1979 Indian women staged the “Aboriginal Women’s Walk” from Oka to the Parliament Buildings in Ottawa to create awareness of the discriminatory provisions in legislation and treatment. This was followed by rallies and sit-ins at band offices. In 1981 the United Nations, responding to a complaint by Sandra Lovelace of Tobique Reserve in New Brunswick, found the *Indian Act, 1876* and its amendments in breach of human rights. In 1985 the *Act* was amended to grant Indian women the right to retain their status upon marrying non-Indians as well as to reinstate Indian rights lost through enfranchisement and pursuit of university education (McNab 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm) Dickason 2002: pp. 263,313). As a result of this change and other amendments to the *Act*, many Indian women, non-status Indians, and Métis men and women have been able to reclaim rights associated with Indian status.

The impact of colonialism had several consequences on Indian society and gender equality (Indian and Northern Affairs Canada. 1996: [www.ainc-inac.gc.ca/ch/rcap/sg/sgmm\\_\\_e.html](http://www.ainc-inac.gc.ca/ch/rcap/sg/sgmm__e.html)). Indian women, who had enjoyed relative equality with Indian men, lost their equality. Later, through government assimilation policies, Indian men also lost their equality with White men. Modern technology such as the introduction of the horse brought great advantages to the tribes as a whole, but also altered the relationships between men and women and women and women. Métis were cast into a middle area where they had neither the rights of the Indian tribes nor of the dominant White society.

### 4.7.3 Equality for People who are Homosexuals

The *Constitution Act, 1982* and federal and provincial legislation prohibit discrimination on the basis of gender. Nevertheless, traditions, customs and some laws have restricted people who are homosexuals from the self-determination and spousal rights that heterosexuals take for granted. Not being able to marry not only limits homosexual couples ability to formalize long-term personal relationships but also prevents partners from managing their property and estates in the same manner as married couples.

Several provinces recognized this issue and because marriage falls within provincial jurisdiction, granted people who are homosexuals the right to marry. The first legal gay marriage to be recognized and registered in Canada is that of Kevin Bourassa and Joe Varnell of Ontario ([www.samesexmarriage.ca/legal/ontario\\_case/cer300604.htm](http://www.samesexmarriage.ca/legal/ontario_case/cer300604.htm)). Married January 14, 2001, the provincial and federal governments initially refused to recognize the legality of gay marriages, including theirs. On June 10, 2003 the Court of Appeal for Ontario ordered the provincial government to register their marriage. This recognition made the Bourassa – Varnell marriage the first legal marriage in modern times, preceding the first legal same-sex marriages that took place in the Netherlands in April 2001 and Belgium in January 2003. By 2004 ([www.cbc.ca/news/background/samesexrights/](http://www.cbc.ca/news/background/samesexrights/)) same sex marriages could be performed legally in British Columbia, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia, Newfoundland and Labrador, and the Yukon. They could not be performed legally in Alberta, Prince Edward Island or the North West Territories. Nunuvut would not allow them to be legally performed in the territory but would recognize them if performed elsewhere.

In June 2003, Jean Chrétien, the Prime Minister at the time, announced that the Liberal government intended to pass legislation that would legalize same-sex marriages. He also announced that prior to doing so, his government would refer a number of questions to the Supreme Court of Canada to ensure that the legislation would withstand any legal challenges. When Paul Martin became leader of the Liberal Party and Prime Minister, he added a question to the three initially referred to the Supreme Court ([www.cbc.ca/news/background/samesexrights/beforethe\\_court.html](http://www.cbc.ca/news/background/samesexrights/beforethe_court.html)). On December 9<sup>th</sup> 2004, the Supreme Court ruled that the Government of Canada does have the exclusive jurisdiction to decide who has the right to get married in the country. The ruling also stated that religious groups are not obliged to

perform unions against their beliefs ([www.cbc.ca/news/ background/samesexrights/beforethe court.html](http://www.cbc.ca/news/background/samesexrights/beforethe court.html)). On July 20, 2005, Bill C-38, the bill that legalized same-sex marriages, received royal assent ([www.cbc.c/news/background/samesexrights/](http://www.cbc.c/news/background/samesexrights/)). Canada became one of four countries to recognize gay marriages, the other countries being the Netherlands, Belgium and Spain.

#### **4.7.4 Current Gender Equality Efforts and Improvements in Public Policy**

As a result of the efforts of the earlier leaders and organizations on gender equality, women have achieved formal equality (See Appendix L for examples of efforts to gain Canadian women's equality. Since the late 1960s new groups have formed to continue the struggle for social justice between the sexes. These groups, together, make up the current gender equality movement. While their specific missions and objectives may vary, they all work together for social justice for women. The movement is much larger and includes women of diverse backgrounds from all parts of Canadian society. Some of the national groups that now exist include (Eichler and Lavigne 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)):

- The National Action Committee on the Status of Women;
- The Canadian Research Institute for the Advancement of Women;
- The Canadian Congress for Learning Opportunities for Women;
- The National Association of Women and the Law;
- The Canadian Day Care Advocacy Group;
- Federation nationale des femmes canadiennes-francaises;
- The National Organization of Immigrant and Visible Minority Women of Canada;
- The National Watch on Images of Women in the Media Inc.;
- The Women's Legal Education and Action Fund;
- The Disabled Women's Network Canada;
- The National Congress of Black Women of Canada;
- The Native Women's Organization of Canada;
- The National Council of Women;
- The Voice of Women; and
- The Canadian Association of Sexual Assault Centres.

The approach of the movement is comprehensive and includes seeking improvements in the areas of politics, culture, the mass media, law, education, health, the labour force, religion, the environment and the home. Participants in the movement are combining the fight against gender inequality with fights against racism and other forms of discrimination and injustice. Their methods vary and include self-help, public events such as lectures, entertainment, and leafleting. They may stage protest actions such as demonstrations, marches, vigils and petitions. They may lobby government, political parties and particular agencies, institutions and employers. Action often takes the form of first establishing a committee (caucus, interest group) on the status of women, then documenting existing inequities, formulating proposals for improvement, and finally lobbying for their implementation.

In recent years some of the objectives achieved by the gender equality movement include (Eichler and Lavigne 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm)):

- Entrenchment of gender equality in *The Canadian Charter of Rights and Freedoms*;
- Recognition of the right to choice in obtaining a legal abortion;
- Elimination of discrimination against women in legislation;
- Regaining status for Indian women who have lost their Indian Status;
- Creation of awareness that work done within the home is, indeed, work, and should be regarded as such;
- Establishment of a federal commission and a parliamentary committee for good child day care;
- Establishment of maternity and paternity benefits in employment;
- Some recognition in both the pension system and in cases of divorce of work performed by the housewife;
- Awareness of the need for equal pay for equal work;
- Establishment of The Royal Commission on Equity in Employment, and development of relevant programs;
- Creation of the Royal Commission on New Reproductive Technologies;
- Creation of awareness of the need for safe houses, programs and services for abused women and their families; and
- Promotion of women in the arts, literature, media and entertainment fields.

While the lists of organizations and achievements appear to be women-dominated, it should be noted that many men support their work and view the goals and gains as beneficial to all of society. Men are also active in their own organizations that deal with issues such as gay rights, divorce and male violence, among others.

#### **4.8 CANADIAN FORM OF GOVERNANCE**

Canada is a federal state with a central government, 10 provincial governments and three territorial governments. Local governments, including urban and rural municipal governments, health districts, and school boards, are created by provincial governments and receive their purposes, powers, rules and requirements through legislation passed by provincial legislative assemblies. The number of local governments varies depending on the size, geography and demographics of the province.

Forsey explains that Canada's founding fathers deliberately chose the confederation model and that the primary reason for this choice was to create a new nation. The founding fathers believed it was critical to maintain the identity, culture and institutions of each province while creating a larger unit that could address common purposes through a single government. (Forsey 1988: pp. 9, 10). The model of federalism initially adopted is characterized by a relatively high degree of decentralization (Stevenson <http://the.canadaincyclopedia.com/index.cfm>). While some believe that the Canadian system has moved towards a more centralized model of federalism, the Government of Quebec emphatically upholds the principles of federalism as articulated when the first four provinces united to form the Dominion of Canada (Ministère du Conseil Exécutif. 1999: p.3).

International projects that seek to strengthen governance or public administration seek to match countries that have adopted similar forms of government because of the ease of identifying and sharing common elements and applications. The *Canada South Africa Provincial Twinning Project* matched provinces of two federal states and built on the similarities between the respective governments.

#### 4.8.1 Constitutional Monarchy and Parliamentary Democracy

Countries that were colonized by Britain often adopted the form of government known as a constitutional democracy and parliamentary democracy. Some countries have moved away from this form of government to other models such as a constitutional republic and parliamentary democracy model. When each partner of a twinning relationship has a different form of government it is important to understand the principles and terminology of the other partner's form of government in order to assess the relevance of specific aspects of government to one's own government.

Canada is a constitutional monarchy and parliamentary democracy (Sections 9 and 17 of *the Constitution Act, 1867*). The powers of the federal and provincial governments are defined in the *Constitution Act, 1867* with each order of government having specific powers and some sharing of powers between the federal and provincial governments. The federal government's parliament has both a House of Commons and a Senate. Provincial governments have the equivalent of only the House of Commons called the legislative assembly in most provinces and the parliament in Quebec.

All members of the House of Commons are elected while the Governor General, on the recommendation of the Prime Minister, appoints the members of the Senate. All bills must be passed by a majority of the elected members before they can become law. The majority of members in the Senate must also consent to bills before they are passed. Members of the Senate undertake a variety of tasks but their chief responsibility is to provide a technical review of legislation before it becomes law.

In addition to the federal, provincial and territorial governments are local governments and aboriginal governments. Provincial governments delegate, through legislation, some of their powers to local governments such as urban and rural municipal governments, school boards and health boards. First Nations governments' powers are found in their treaties and the powers set out in *The Indian Act, 1876*. Provinces with significant numbers of Métis people may have provincial legislation that recognizes and reaffirms the contributions of the Métis people and establishes mechanisms for them to make decisions and administer policies and programs for their communities.

The formal executive powers of the governments are vested in the sovereign who is the monarch of Canada, Great Britain and several other commonwealth countries. The sovereign and the sovereign's representatives govern through a cabinet that is drawn from the members elected to the legislative assembly. Her Majesty, Queen Elizabeth the Second, Queen of Canada was the sovereign throughout the duration of the Twinning Project.

A first minister, called the prime minister at the federal level and in Quebec, and premier in other provinces and the territories, heads each government. There is a separation of head of state and head of government with the sovereign the head of state and the first minister the head of government. The premier is always the head of government and the First Minister but not always the President of Executive Council. Some premiers prefer to designate another minister to chair the Executive Council (cabinet).

The terminology used in Canadian provincial governments may vary from that used in governments in other countries. A brief comparison of some of the common terms used in Canadian and South African provincial governments is shown in Table 13, below. One of the major differences is the use of the term "deputy minister". In Canada a deputy minister is a senior public servant while in South Africa this title refers to an elected political office holder.

<b>Table 13. Comparison of Canadian and South African Terminology</b>		
<b>Category</b>	<b>Canada</b>	<b>South Africa</b>
Major Subdivision of Executive Government	Department, Ministry, or Secretariat	Department
Public Sector Organizations with Some Independence from Government	Agencies, Boards, Commissions, Crown Corporations	Agencies, Boards, Commissions, Parastatals
Head of the Premier's Department	Deputy Minister to the Premier	Director General
Head of a Department	Deputy Minister	Deputy Director General
Senior Managers	Associate Deputy Ministers, Assistant Deputy Ministers, Executive Directors, and Directors	Chief Directors, Directors, and Deputy Directors
Other Senior Level Positions in Executive Government	Cabinet Secretary, Clerk of the Executive Council, Chair of the Public Service Commission, Secretary of Treasury Board, Deputy Attorney General	Cabinet Secretary, Deputy Cabinet Secretary, Accounting Officer

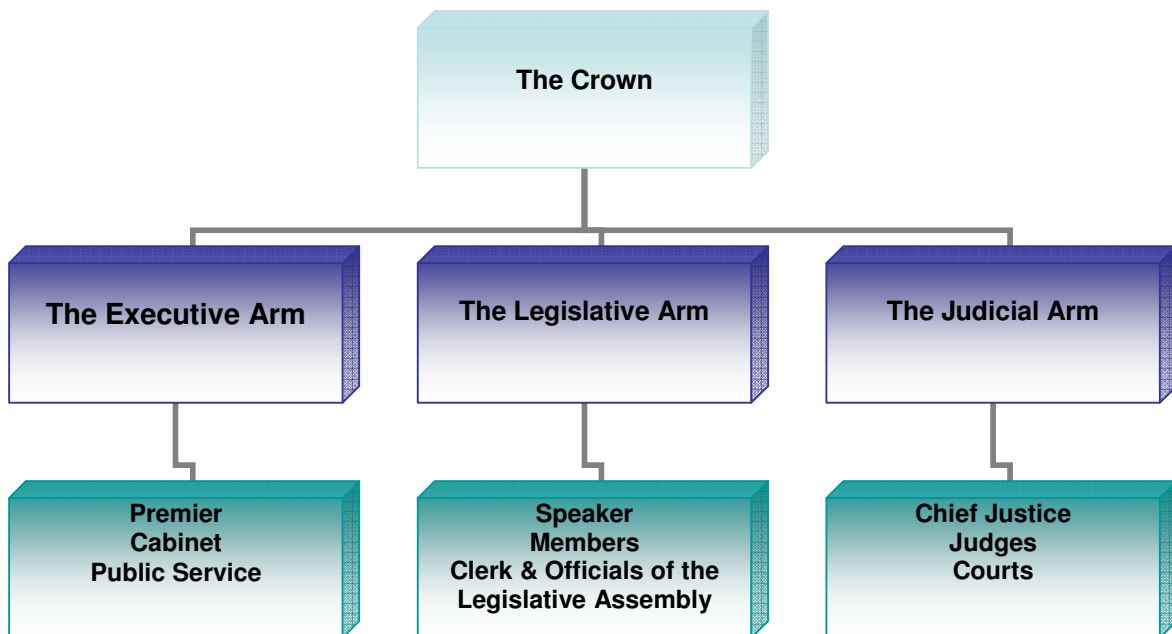
Source: Compiled by Author.

#### 4.8.2 The Crown in Canadian Government

In the Canadian form of government, the Crown is the symbol of democracy (Section 9 of *the Constitution Act, 1867*). The Crown is the institution that represents the power of the people above government and political parties. The Crown retains the powers of government while the governing party exercises the powers of government. However, the Crown only allows the party in power to exercise the powers of governing temporarily and only on behalf of the people.

The Crown also is a linking agent – it links the arms of government, that is the legislative, executive, and judicial arms as indicated in Figure 2, below.

**Figure 2. The Crown in Canadian Democratic Government**



Source: Jackson 1990: p. 12

The sovereign or the sovereign's representatives personify the Crown. When the sovereign is not in Canada, her representatives exercise the sovereign's powers. At the federal level the governor general represents the sovereign. At the provincial level the lieutenant governor represents the sovereign. The sovereign is the visible and human symbol of allegiance, unity and authority for all Canadians. On the recommendation of the cabinet and the approval of



the legislative assembly, acts of government are proclaimed in the name of the sovereign. Elections are called and delegated legislation is brought into force in the sovereign's name. Public land is referred to as crown land. Public inquiries may be called royal commissions.

In Canada responsible government means that citizens elect people to represent them in the parliament or a legislative assembly and that the executive council (cabinet) must consist of members drawn from the parliament or legislative assembly and be accountable to the parliament or legislative assembly.

Members of the legislative assembly, cabinet ministers, public servants, the military, the police, and new citizens, all swear allegiance to the sovereign, not to the constitution. The Oath of Allegiance taken by cabinet ministers in Saskatchewan, for example, states:

**Figure 3. Oath Taken by Canadian Provincial Ministers**

<p style="text-align: center;"><b>Oath of Allegiance</b></p> <p style="text-align: center;">I, _____</p> <p><i>Do swear/affirm that I will be faithful and true and bear true allegiance to her Majesty Queen Elizabeth the Second, her heirs and successors according to law.</i></p> <p style="text-align: right;">_____</p>
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Source: Cabinet Secretariat, Saskatchewan Department of Executive Council (Private Communication).

The Lieutenant Governor has both governing and ceremonial responsibilities (Jackson 1990: pp. 8-22). The primary responsibility of the Lieutenant Governor is to ensure that there is always a premier and government in office. The Lieutenant Governor also:

- Formally names the premier and swears in the cabinet;
- Opens the legislature by reading the speech from the throne;
- Between elections prorogues the sessions and recalls the members;
- Gives royal assent to bills before they become law;
- Signs orders in council and letters patent;
- Dissolves the legislative assembly and summons it again in the sovereign's name; and
- Represents the province and the Crown at ceremonial functions and public events.

Technically the Lieutenant Governor may refuse to accept the recommendations of the first minister and cabinet, but, by convention, does not do this. Rather, the lieutenant governor accepts the advice, signified by signing the documents presented to him or her for consideration, thus bringing into effect the decisions of the government. Lieutenant governors do have the right to be consulted by the first minister and to provide non-partisan advice to the first minister. Some premiers have regular meetings with their lieutenant governors for this purpose. As custodians of the constitution, lieutenant governors do have access to “reserve” or “emergency” powers including dismissing ministers and governments. The purpose of these powers is to serve as a deterrent to inappropriate action. Situations should not arise that would necessitate their use.

#### **4.8.3 The Canadian Constitution**

In 1982 the British parliament passed *The Canada Act, 1982*. This Act changed the name of the *British North America Act, 1867* to the *Constitution Act, 1867*. It also terminated the British parliament’s control over amendments to Canada’s constitution and power over Canada, and enabled the patriation of the constitution to Canada. The Canadian parliament and provincial governments are now fully responsible for its content and amendments.

The Canadian constitution sets out the bare framework for how Canadians govern themselves. The Canadian constitution (Forsey 1988: pp. 27-31):

- Creates the federation;
- Vests formal executive power in the sovereign;
- Makes provision for the admission or creation of provinces and territories;
- Creates a central parliament and the Privy Council (the federal cabinet);
- Creates provincial legislatures, and some provincial cabinets;
- Sets out the powers of the federal and provincial governments;
- Provides the central parliament with the power to establish a Supreme Court of Canada;
- Guarantees certain limited rights for the English and French languages in the federal, Quebec and Manitoba parliaments and courts;
- Guarantees certain rights regarding separate schools for protestants and Roman Catholics and denominational schools;

- Guarantees Quebec's right to its own civil law;
- Guarantees free trade between the provinces;
- Gives the provinces the right to amend their own constitutions with the exception of making amendments to the office of the lieutenant governor;
- Gives the federal government certain controls over the provinces; and
- Sets out the rights and freedoms of all Canadians.

The Canadian Constitution is supplemented by legislation, custom, judgments of the courts, and by agreements between the federal and provincial governments. The most important parts of the written *Constitution* are the following (<http://thecanadianencyclopedia.com/index.cfm>):

- *The Quebec Act, 1774;*
- *The Constitutional Act, 1791;*
- *The British North America Act, 1867;*
- *The Statute of Westminster, 1931;*
- *Acts that created the provinces after confederation;*
- *The Canada Act, 1982;*
- *The Canadian Charter of Rights and Freedoms;* and
- Decisions of the Supreme Court.

Table 14 below lists the rights and freedoms protected by *The Canadian Charter of Rights and Freedoms*:

<b>Table 14. Protection Provided by the Canadian Charter of Rights and Freedoms</b>
<b>Fundamental Freedoms</b> - Freedom of thought, belief, opinion, expression, peaceful assembly, and association.
<b>Democratic Rights</b> - The rights of citizens to vote for their representatives in both federal and provincial governments and the right to elections at least every five years (unless war, invasion, or insurrection are present); annual sittings of the federal parliament and provincial legislatures.
<b>Mobility Rights</b> – The right to enter, remain in, or leave Canada; the right to live and seek employment anywhere in Canada.
<b>Legal Rights</b> – The right to life, liberty and security of the individual including a number of specific legal rights to ensure people are treated fairly and lawfully.
<b>Equality Rights for all Canadians</b> – No discrimination on the basis of race, national or ethnic origin, religion, age, sex, mental or physical disability (does not prevent programs from being put into place to remedy past inequities or injustices).

<b>Table 14. Protection Provided by the Canadian Charter of Rights and Freedoms</b>
<b><i>Rights Respecting the Use of Official Languages</i></b> - English and French are the official languages of Canada, for the Parliament of Canada and all institutions of the Government of Canada, and for the government and legislature of New Brunswick. (Does not require all Canadians to be bilingual in English and French).
<b><i>Minority Language Education Rights</i></b> – Specifies criteria for determining the rights of Canadian citizens of English and French-speaking minorities within provinces with respect to the education of their children.
<b><i>Aboriginal Peoples’ Rights</i></b> – Recognizes and affirms that First Nations (Indian), Inuit, and Métis people have certain rights and freedoms and that the Charter does not affect those rights and freedoms.
<b><i>Recognition of Canada’s Multicultural Heritage</i></b> – Recognition of the multicultural nature of Canada and affirmation of the desire to maintain and enhance this multicultural character.
<b><i>Rights Equally Applicable to Both Male and Female Persons</i></b> – Guarantees both sexes, but more particularly women, that everyone has the same rights and those rights will be protected.

Source: Schedule B, Part I *The Canadian Constitution*, 1982.

#### 4.8.4 The Powers of Government

Canadians value “peace, order, and good government” (Section 91, *The Constitution Act*, 1867). Laws give meaning to this phrase. The federal government has the power to make laws on matters that affect all citizens. Provincial governments may make laws on matters that affect their residents. Municipal governments may make bylaws on local matters that affect their communities and that provincial legislation has delegated them to make.

Forsey’s description of the powers of the national and provincial governments and a review of the *Constitution Acts 1867-1982* reveal that powers are divided between the federal and provincial governments as shown in Table 15, below (Forsey 1988: pp. 27-31). While the federal government cannot transfer any of its powers to the provincial governments and provincial governments cannot transfer any of their powers to the federal government, the federal government can delegate the administration of a federal act to a province and the province can delegate administration of provincial legislation to federal agencies. Table 15 summarizes the powers of the federal and provincial governments as well as their shared powers.

<b>Table 15. Division of Powers Between Canadian Federal and Provincial Governments</b>		
<b>Federal Government</b>	<b>Provincial Government</b>	<b>Concurrent Powers</b>
Air navigation	Amendment of their own constitutions.	Agriculture
Bankruptcy	Charitable institutions	Immigration
Bills of exchange and promissory notes	Creation of courts and the administration of justice, including fines and penalties for breaking provincial laws	Old age and survivor’s and disability pensions
Beacons, buoys, lighthouses	Direct taxation for provincial purposes	

<b>Table 15. Division of Powers Between Canadian Federal and Provincial Governments</b>		
<b>Federal Government</b>	<b>Provincial Government</b>	<b>Concurrent Powers</b>
Broadcasting	Education	
Census and statistics	Health care including most hospitals	
Copyright	Incorporation of provincial companies	
Criminal law and procedures in criminal cases	Licenses for provincial and municipal revenue purposes	
Defense	Most labour legislation	
Direct and indirect taxation	Municipal institutions	
Establishment of courts to administer Canadian laws	Most local works and undertakings	
Fisheries	Natural resources	
General law of marriage and divorce	Prisons (except penitentiaries)	
Grants to individuals and others (e.g. family allowances; grants to provinces for hospital insurance and medicare, higher education, and public assistance to the needy, and equalization grants i.e. for the purpose of ensuring minimum standards of health, education and general welfare)	Property and civil rights within the province	
Indians, Indian lands and Inuit	Social security	
Interprovincial and international “works and undertakings” including ferries, shipping, railways, telegraphs, pipelines and telephones	Solemnization of marriages	
Local works that will be of advantage to Canada or to two or more provinces		
Marine hospitals; Quarantine		
Money and banking		
Naturalization and aliens		
Navigation and shipping		
Patents; Post Office		
Regulation of (interprovincial and inter-national) trade and commerce		

Source: *The Constitution Act, 1867*, Sections 91 to 95.

#### 4.8.5 The Canadian Political Environment

Canadian national, provincial and territorial governments encompass a wide spectrum of political ideologies. At the national level the primary political parties in Canada are the Liberals, the Conservatives, the New Democratic Party, and the Bloc Quebecois. The national

parties are usually present in the provinces and the Yukon as well as local parties such as the Parti Quebecois, the Saskatchewan Party and the Yukon Party. The Bloc Quebecois and Parti Quebecois are only present in the Province of Quebec. Local governments are elected on a non-partisan basis.

The North West Territories and Nunuvut do not have political parties and adhere more closely to the forms of governance of First and Inuit Nations. The residents elect representatives on a non-partisan basis and the representatives make decisions on a consensus basis. At the first meeting of their legislative assemblies after an election, the members choose from among their ranks the speaker, the premier, and the cabinet. Members not elected to cabinet are responsible for scrutinizing the cabinet's decisions, identifying improvements and providing alternatives.

Citizens regularly exercise their right to change governments and frequently do. For example, between the years 1964 and 2004, Saskatchewan has had a Liberal government (1964-1971), two New Democratic Party governments (1971-1982), two Conservative governments (1982-1991), a New Democratic Party government (1991-1995), a New Democratic Party – Liberal Coalition Government (1995-2001), and a New Democratic Party government (Elected 2001) (Canadian Encyclopedia. 2004: [www.canadianencyclopedia.ca/index.](http://www.canadianencyclopedia.ca/index.)).

Many career public servants have served administrations headed by different political parties. Public servants are expected to be politically sensitive but politically neutral. They are expected to exercise their right to vote as a citizen but to perform their duties in a non-partisan manner. Recruitment, retention, and advancement, other than for positions that require affiliation with the party in power, are based on merit.

#### **4.8.6 Public Administration and Good Governance**

As can be seen from the information provided in the previous sections, Canadian governments have developed over many years and Canadian public administration has evolved to fit changing values, environments, and needs. One can see that the consequences of discriminatory decisions are long lasting and require resources, energy and commitment to correct.

Over time public administration has developed certain guiding principles including ministerial responsibility; the merit principle; equality; and accountability. These principles are discussed in Chapter 5. They have importance for the Canada South Africa Provincial Twinning Project in that they guide Canadian public servants' behaviour. They are attributes that some South African provincial governments were seeking experience in implementing.

## **4.9 MATCHING CANADIAN AND SOUTH AFRICAN GOVERNMENTS**

One of the requirements of a twinning project is a good fit between the partners. The more similarities in principles, structures, desired goals, and experiences, the easier it is to transfer knowledge and practices. In addition, there should be some differences so that each partner is able to offer something that the other partner needs.

### **4.9.1 Similarities and Differences in the Two Countries' Forms of Government**

Selected characteristics of the Canadian and South African forms of government are compared in Table 16. From this comparison it can be seen that while the two forms have many similarities, they also have important differences. Important differences between the Canadian and South African forms of government include:

- The South African system has three distinct but interdependent spheres of government, each established in its Constitution. The Canadian system has two orders of government established in its Constitution. The third order, local government, is created by provincial legislation. Alongside these orders are First Nations governments that derive their authority from federal legislation and treaties.
- The Canadian system is much more decentralized with the provinces having significantly more autonomy.
- The South African system works on the principle of co-operative governance and seeks full alignment of national, provincial and local government policies and programs. The Canadian system is much more federalist. Provincial governments may have different policies and approaches than the federal government or other provincial governments.

- The Canadian provinces are responsible for civil law and all matters related to development, implementation and enforcement of civil law. Each provincial government will have a Department of Justice and Attorney General. The South African national government is responsible for both criminal and civil law and all matters related to it. Provincial cabinets, however, all have a Minister responsible for Safety and Security to oversee provincial issues and work with the other spheres of government in addressing safety and security issues.
- While Canadian ministers are responsible for the overall performance of their departments, they do not become involved in the day-to-day operation of their departments. They restrict their actions to providing political leadership. As the administrative heads of their departments South African ministers are more likely to become involved in the day-to-day operation of their departments and may provide administrative as well as political direction.

<b>Table 16. Comparison of Selected Characteristics of the Canadian and South African Forms of Governance</b>		
<b>Characteristic</b>	<b>Canada</b>	<b>South Africa</b>
Form of parliamentary democracy	Monarchy	Federation <sup>1</sup>
Written constitution	Framework; supplemented by legislation, precedents, customs, court decisions	Detailed and prescriptive; supplemented by legislation and directives
Protection of rights and freedoms	Embedded in the Constitution in the <u>Charter of Rights and Freedoms</u>	Embedded in the Constitution in the <u>Bill of Rights</u> .
Head of state	Monarch or the monarch's representative: at the federal level, the governor general; at the provincial level, the lieutenant governor	In the national sphere, the president. In the provincial sphere, the premier.
Head of government	At the national level, the prime minister. At the provincial level, the premier.	In the national sphere, the president. In the provincial sphere, the premier.
Arms of government	Independent but interdependent. Legislative, executive and judicial arms at the federal and provincial levels	Independent but interdependent. Legislative, executive and judicial arms in the national sphere. Legislative and executive arms only in the provincial sphere.
Terms of office	Prime minister and premiers may serve as many terms as they can	Maximum of two five-year terms.

<sup>1</sup> The Province of KwaZulu Natal is also the Kingdom of KwaZulu Natal with its own monarch.



<b>Table 16. Comparison of Selected Characteristics of the Canadian and South African Forms of Governance</b>		
<b>Characteristic</b>	<b>Canada</b>	<b>South Africa</b>
	retain the confidence of their parties and are elected by their constituencies.	
Autonomy of orders/spheres of government	High level of decentralization with provinces having a great deal of autonomy.	Adherence to the principle of co-operative governance with all spheres of government expected to work together for the benefit of the whole country.
Speech in the assembly setting out the government's policy and legislative agenda	Prepared by the government but read by the governor general in the House of Commons and lieutenant governor in provincial legislatures.	Prepared by the government and read by the president or the relevant premier.
Sittings of the National Assembly/House of Commons and Provincial Legislatures	Prorogued by the governor general at the federal level and the lieutenant governor at the provincial level.	Time and duration determined by the members.
Legislation	Requires the assent of the governor general in the federal government and the lieutenant governor in the provincial governments.	Requires the approval and signature of the president in the national sphere or premier in the provincial sphere.
Deputy Minister	Senior official usually of the rank of head of department.	Elected official with some cabinet responsibilities.
Public service	Federal government and each provincial government have their own public services and public service commissions	Single public service and single public service commission.
Heads of departments	Ministers have overall responsibility for their departments but the heads of departments are fully responsible for the administration of the department. Heads of departments are appointed by the premier and responsible to both the premier and the minister.	Ministers are the executing authorities for their departments and may become involved in the actual administration of the department. Heads of departments are appointed by the minister and responsible to the minister.

Source: Prepared by the Author.

An understanding of these similarities and differences enabled the partners to work together more easily and accept the uniqueness of each other's situation. Partners also realized that in certain areas Canadian provincial government approaches would not be useful and that different approaches would be needed.

## **4.9.2 Practical Experience in Democratic Governance**

Similarities and differences in practical experience in democratic governance were found among Canadian and South African public servants. Some of these include the following:

### **4.9.2.1 Public Administration Experience**

Canadian provincial public servants have a rich historical background in public administration as well as ample current practice to draw upon to support a twinning project. Several of Canada's provinces were self-governing prior to joining the country. All of the provinces have many years of practical experience in democratic governance, sound public administration, and professional public service. They also have experience in managing the interface between different orders of government, decentralization of various aspects of government, and the balance between the public and private sectors (Johnson 2004: pp. 142 - 149; 308 - 310). Canadian public servants brought this wealth of experience and mature judgment to the discussions.

South African public servants of previous dispensations have a strong background in the administrative aspects of public administration. They established numerous structures, systems, processes, and methods that met the purposes intended and worked well. They brought to discussions an understanding of organizational design, order, and efficiency. New South African public servants brought a commitment to change, a fresh approach to democratic governance, and the authority of a new constitution based on best practices gleaned from many democracies.

### **4.9.2.2 Experience in Working with Different Political Ideologies**

Because Canadian provincial public servants frequently have to work with different political parties, they were able to develop relationships based on trust and equality between themselves and elected office holders. South African public servants had conflict resolution expertise gained through negotiating a new constitution and building a new society.

South African politicians take a much more active role in leading policy development and interacting with their constituents, something that Canadian public servants learned from

South Africans' cluster systems, strategic planning methodology, and "EXCO Meets the People" approach.

#### **4.9.2.3 Concern for the Rights of the Individual**

In both countries policy and legislation requires public servants to respect the dignity of the individual. This includes equality on the basis of gender, race, ethnic origin, physical disability, and religion. It includes protection of the rights of the child, and sensitivity to the needs of vulnerable groups.

Overcoming discrimination, protecting human rights and moving from tolerance to equality takes many years and continuous vigilance. Twinning provinces provided immediate and long-term opportunities for sharing experiences, developing supportive networks, and building expertise.

#### **4.9.2.4 Multiculturalism**

Canada is a multicultural country and Canadian public servants are oriented to achieving harmony among the various cultures by finding mutually beneficial solutions and achieving compromises. South Africa also has a multicultural society and its governments are seeking to identify and apply approaches that overcome divisiveness based on racial or ethnic differences.

Strengthening multiculturalism is a goal common to both Canadian and South African provincial governments. Partners in these multicultural environments shared knowledge and experience in this area, and learned from each other and established relationships for future interaction.

#### **4.9.2.5 Shared History of Colonialism**

As countries colonized by European countries, and as countries to which many have fled to escape persecution of various kinds, Canadian and South African public servants shared an understanding of the experiences and issues that are found in countries that have been colonized or whose citizens have been poorly treated. Because both partners brought with

them experience in countries that were colonized, it was much easier to identify and understand changes needed and related challenges.

#### **4.9.2.6 Co-operative Governance**

Canadian provincial governments are much more autonomous than South African provincial governments and are more adversarial in relations with federal and local governments. South Africa's emphasis on co-operative governance and alignment of policy and programs between the spheres of government provided an opportunity for Canadian public servants to see how relationships between provincial governments and the national/federal government and local governments might be strengthened and how more collaborative processes may be used.

#### **4.9.2.7 Equity and Equality**

Both South African and Canadian societies are striving to become non-racist, non-sexist, and inclusive. However, in both countries the historically disadvantaged can still be still marginalized, gender equality requires much more attention before it is habitually mainstreamed, and some groups believe their concerns are not being addressed. The wisdom that governments of both countries have gained through their efforts to improve equity and equality was shared and can be built upon to improve the situation in both countries.

### **4.10 CONCLUSION**

While Canada is a peaceful country, it is not a homogeneous country. Canadian governments have struggled to put in place democratic governance, making mistakes along the way, achieving progress by default as well as by design, and paying the price for decisions made for selfish, protectionist, or patriarchal reasons. Those examining the evolution of democracy in Canada, Canadian public administration and Canadian public policy, have many different examples to examine and compare.

Some of the lessons from the evolution of democracy in Canada include:

- History, geography, resources, mix of ethnic groups, and primary language make each part of a country unique. Those engaged in developing and implementing public policy and strengthening capacity in public administration must seek to understand this uniqueness if they are to provide appropriate recommendations and advice.
- Countries are not perfect. Countries with democratic governments all struggle with implementing the intent of their constitutions and charters or bills of freedoms and rights. Progress takes time and is often slow.
- Many different models of governance exist. The Canadian and South African forms of government have many similarities but also many differences. Good governance can be achieved within different models.
- Achieving equity and equality is a difficult and time-consuming task. By making it a crosscutting theme in all public policy development and implementation, governments hope to hasten progress in this area.

To achieve their objectives twinning projects require partners that have similar experiences, interests and objectives. In many ways the Canadian and South African provinces are involved in the same journey with similar values, challenges and goals. The *Canada South African Provincial Twinning Project* enabled each set of participants to focus on the practical aspects of public administration while drawing on lessons learned from their own province's and country's history and broadening their understanding of the evolution of governments and democracy. Canadian provinces' experiences in developing democratic governance appear to be a good fit with governments such as the South African provincial governments.

The shared backgrounds and aspirations supported two-way knowledge sharing, joint problem solving and equality in working relationships. South African provincial governments' commitment to putting people first, co-operation and inclusion has the potential for revitalizing similar commitments in Canadian provincial governments.



## **CHAPTER FIVE**

### **PRINCIPLES OF PUBLIC ADMINISTRATION RELEVANT TO TWINNING ARRANGEMENTS**



## CHAPTER 5

### PRINCIPLES OF PUBLIC ADMINISTRATION RELEVANT TO TWINNING ARRANGEMENTS

#### 5.1 INTRODUCTION

One of the ways of establishing and/or strengthening democratic governance is strengthening public administration within government. This can be a daunting task because the scope of public administration is broad as illustrated by the following topics in Kernaghan and Siegel's (1995: v, vi) textbook, *Public Administration in Canada*:

- Choice of organizational form;
- Processes of government;
- Making, implementing and evaluating public policy;
- Institutional and value frameworks;
- Power, politics and bureaucracy;
- Responsibility, accountability, and ethics;
- The bureaucracy and the executive, the legislature, the judiciary, pressure groups, political parties, the media, and the public;
- Interdepartmental, intradepartmental, and intergovernmental relations;
- Management of human and financial resources;
- Management of government programs;
- Representative bureaucracy and employment equity;
- Labour and collective bargaining; and
- Future needs and anticipating and preparing for changes in public administration.

Following orientation visits to Canada sponsored by the Canadian Policy Support Project and shortly after the elections in 1994, three premiers of South African provinces requested assistance in adopting and implementing aspects of public administration that they had examined in Canadian provinces. The key role players in initiating the twinning arrangements and shepherding them through the initial phases were the following premiers, directors general, and deputy ministers of South African and Canadian provinces (Private Communication):



- *Free State*- Mosiua Patrick Lekota, Premier and Bethuel Setai, Director General.
- *Saskatchewan* - Roy Romanow, Premier and Frank Bogdasavich, Deputy Minister to the Premier
- *Northern Cape* - E. Manne Dipico, Premier and Martin Van Zyl, Director General
- *New Brunswick* - Frank McKenna, Premier and Jean Guy Finn, Deputy Minister to the Premier
- *North West Province* – Popo S. Molefe, Premier and Job Mokgoro, Director General
- *Manitoba* - Garry Filmon, Premier; and Don Leitch, Deputy Minister to the Premier

The Programme on Governance focused on strengthening public administration in both South Africa's national and provincial governments. It focused on establishing the core institutions, key processes and essential skills public administrations require to carry out the functions of government (Proctor and Sims 1998: 159; Sutherland 1999: pp. 9-17).

Putting in place the organizational structures, systems and procedures, appointing key officials and strengthening essential competencies, is the first step in strengthening governance. The next step is ensuring that all parts of the government work together. Understanding the application of public administration in Canada provides a foundation for understanding the knowledge and practices the South African provinces borrowed, adapted, and refined in their own provincial governments. It also provides a foundation for comparing the characteristics and strengths and weaknesses of variations in application of elements of government, including variations between the Canadian and South African governments. Since there is borrowing and adaptation of elements of government among the Canadian provinces and between the federal government and provinces, it is useful to highlight some of the practices found in both the federal government and provinces.

This chapter addresses some aspects of public administration that the resources of the Twinning Project were used to strengthen. Information and comparisons in this chapter focus on practices found in South Africa and Canada.

## 5.2 DEFINITIONS USED IN SOUTH AFRICA AND CANADA

To understand the practice of public administration one must understand specific terminology and how both practitioners and the public in a country use terms. An extensive list of definitions of terms commonly used in public administration can be found in the glossary prepared by Nelson ([www.nelson.com/nelson/polisci/glossary.html](http://www.nelson.com/nelson/polisci/glossary.html)). The following two subsections set out the definitions commonly used in public administration in South Africa and Canada.

### 5.2.1 South African Definitions

Various authors provide South African definitions for terms commonly used in the discipline of public administration. As well, definitions for commonly used terms are also found in South African legislation. Some of these definitions are given below.

- ***Government*** – In common usage the term ‘government’ often is used to refer to mean any part of the structures or processes that are related to making and implementing policies and programs that affect society. In more specific usage, government refers to those institutions that are responsible for making and carrying out the decisions of a society including making its laws and adjudicating disputes. In South Africa these decision-makers are the political executive, namely the president and cabinet at the national level, and premiers and executive councils at the provincial level. There is also an administrative executive, which provides support to the elected office holders. This support is found in the legislative, executive, and judicial parts of government (Theunissen 1998: p. 118; van Neikerk 2002: p. 306).
- ***Cabinet System*** – This term refers to a government system in which the collective of decision makers is referred to as the “cabinet”. These decision-makers are the political office holders and have the authority to make the decisions that affect the country and its residents and to lead the preparation of laws. The members of the cabinet are called ministers. The cabinet as whole is responsible to the legislature or parliament for its policy decision, administration of the government, and

implementation of its decisions. At the national government the head of the cabinet is the president. When the term “cabinet” is used as a synonym for executive council in a provincial government, the head is the premier. (van Neikerk 2002: p. 299).

- **Public Sector** – The public sector refers to all spheres of government as well as people who are who are employed by institutions that have been established by government and have a formal relationship with government. Such organizations include such as scientific councils, performing arts councils, and certain cultural institutions. They also include people employed by government corporations such as Eskom, Denel, Transnet, SABC, SA Post Office Ltd, and Telkom SA Ltd. (Theunissen 1998: p. 118).
- **Public Service** – This term refers to people employed by a sphere of government to undertake responsibilities related to public management and perform tasks related to public administration. Their wages and benefits are drawn from the government’s treasury (Theunissen 1998: pp. 115 – 116).
- **Fixed Establishment** – This term refers to positions, or posts, that have been established within an organization of government to accommodate the appointment of employees (*The Public Service Act. (Act 38 of 1994)*).
- **Public Administration and public administration** – This term has two distinctive meanings in South Africa depending on the spelling. Public Administration when spelled with an upper case “P” and “A” refers to body of knowledge related to the discipline and related study and research. Public administration when spelled with a lower case “p” and “a” refers to the application of the principles, theories and practices of the discipline (Theunissen 1998: p. 119).
- **Department** – The term department refers to a government structure that may be any of the following: a national department, a provincial department, or a provincial administration. (*The Public Service Act. (Act 38 of 1994)*).

- **Department Head** – The head of a department is the official occupying the position that has been designated as the senior post in a department. This official is responsible for the overall management of the department including the efficiency of management. He or she is also responsible for the proper use and care of government property, the effective utilization and training of staff, the maintenance of discipline and the promotion of sound labour relations (*The Public Service Act*. (Act 38 of 1994)).
  
- **Head of a Provincial Administration** – The official who is the head of a provincial administration is the head of the Office of the Premier. In addition to the responsibilities related to being the head of this department, the official is also the Secretary to the Executive Council, responsible for strategic direction, and responsible for intergovernmental relations (*The Public Service Act*. (Act 38 of 1994)).
  
- **Executing Authority** – An executing authority refers to the position assigned responsibility and accountability for the final decision. The executing authority varies from office to office. In South Africa the executing authorities are (*The Public Service Act*. (Act 38 of 1994)):
  - In the Office of the President, the president;
  - In the Office of the Deputy President, the deputy president;
  - In a national department or national government organization headed by a cabinet minister, the minister assigned responsibility for the organization;
  - In the Office of a Commission, the chairperson of the commission;
  - In the Office of a Premier, the premier of the respective province; and
  - In a provincial department headed by a member of executive council, the member of executive council assigned responsibility for the department.
  
- **Accounting Officer** – An accounting officer is the senior official who has been designated to exercise stewardship and related accountability responsibilities for a government organization. He or she is usually the head of the department. This person is responsible for effective, efficient, economical and transparent use of the organization's resources, managing and safeguarding assets, and ensuring contracts

are properly executed and managed. He or she is also responsible for prompt, accurate and transparent accounting for the use of government resources (*The Public Finance Management Act*. (Act 1 of 1999)).

- **Revenue** – This term refers specifically to the national governments revenue fund (National Revenue Fund) or the relevant Provincial Revenue Fund (*The Public Service Act*. (Act 38 of 1994)).
- **Treasury** – The term treasury refers to the National Treasury. The National Treasury consists of the minister who has been designated to be its head and the national department or departments that have been assigned responsibility for financial and fiscal matters. This minister is called the Minister of Finance (*The Public Finance Management Act*. (Act 1 of 1999)).

### 5.2.2 Canadian Definitions

Terms commonly used in Canada must also be understood, particularly those terms that may or may not have the same meaning as similar terms used in South Africa. Some of the terms frequently used include:

- **Cabinet, Executive Council, Lieutenant Governor in Council** - All three of these terms refer to the body of government responsible for executive decision-making. *Cabinet* is the most commonly used of the three terms. *Executive Council* is the term used in the Constitution or provincial acts to enable governments to put in place a body that is to be charged with the responsibility of making decisions. It is also used in legal documents.

*Lieutenant Governor in Council* is a term used in countries with a monarch that is represented by a Lieutenant Governor. The Lieutenant Governor can only exercise certain powers on the recommendation of the executive hence the term Lieutenant Governor in Council. It is often used in legislation to delegate specific powers to the executive.

The names *Department of Executive Council* and *Executive Council Office* are names that are often used for the department that supports the Premier and ministers. (Dunn 1995: p.16).

- ***First Minister*** – The first minister is the leader of the political party in power that commands the majority in the legislative assembly or parliament. In the Canadian federal government and in the Province of Quebec, this person is also referred to as the prime minister. In the other Canadian provinces and the Canadian territories, this person is also referred to as the premier (<http://thecanadianencyclopedia.com>).
- ***Minister*** – A minister is the president of the executive council or any other member of the executive council. (*The (Saskatchewan) Legislative Assembly and Executive Council Act, 1979*)
- ***President of Executive Council*** – The president of executive council is a person who, on the advice of the premier, is appointed by the lieutenant governor to serve as the chair of the executive council. This person may be the premier or another member of the executive council (Saskatchewan Executive Council. 1990: p.10).
- ***Member of Executive Council*** – A member of executive council is a person who, on the advice of the Premier, is appointed by the lieutenant governor to serve in executive council. Commonly these persons are called ministers but they are sworn in by their legal title, which is “member of executive council.” (Saskatchewan Executive Council. 1990: p.10).
- ***Cabinet Decision Making*** – This type of decision-making refers to the making of choices by the executive. Decisions are made on matters that arise from a wide variety of planning, budgeting, co-ordinating and partisan activities (Dunn, C. 1995: p.19).

- ***Cabinet System*** – This term has two meanings.

This term may refer to the democratic system of government in which, after an election, the party with the largest number of members in the legislature or parliament gains the right to govern, that is to make the major decisions that affect society. The leader of this political party becomes the first minister and is able to select members from his or her party to serve in the executive body, namely the cabinet. The members also have been elected and are members of the legislature. The cabinet is responsible to the legislature or parliament for its decisions.

The term *cabinet system* may also refer to the specialized set of structures, processes and procedures that support the decision-making responsibilities of the premier, ministers and cabinet. In this meaning, the term refers to the operational aspects of supporting cabinet decision-making. (Saskatchewan Executive Council.1998: p.4; Cameron, A. 1955: pp. 367 - 376).

- ***Cabinet Secretariat*** – A unit of the premier's department that manages the decision-making processes for the premier, ensures certain statutory instruments are prepared and promulgated, and files all cabinet documents (Saskatchewan Executive Council. 1990: p.263).
- ***Privy Council Office (PCO)*** – The organizational unit of the federal government that provides non-partisan support to the prime minister and cabinet including managing the decision-making process and providing advice and support on the full range of policy and management issues (Privy Council Office.[www.pco-bcp.gc.ca](http://www.pco-bcp.gc.ca)).
- ***Department*** – An organizational unit of government created for the purpose of managing related programs and that is presided over by a minister. A variety of names such as ministry, secretariat, and foundation may also be used to describe this type of organizational structure. (*The (Saskatchewan) Government Organization Act, 1986*).

- ***Rational Decision-Making*** – The selection of courses of action and means for their attainment that maximize the probability of achieving certain goals at least cost (Brooks, S. 1989: p. 65).
  
- ***Agencies*** - The legislative assembly may create agencies to be responsible for certain functions and to be able to fulfill their responsibilities largely independent from government. Their functions vary widely and include serving a regulatory, supervisory or administrative function, providing advice to the ministers responsible for them, or operating a business. Several types of agency structures exist including advisory committees and councils, authorities, boards, commissions, and corporations. All government-created agencies are responsible to ministers who represent them in cabinet and the legislative assembly. (Saskatchewan Executive Council. 1990: p.262).
  
- ***Central Agencies*** – These agencies are organizations that fulfill service-wide facilitative and control roles in government. Some people use this term to refer to only those organizations headed by the premier. In common usage, the term refers to any agency that fulfills service-wide facilitative and control roles in government (Dunn 1995: pp.19, 20).
  
- ***Central Department*** – A central department is one, which is headed by a minister other than the premier, and which fulfills service-wide facilitative and co-ordinating roles in government. This term is used less frequently and in everyday use is usually replaced by the term central agency regardless of the minister responsible (Dunn 1995: p. 20).
  
- ***Unaided Cabinet*** – The first minister dominates this form of cabinet. It has few central agencies and few if any cabinet committees. There is little emphasis on central analysis, planning or co-ordination (Dunn 1995: pp.11-16).
  
- ***Departmentalized Cabinet*** – The first minister is the head of government but not necessarily the most important person in government. Individual cabinet ministers make decisions for their departments and the cabinet ratifies them. Power is



concentrated in senior officials from whom ministers receive and follow advice (Concordia University. <http://artsandscience.concordia.ca/poli204/lectures/>).

- ***Institutionalized Cabinet*** – This type of cabinet is collegial. It has several central agencies and cabinet committees and uses a rational form of decision-making that includes policy and program analysis, planning and co-ordination. The first minister is the most important minister. (Dunn 1995: pp. 11-16).
- ***Machinery of Government*** - This term refers to the structure and functioning of government as a whole. It includes determining the organization of government, that is the number, types, names, and mandates of government organizations. It also includes the appointment of ministers and establishment of their mandates, organizing the structures, systems and procedures related to decision-making, and overseeing the operation of government. (Privy Council Office. 1996: pp. 1-3).

### **5.3 CONTEXT FOR PUBLIC ADMINISTRATION**

Public administration operates in a highly visible and complex setting. To operate in this setting requires an understanding of the cabinet system of government in addition to the public administration environment. It also requires an understanding of public administration values and culture.

#### **5.3.1 The Cabinet System of Government**

As indicated in the definitions sections above, both South African and Canadian governments use a cabinet model of governance. This model sets out how the most important decisions of a country, a state within a country, or a province are made. Many of the features found in governments of countries that were colonized by Great Britain are based on those found in Great Britain's cabinet model (often referred to as the "Westminster model"). Some features have been adapted to fit the unique needs of the country. The Canadian model, for example, has been adapted to fit the requirements of a geographically large and diverse country and a federal state (Ward 1990: pp. 195 – 215). The South African model provides for multi-party cabinets (*The Constitution of the*

*Republic of South Africa*. (No.108 of 1996)). In the British model, however it is implemented, power and responsibility are concentrated in one body, the cabinet.

Historically, the decision-makers consisted of the ruler and his or her advisors who met in a small, private room called a “cabinet.” At these private meetings major issues were discussed and high level policy decisions were taken, decisions that required confidentiality during the deliberations. The institutionalized cabinet system dates to that of Robert Walpole (Cameron 1955: pp. 50 -57). While he presided over the government, several precedents were established including the following (<http://ap.grolier.com>):

- Decision making came to center around a chief minister;
- The cabinet came to be more politically homogenous;
- The cabinet had to be supported by the members of parliament; and
- The political opposition came to be considered loyal and legitimate.

As power moved away from the monarch to the people, the political party system evolved (Jackson and Jackson 1990: pp. 433 – 480). The evolution of political parties provided leaders on public policy issues with a means of gathering a constituency of supporters. Parties that are not in power have full opportunity to be heard in the legislature and public forums. However, only the cabinet has the ability to govern, that is, to make policy decisions. Cabinets, however, can lose the right to govern if they lose a vote in the legislature on major policy proposals such as the budget or a major bill. If a cabinet loses the confidence of the legislature, it may need to resign so that another party can govern, or dissolve the legislature and have an election.

The cabinet systems in both South African and Canadian governments assign authority for decision-making to a collective body of political office-holders. The head of state, namely the president, prime minister, or premier, presides over, or is responsible for assigning someone to preside over, this body. Members of the collective decision-making body also have individual responsibilities such as overseeing a department or performing specific duties that the head of state has assigned to them.

In the British, South African and Canadian models, the cabinet is the focus of both executive and legislative power. Decision-making is collegial and decision-makers are accountable to the legislature or parliament for their decisions.

Other cabinet systems also exist. In the United States, for example, where the form of government is that of a congressional democracy, the cabinet derives its powers from those of the president. The president and members are not responsible to the elected representatives as they are in parliamentary democracies. Livingston (2005: <http://ap.grolier.com/article>) sets out the following features of the cabinet model of the United States:

- Members may or may not hold seats in the Congress;
- The heads of the departments of executive government may serve in the cabinet and, at the prerogative of the president, heads of agencies that perform administrative functions for the government may also serve in the cabinet;
- The Senate must approve appointments to cabinet;
- The cabinet meets regularly at times determined by the president and discusses matters identified by the president; and
- Cabinet members are political figures in their own right and bring their own interests or the interests of their stakeholders to the discussions.

As described by Livingston, the cabinet model in the United States is more of an administrative model than a decision-making model. It is not a collegial body, does not exercise decision-making on behalf of the state and is not the focus of political power and responsibility.

The similarities between the Canadian and South African approaches to cabinet government made it possible for each to learn from the other quickly and for South African provincial governments to adapt parts of the Canadian system for their own use.

### **5.3.2 The Public Administration Environment**

Bekker (2004: pp.1-17) describes the following five specific environments that public administration practitioners must be cognizant of and prepared to address.

#### **5.3.2.1 The Constitutional Environment**

Working in this environment implies the ability to understand and apply the principles of supreme authority and sovereignty. It requires the use of executive institutions, the application of the *Bill of Rights*, and a commitment to the values and principles of public administration. As well, governments must be able to formulate and apply specific principles that guide and regulate the behaviours of political role players, public sector managers, and private citizens.

#### **5.3.2.2 The Political Environment**

The political environment includes both political parties and community-based interest groups that support specific political parties. These groups work to ensure their candidates are elected and those who are elected represent the values and aspirations of their respective parties and supporters. However, elected office holders also are responsible for addressing the needs of all residents, prioritizing needs and allocating resources.

Public servants must be cognizant of the philosophical approaches of the various political parties, public commitments made by politicians, the ongoing needs for government for services, and the resources available. Public servants must be politically sensitive advisors to elected office holders. They must allow elected office holders to make decisions and be prepared to implement decisions that have been made. Managing the tensions between elected office holders' desires to make and meet political commitments, the realities of limited resources, and the practicalities of service delivery, are part of public servants' challenges in managing the political environment. In addition, public servants must understand the implications of being politically active or publicly non-partisan for themselves as well as for any subordinates they manage or lead.

### **5.2.2.3 The Statutory Environment**

In a democracy, public administration is undertaken within the parameters of legal authority. In short, public servants must first determine if there is an act, a regulation, a bylaw, or some other instrument with the force of law that provides the authority for actions to be undertaken.

Public servants must become familiar with the legislation and regulations of their own province, of their sphere of government and of other spheres of government in their own field of expertise. They must identify and adhere to laws and regulations respecting the public service, labour relations, human rights, gender equality, tendering, and other functions common to all departments and agencies.

### **5.2.2.4 The Economic Environment**

The economic environment refers to the environment in which jobs are created, businesses are profitable, and revenues are sufficient enough to enable governments to meet basic needs and launch new initiatives. Governments must determine the mix of public, private sector, and community involvement in fostering economic development and providing goods and services.

Public servants need to be well-versed in the variety of models available to meet different economic development objectives as well as innovative in developing approaches that meet their government's context.

### **5.2.2.5 The Social Environment**

The social environment takes into consideration the diversity of the population on the basis of culture, gender, race, religion, and ethnic background. It also takes into consideration the ability of various groups to live together in a spirit of peace, harmony and respect. The public service has many challenges and opportunities in meeting the obligations of government in the social environment. Some of these include:

- Developing consultation mechanisms that make it possible to obtain accurate information about different groups' needs, values, and expectations;
- Establishing structures and providing resources for groups to participate in decision-making and assisting groups work with government in a collaborative and co-operative manner;
- Addressing the policy issues related to developing and strengthening a multicultural society;
- Promoting the concepts of “beauty in diversity” and “profit from diversity” as part of the way government does business; and
- Strengthening the cross-cultural competencies of public servants.

The participants in the Twinning Project found themselves dealing with each aspect of these environments on a regular basis. Those involved in the earlier phases of the governance projects were confronted with assisting in putting the spirit and principles of the interim constitution into policy and practice. While laws existed, the values on which policy and public administration were to be based were different. The newness of many of the South African public servants to their positions meant that they were not yet familiar with managing the interface between the elected and non-elected office holders. Internalizing the behaviours and ethos of public service needed organizational and individual attention and reflection.

In addition to the above environments, since 1993 the South African governments have been working in a transformational environment. In this environment change is massive and permeates every aspect of government, every sphere of government and society as a whole. This massive level of change was a new experience for Canadian public servants who were accustomed to incremental change over a period of years. When major changes occur in Canadian provincial governments, they usually are restricted to a specific aspect of public policy.

### **5.3.3 Public Administration Principles and Values**

Over time public administration has developed certain guiding principles and values (Kernaghan and Langford 1990: pp. 1-207). Professional associations can provide leadership and reinforcement in articulating the values and principles of professional public administration and by doing so encourage a high standard of conduct. The Institute of Public Administration of Canada, for example, after an extensive consultation process with practitioners, members, and others, has approved a *Statement of Principles Regarding the Conduct of Public Employees* (2005: [www.ipac.ca/ethics/index.html](http://www.ipac.ca/ethics/index.html)). The following principles are identified in this statement.

#### **5.3.3.1 Accountability**

Public employees are accountable for the quality of their advice and carrying out their assigned duties. They are responsible for fulfilling the decisions of their political superiors and assisting their political superiors account to the legislature, executive council and to the public. They are responsible for their own actions and the actions of their subordinates and for achieving policy and program objectives. Public employees report any violation of the law to the appropriate authorities.

#### **5.3.3.2 Service to the Public**

Public employees should provide service to the public in a manner that is courteous, equitable, efficient, and effective. They need to be sensitive and responsive to the changing needs, wishes and rights of the public. They should promote excellence in public service, maintain and improve their own competence; and assist in improving the competence of their colleagues.

#### **5.3.3.3 Political Neutrality**

Public employees should be sensitive to the political process and knowledgeable about the laws and traditions regarding political neutrality that are applicable to their sphere of employment. It is the responsibility of public servants to provide forthright and objective advice to, and carry out the directions of their political superiors. Public employees have a

duty to carry out government decisions loyally, irrespective of the party or persons in power and irrespective of their personal opinions.

#### **5.3.3.4 Political Rights**

Public employees should enjoy to the fullest possible measure of political rights that is compatible with laws, regulations and conventions designed to preserve the political neutrality of the public service. With the exception of public employees who are specifically appointed to provide partisan advice, public employees have a responsibility to avoid participation in partisan politics that is likely to impair the political neutrality of the public service or the perception of that neutrality. In return, these employees should not be compelled to engage in partisan political activities or be subjected to threats or discrimination for refusing to engage in such activities.

Public employees who hold positions that require them to provide partisan advice or to engage in partisan activities often are appointed to advise ministers or support the operations of ministers' offices. They may also serve in a specific office of the first minister's department that is responsible for managing the government's political agenda. Unlike other public servants, they are expected to provide partisan advice, participate in partisan activities, and be politically knowledgeable and active. However, their appointments are tied to the tenure of the political party in government. They must understand that if the party is not re-elected to govern, they will lose the positions that they occupy. They may accept positions other positions in government, and if they do this, they are subject to the principle of public neutrality that governs non-partisan service.

Public employees, both partisan and non-partisan, should not express their personal views on matters of political controversy or on government policy or administration when such comment is likely to impair public confidence in the objective and efficient performance of their duties. It is the responsibility of public employees to seek approval from the appropriate governmental authority whenever they are uncertain as to the legality or propriety of expressing their personal views.



#### **5.3.3.5 Conflict of Interest**

Public employees should not engage in any business or transaction or have any financial or other personal interest that is, or may appear to be, incompatible with the performance of their official duties. Public employees should not, in the performance of their official duties, seek personal or private gain by granting preferential treatment to any persons. Public employees should not solicit, nor, unless duly authorized, accept transfers of economic value from persons with whom they have contact in their official capacity. Public employees should not use, or permit the use of, government property of any kind for activities not associated with the performance of their official duties, unless they are authorized to do so. Public employees should not seek or obtain personal or private gain from the use of information acquired during the course of their official duties and which is not generally available to the public. If there is a conflict between public servants' policy goals and those of their respective ministers, public servants are expected to resign or request a transfer to a position that does not place them in conflict.

#### **5.3.3.6 Confidentiality**

Public employees should not disclose to any member of the public, either orally or in writing, any secret or confidential information acquired by virtue of their official position. Within the bounds of law and propriety, public servants should be sensitive and responsive to the needs of the public, the news media, and legislators for information on and explanation of the content and administration of government policies and programs.

#### **5.3.3.7 Discrimination and Harassment**

All public employees have a duty to treat members of the public and one another fairly and to ensure that their work environment is free from discrimination and harassment.

Transformation of the public service has been a major feature of government policy in South Africa since 1994. South African Public servants are expected to adhere to the *Code of Conduct for the Public Service* set out in Chapter 2 of *The Public Service Regulations, 2004*. The South African *Code* provides detailed guidance regarding employees' relationships with the legislature and executive, with the public, and among employees, as

well as guidance regarding performance of duties, personal conduct and the management of private interests. The essence of these guidelines is described in the following subsections.

#### **5.3.3.8 Relationship with the Legislature and Executive**

An employee must be loyal to the country, honour the country's constitution and put the public interest first. He or she must become familiar with and abide by laws and directives that relate to his or her behaviour and duties. Employees must implement the policies of the government, and co-operate with others to implement policy.

#### **5.3.3.9 Relationship with the Public**

In performing her or his official duties employees promote the country's unity, development, uplifting and well-being. Employees serve the public in an unbiased and impartial manner. They are polite, helpful, and reasonably accessible. They provide high standards of service.

Employees must be sensitive to the circumstances and concerns of the public and do not discriminate on account of race, gender, ethnic or social origin, colour, sexual orientation, age, disability, religion, political persuasion, conscience, belief, culture, or language. Employees respect and protect every person's dignity and rights.

They recognize the public's right of access to information, excluding information that is specifically protected by law. Employees do not abuse their positions in the public service to promote or prejudice the interest of any political party or interest group.

#### **5.3.3.10 Relationships among Employees**

Employees are to co-operate fully with other employees and execute all reasonable instructions. They are to refrain from favouring relatives and friends in work-related activities and are never to abuse their authority. They use the appropriate channels to air their grievances, or to direct representations.

Employees are committed to the optimal development, motivation, and utilization of staff and the promotion of sound labour and interpersonal relations. They deal fairly, professionally and equitably with other employees and refrain from party political activities in the workplace.

#### **5.3.3.11 Performance of Duties**

Employees are to work to achieve the objectives of the institution cost-effectively and in the public interest. They give honest and impartial advice and honour confidentiality requirements.

Employees perform their duties in a punctual, professional and competent manner. They do not engage in any activities that would be a conflict of interest. They excuse themselves from any official action or decision-making process that may result in improper personal gain. They are creative in thought and in the execution of their duties, seek innovative ways to solve problems and enhance effectiveness and efficiency.

Employees are honest and accountable when dealing with public funds and use the public service's property and other resources only for authorized purposes. They encourage sound, efficient, effective, transparent and accountable public administration. Employees report fraud, corruption, nepotism, misadministration, and any other act which constitutes an offence, or which is prejudicial to the public interest to the appropriate authorities.

Employees accept the responsibility to avail themselves of ongoing training and self-development throughout their careers.

#### **5.3.3.12 Personal Conduct and Private Interests**

During official duties employees dress and behave in a manner that enhances the reputation of the public service. They act responsibly with respect to the use of alcoholic beverages or any other substance with an intoxicating effect.

Employees do not use their official positions to obtain gifts or benefits for themselves. They do not accept any gifts or benefits that may or will be construed as bribes. Employees

do not use or disclose official information for their own gain or the gain of others. They do not, without prior approval, undertake remunerative work outside their official duties or use office equipment for such work.

The purpose of principles of behaviour and codes of conduct is to create confidence in the public service and to advance the public interest. The above principles provide guidance to employees, politicians, the media and the public on matters of appropriate behaviour of government officials. They build upon other principles that have been widely entrenched in public administration including the principles of ministerial responsibility, merit, neutrality, equality and accountability (Plumptre, T.W. 1988: pp. 88-90; 117-147; 181-201). The manner in which these principles are generally applied is as follows:

#### **5.3.4 Ministerial Responsibility**

Ministerial responsibility has two facets – individual responsibility and collective responsibility. Individual responsibility refers to the answerability of ministers to provincial legislatures for the decisions and actions of the departments and other agencies for which they have been assigned responsibility. Collective responsibility refers to ministers' responsibility to participate fully in the policy formulation and decision-making processes and to support cabinet decisions, internally within government and externally in public forums, after they have been made. (Larson 1998: p. 11).

Beginning with the assignment of responsibilities by the Premier, ministers need clarification on the priorities of the government, the scope of their authority, and their relationship to other ministers and other key role players (Privy Council Office. 1998: pp. 1 – 149). Both ministers and public servants must understand the principles of confidentiality, consensus and solidarity, particularly as they apply to cabinet decision-making. This information is often conveyed through oral briefings by the Cabinet Secretary, mandate letters from the Premier, memoranda and circulars, informal discussions and seminars. Ministers must also understand that if they do not agree with and cannot publicly support the policy direction of the government, they must resign from the cabinet.

Public servants as well as ministers must clearly understand the implications of ministerial responsibility. At the department level, ministerial responsibility requires department heads to ensure ministers receive the best policy advice possible as well as advice on a host of other matters including legal constraints, financial implications, political sensitivities, conflict of interest, patronage, and harassment.

When cabinet has made a decision, department heads must implement them, regardless of whether they agree or do not agree with them. They must ensure that their ministers are prepared for responding to the public, debates in the Legislative Assembly, cabinet committee meetings, media scrums and interviews. They must support the minister in formalizing agreements, making announcements, consulting with the public and hosting visitors. They must provide a high level of professional support to their ministers regardless of personal differences and changes in political leadership. If there is a conflict between public servants' policy goals and those of their respective ministers, public servants are expected to resign or request a transfer to a position that does not place them in conflict.

### **5.3.5 The Merit Principle**

In Canada, the merit principle refers to the selection and promotion of public servants on the basis of competence. Kernaghan and Siegel have identified two aspects to application of the merit principle (1995: pp. 334 – 336). The first of these is that citizens should have a reasonable opportunity to be considered for employment in their country's or province's public service. The second aspect is that selection, appointments and promotions should be based on merit, not patronage.

Standardized human resource policies and procedures, public service commissions, and accountability for one's performance are measures that governments use to support the merit principle. When the principle is not applied people may not be able to do their jobs properly creating stress for themselves and their colleagues. Government work may not be done or be done below minimum requirements. Superiors and ministers may be held accountable for failure to implement decisions, meet government objectives, or deliver programs.

### **5.3.6 Neutrality**

Closely related to the merit principle is the principle of neutrality. Career public servants hold the corporate memory of what has been done in the past and why, what the current needs are, and the plans for meeting the needs, as well as practical knowledge of the systems, processes, and instruments of government. They have made a decision to work for government, regardless of the political party in power. This decision cannot be taken lightly because it entails the loss of certain freedoms.

Career public servants cannot criticize the government or its policies and programs publicly. Career public servants holding senior positions must appear at all times to be non-partisan which prevents them from participating actively in party politics or attending political events. When they speak on behalf of the government, they must restrict their comments to factual, technical and scientific explanations. When they discuss government policy publicly, they must be careful to explain policy and the rationale on which it is based, not defend partisan decisions or party platforms.

### **5.3.7 Equality and Fairness**

The principle of equality includes the concepts of a representative bureaucracy, employment equity, gender equality, and fairness. It applies to human resource management, policy development and analysis, program design and service delivery. (Public Service Commission. 2004: [www.gov.sk.ca/psc/diversity](http://www.gov.sk.ca/psc/diversity)).

A representative bureaucracy is one in which the public service has all groups of the population represented at all levels. Representation is also in proportion to the face of the population that the government serves and in numbers that the respective groups can have an effective voice. When this situation does not exist, governments may put in place employment equity programs designed to increase the numbers of people in those groups that are currently underrepresented (Public Service Commission. 2003: [www.gov.sk.ca/psc/diversity/Diversity 02-03](http://www.gov.sk.ca/psc/diversity/Diversity%2002-03)).

Employment equity programs do not circumvent the merit principle. Instead, they provide opportunities for those in the under-represented groups to develop their competencies so

that they can effectively compete for jobs. They also ensure that minimum requirements are set for meeting acceptable standards of performance, not for the most highly qualified candidates. As well, they are a mechanism of holding managers accountable for improving representativity.

### **5.3.8 Gender Equality**

Gender equality often, but not necessarily always, applies to under-representation of women in specific occupational groups or specific ranks of the public service. It also addresses matters such as equal pay for work of equal value, equal opportunities for training, secondments, and promotion, and equal benefits including paternity and maternity benefits. In policy and program development it means ensuring that one or other of the genders are not disproportionately affected unless the intention is to meet a specific policy objective.

Fairness means that decisions are made and implemented in a just manner. It encompasses both fairness of process and fairness of consequences. Fairness does not mean sameness. Instead it means taking all factors into consideration and arriving at decisions that are just for the groups affected. Fairness goes hand in hand with integrity, which is the willingness and commitment to do the right thing.

### **5.3.9 Accountability and Transparency**

Accountability has been defined as *“the obligation to answer to a person or group for the exercise of responsibilities conferred on him or her by that person or group”* (Osbaldeston 1989: p. 5). Public servants are accountable for what they do, how they do it and what they fail to do. They are accountable for process and results. They are accountable for being efficient, effective and responsive. They are accountable to their department, the government, and their ministers.

Performance management systems are being introduced in most governments to enhance accountability. Integrated performance systems establish government goals and link departmental and individual performance to the government’s goals. Recognition and reward systems may be linked to performance management.

Transparency goes hand in hand with accountability. Transparency involves openness to sharing information to which the public is entitled to know. Transparency requires proper procedures and protocols to ensure information is provided in an appropriate and timely manner. It also requires safeguards that protect the privacy of individuals and prevent the release of confidential information (Government of Saskatchewan. 2003: pp. 1-51).

Provincial governments may have policies and procedures in place to foster and enforce appropriate behavior of both their public servants and their elected representatives. Examples of the Government of Saskatchewan's instruments include the following:

- *The Legislative Assembly and Executive Council Act, 1979;*
- *The Members' Conflict of Interest Act, 1993;*
- *The Conflict of Interest Policy and Guidelines (Public Service Commission. 1994: [www.gov.sk.ca/psc/hr\\_manual](http://www.gov.sk.ca/psc/hr_manual));*
- *The Privacy Framework for Executive Government. (Government of Saskatchewan. 2003: pp.1-51); and*
- *The Freedom of Information and Protection of Privacy Act, 1990.*

The South African national government has also put in place policies that strengthen appropriate behaviour and support the principles of a professional, accountable, and people-centred public service. These include the following acts, regulations and policy documents:

- *The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996);*
- *The Public Service Act, 1994;*
- *The White Paper on Transformation of the Public Service, 1995;*
- *The White Paper on Transforming Public Service Delivery, 1997;*
- *The Promotion of Administrative Justice Act, 2000; and*
- *The Public Service Regulations, 2001 and 2004.*

The efforts that governments undertake to articulate, strengthen and enforce high standards of behaviour in public servants reflect the importance that governments place in public trust and excellence in public service. They also recognize that public servants will be required



to make difficult decisions and that written principles and standards of proper conduct may help them make some of these decisions.

Governments are challenged to ensure their public servants are able to provide enhanced program and service delivery. They are challenged to ensure that public servants have not only the competencies needed to meet current and future needs in public administration, but also the principles needed to provide professional service. Training and learning strategies, leadership, and institutions that can provide appropriate learning opportunities are needed to develop and sustain individual public servants and quality public services.

## **5.4 THE OPERATIONAL CABINET SYSTEM**

The machinery of government must support the functions of government and the functions of cabinet. Government and cabinet each have several major functions.

### **5.4.1 The Functions of Government and Cabinet**

Schacter and Haid (1999: pp. 3-4) have noted that government has several functions. One of these is securing agreement among ministers on the government's priorities and on 'horizontal' actions extending across individual ministerial portfolios. A second function is to ensure that the government's program, including the funding and laws that support the program are passed and brought into effect. A third function is to provide a forum for debate on issues of public importance and a fourth is to provide a forum for expression of diverse regional interests.

Theunissen (1998: pp. 119 – 125) also has identified several government functions – power, security and protection, and economic and redistributive functions. He states that these functions “are evident in the form of public goods and services that are provided by the state in order to provide a suitable enabling environment in which individuals, groups and society can strive to maintain the quality of their lives.”

Bekker (2004: p. 8) articulates the functions of government more simply. He says that governments exist to improve the political and economic well-being of communities. In

his view, the purpose of government is to improve the quality of life of the people and to provide affordable services to communities.

Romanow, a former premier of Saskatchewan, has eloquently described the function of government. He says that the purpose of government is “*To help people walk tall, with confidence and dignity*” (2005: Quote from Romanow’s presentation to the 2005 IPAC Conference).

Nowicki (2001: pp. 19, 20), cabinet secretary of the Province of Alberta, translates the functions of government into cabinet functions as follows

- Setting the government’s corporate agenda and making policy decisions aimed at implementing this agenda;
- Approving the government’s legislative agenda;
- Acting as the final authority on a wide range of strategic issues associated with the operation of government; and
- Approving regulations and other legislative instruments that the legislature has delegated to Cabinet to approve.

Another approach to understanding the functions of cabinet is to combine them into two major functions - the executive function and the legislative function.

- ***Executive Function*** - The executive function of cabinet includes making and implementing government policy. This is an iterative process that involves gathering information about the kinds of policies needed. It includes overseeing the development of policy and ensuring that policies are implemented as envisioned. Ministers, individually and collectively, have a responsibility to oversee the administration of the departments and agencies that they have been assigned, to coordinate the activities of government, and to approve specific appointments and terminations.
- ***Legislative Function*** - Cabinets also lead and direct the work of the legislative assembly. Beginning with the Canadian governor general’s or provincial lieutenant

governor's speech from the throne, cabinets set out the policy pillars for the next session or next year and the legislation, programs and other instruments that will be used to implement them. Cabinets oversee the preparation of bills that will be used to implement public policy and manage the schedule of their introduction, debate, and promulgation. Cabinets approve the government's business plans, revenue generating mechanisms and expenditure plans and all financial legislation required to enact them. Cabinets also approve all subordinate legislation such as regulations (and in Canadian governments, orders in council) that the legislative assembly has delegated to them to enact and manage.

As defined in Section 5.2.3, the cabinet system through its structures, processes and procedures, supports the executive and legislative functions of the premier, ministers and cabinet. An understanding of the functions of government and of cabinets was essential to introducing structures, systems and procedures in South African provincial governments that would be supportive to decision-makers and the implementation of government policy.

#### **5.4.2 The Institutionalized Cabinet System**

Institutionalized cabinet systems all have many common elements. These include (Glenn 2005: [www.erin.utoronto.ca/~w3pol/outlines/pol336y\\_files/nov10.doc](http://www.erin.utoronto.ca/~w3pol/outlines/pol336y_files/nov10.doc)):

- A formal cabinet committee structure with three types of committees – planning and priorities, policy vetting, and financial review; and
- Central agencies to support the non-partisan and partisan aspects of cabinet decision-making.

The institutionalized cabinet system is based on the assumption that cabinets cannot and should not try to address every decision that the government or departments need made. The following reasons illustrate the need to manage decisions that cabinets are asked to make (Privy Council Office. 1998: pp. 1 – 149).

#### **5.4.2.1 Management of Numerous Decisions**

Governments are required to make multitudes of decisions. There are too many decisions for the legislature or cabinet to make. Many of them are operational or routine and can be delegated to others. In many cases decisions can be delegated to a cabinet committee, a minister, the cabinet secretary, a department head, an appropriate official, an appropriate agency, or an advisory committee. The following methods of delegation are often used:

- Cabinet committees can be delegated responsibility for detailed examination of policy proposals and budget options and monitoring the implementation of cabinet decisions including reviewing draft regulations and draft legislation.
- Ministers can be assigned specific initiatives to lead and monitor.
- The cabinet secretary can be given responsibility for co-ordinating horizontal issues across several departments.
- Administration can be delegated to heads of departments.
- Many routine financial decisions that are part of approved budgets can be delegated to the department of finance and departmental finance branches to handle.
- Regulatory decisions can be delegated to appropriate regulatory agencies.
- Research and consultation on specific topics can be delegated to a department, an agency, an advisory committee or a consultant.

#### **5.4.2.2 Preservation of Ministerial Objectivity**

Ministers and cabinet should not become too deeply involved in the policy development process and the myriad of decisions that must be made throughout this process (Blakeney 1992: pp. 56 -68). Much of policy development entails identifying options and determining the feasibility of each option by assessing the administrative tasks, relationships, complexity and costs related to implementing them. Not only is it poor use of the minister's time to be involved in this degree of detail, but ministers may not have the technical skills required.

More importantly, ministers have dual roles. As the political heads of their departments, they are advocates and responsible for explaining the policies and programs of the

department publicly. They are responsible for bringing to cabinet recommendations for policies and programs that will bring about improvements. In cabinet, however, their role shifts to that of judge in a political collective where they must apply the tests of public acceptability and best use of scarce resources, not only for their department, but also for the government. For example, in the 1990s the Government of Saskatchewan introduced health reform and in the course of this introduction needed to close 52 hospitals and reduce the number of health boards to 30 from more than 400. Cabinet needed the minister to clearly communicate to the department head and senior officials the government's objectives, to understand the choices available, to apply her political judgment to the acceptability of the department's options, and to champion and explain government decisions that were often unpopular. The department head and his officials needed to identify new options for health service delivery and the administrative details needed to implement health reform.

#### **5.4.2.3 Protection of the Rights of Individuals**

Neither the premier nor cabinet should be involved in certain decisions because they may be interfering with the rights of individuals. These decisions include those that are:

- Related to recruitment, evaluation and promotion of employees;
- Establishment of rates of remuneration for individual public servants;
- Awarding of contracts;
- Approval of applications for licenses;
- Intervening in labour issues for services contracted to a third-party employer; and
- Matters that require investigation by the police or some other duly appointed investigative body.

Governments put independent processes and appeal systems into place to protect confidentiality, prevent favouritism or preferential treatment, or avoid interference for the protection of both the individual(s) and the decision-maker.

#### **5.4.2.4 Best Use of Limited Time**

The premier's, ministers' and cabinet's time is limited. In addition to their cabinet responsibilities, ministers also have responsibilities in the party caucus, in the legislative assembly, and in communicating with the media and the public. Effective and efficient use of cabinet's time shifts its use away from routine and administrative matters to setting the strategic direction for the government, focusing on achieving the government's priorities, approving major policy frameworks and implementation plans, and overseeing the introduction and adoption of politically sensitive initiatives.

#### **5.4.2.5 Options for Delegating Decision – Making**

When delegation is needed, it can be officially prescribed through legislation, regulations, cabinet minutes, budgetary allocations, job descriptions, performance contracts, mandate letters, and terms of reference. Delegation to premiers, departments, crown corporations, government agencies and others is done by the legislative assembly through acts and regulations. Examples of such legislation and regulations in Saskatchewan include the following:

- *The Government Organization Act, 1986;*
- *The Financial Administration Act, 1993;*
- *The Crown Corporations Act, 1993;*
- *The Securities Act, 1988;*
- *The University of Saskatchewan Act, 1995;*
- *The Department of Community Resources and Employment Regulations, 2003; and*
- *Members of the Executive Council Expense Regulations, 1988*

Delegation to cabinet committees can be accomplished by establishing the committee's mandate in legislation or by delegating the authority for establishing cabinet committees and determining their mandates. Using two of the cabinet committees that supported Premier Romanow's government as examples, one can see that the mandates for committees that manage government revenues, expenditures, and investments, are often set out in legislation.

In Saskatchewan the duties and powers of one of these committees, the Treasury Board, are set out in *The Financial Administration Act, 1999*. The duties and responsibilities of Treasury Board include:

- Managing the finances, that is, the revenues, expenses, assets and liabilities of the government;
- Evaluating government programs;
- Establishing administrative policy and management systems and practices; and
- Establishing accounting policies, systems and practices;

The powers of Treasury Board include:

- Making any orders and issuing any directives needed to exercise the responsibilities assigned to it;
- Prescribing the form and content of the public accounts, accounting systems and financial records; and
- Determining the Board's rules and procedures.

Premier Romanow used the authority of *The Government Organization Act, 1986* to establish the Cabinet Committee on the Economy. This committee was responsible for (Saskatchewan Executive Council. 1998:17):

- Reviewing and making recommendations on micro-economic policy matters;
- Making recommendations on broad interdepartmental economic development strategies;
- The development, articulation and updating of an economic development strategy for the province;
- Providing a fast track decision-making process for commercially sensitive projects;
- Making decisions regarding the allocation of the resources available in certain investment funds; and
- Reviewing progress in implementing the reduction of red tape and the regulatory burden for business.

Cabinet minutes are a frequently used method of assigning responsibility and documenting decisions. Cabinet minutes record the decision taken by cabinet on a specific matter. They are the authority for action and ministers and the government organizations affected by the decision are responsible for implementing them. The contents of specific minutes are confidential so examples cannot be provided. In the Canadian system, however, orders in council may be required to bring Cabinet decisions into effect.

In Canadian governments orders in council are a public and useful way of determining the decision taken and some of the detail of implementation. Orders in council, for example, might bring into effect (Saskatchewan Executive Council. 1990: pp. 136 -175):

- The organization of government into departments, the selection of ministers, and the assignment of responsibilities;
- The authorization of interprovincial and federal agreements;
- The authorization of grants;
- The sale and transfer of crown land;
- The appointments to government agencies, boards and commissions and certain appointments to the public service; and
- The proclamation of acts.

Information found in orders in council may be further publicized by publishing it in government gazettes or issuing news releases. It may also be publicized on government websites and in government publications. When funds are required to implement decisions, the funds must be incorporated into budgets of government departments and agencies. Many financial decisions become public when budgets are tabled and debated in the legislative assembly.

Mandate letters may be used by premiers to elaborate on responsibilities assigned to ministers, particularly expectations for the short term. They are confidential and examples cannot be provided. Terms of reference are often prescribed for government advisory committees and task forces. They usually include the purpose, a description of the work to be undertaken and the composition of the advisory committee or task force. They are public and found in orders in council.



In 1997 the cabinet secretaries of all of the Canadian provincial and territorial governments as well as the Clerk of the Privy Council of the federal government examined the machinery of government in all of these governments. The results indicated that at the time of the survey all of these governments were using some form of an institutionalized system (Privy Council Office. 1998: pp. 1- 149). An examination of the policies and procedures manuals of the cabinet secretariats of the provinces and territories confirmed this finding and provided further detail on each of these governments' structures, processes, and procedures (Private Communication).

### **5.4.3 The Evolution of Canadian Cabinet Systems**

Because governments are complex and involved in making many decisions and a wide array of decisions, mechanisms are required to organize the elements of decision-making into ways that ministers and the public service can manage. The cabinet system, as found in the Canadian government and most Canadian provincial and territorial governments, has evolved over a period of many years. Generally, the cabinet system has moved from the ad hoc approach of the unaided system to the structured and disciplined form of the institutionalized system. However, throughout its evolution it has also reverted from a structured system to an ad hoc system followed by a return to a more structured system.

The Canadian Government has tried several approaches to organizing government including (Ward 1990: pp. 216-253).

:

- Keeping the number of ministers small and having fewer ministers oversee large departments;
- Keeping the number of ministers relatively small but providing them with parliamentary secretaries to assist them with their responsibilities;
- Use of non-political advisors such as advisory committees and committees of public servants;
- Creating super ministries with several functions combined into a single ministry;
- Creation of agencies that undertake some of the work of government but are somewhat arm's length from government; and

- Creating cabinet committees to which some of the work of Cabinet can be delegated.

Application of the institutionalized cabinet system may vary from government to government. A review of the evolution of the cabinet system in Canada's federal government from pre-1939 to 1999 undertaken by the Institute on Governance (1999: [www.iog.ca](http://www.iog.ca)) found the following features in the decision-making systems of some of Canada's prime ministers:

- Up to and including 1939 the prime ministers used an informal approach. They did not have a secretariat to support the cabinet, did not use an agenda, did not record decisions, and did not have a system for communicating decisions to departments.
- In 1940 Prime Minister Mackenzie King appointed the first secretary to the cabinet and established the first cabinet secretariat. He appointed cabinet committees to co-ordinate the work related to World War II. He introduced cabinet agendas and required agenda material to be submitted in writing. He required ministers to provide advance notice of matters they wished to discuss at cabinet meetings and required decisions to be recorded.
- Prime Minister Louis Saint Laurent delegated major tasks to trusted ministers and their senior public servants to manage.
- Prime Minister John Diefenbaker reverted to discussion of items in full Cabinet.
- Prime Minister Lester Pearson preferred a rational approach to decision-making. He restored structure and was the first prime minister to introduce the Priorities and Planning Committee. He charged this committee with the responsibility of setting overall government priorities and used these priorities to guide allocation of financial resources. He also created a standing committee that was responsible for reviewing issues before they were considered by cabinet as a means of reducing the workload of cabinet.

- Prime Minister Pierre Trudeau also preferred rational approaches and informed debate. He introduced more structure and rigour to decision-making. The systems during his tenure, from 1968 to 1984, were formal and characterized by thorough analysis of policy ideas by senior subject matter specialists prior to consideration by committees or cabinet. He encouraged use of information from a variety of perspectives to prevent ministers from being captured by their departments and insisted on collective decision-making. He established cabinet committees on social and economic development in addition to the Treasury Board Committee and the Priorities and Planning Committee. He gave these committees the power to make decisions that only required ratification by cabinet. Trudeau created mirror committees of senior officials for the social and economic committees, provided these committees with envelopes of resources for their respective sectors and charged them with allocating the resources in these envelopes among the relevant departments.
  
- Prime Minister Brian Mulroney kept some of the structures of his predecessors but replaced the formal and disciplined style of decision-making with an informal, bilateral and more ad hoc style. He preferred much more political input into decision-making and faster decision-making than the committee system allowed. He circumvented the committee system by creating an “inner Cabinet” that made the most significant decisions.
  
- Prime Minister Jean Chrétien wanted a more rational, rigorous, efficient, and disciplined approach than Prime Minister Mulroney but a simpler approach than Prime Minister Trudeau. His cabinet focused on strategic policy and political decisions. His ministers were encouraged to express their views while he reserved the right to make the final decision. He disbanded the Priorities and Planning Committee but used four other cabinet committees, two of which were policy committees, the Economic Union Committee and the Social Union Committee. The cabinet committees had decision-making authority although their decisions were tabled in cabinet.

The evolution of the machinery of government in the Western Canadian provinces reveals a pattern similar to that of the federal government. Depending on the context, the preferences of the premier, and the public mood, the structures, systems, processes and styles of decision-making varied from province to province and, over time, within provinces.

Dunn's examination indicates that Saskatchewan was the first of the Western provinces to introduce an institutionalized system. Using Dunn's (1995: pp. 23-84) and Johnson's (2004: pp. 59 -230) reviews as examples, one can see the nature and extent of changes undertaken by different premiers. Their reviews highlight the following approaches and differences in approaches:

- Between 1944 and 1961, Saskatchewan, under the leadership of Premier Tommy Douglas, developed the structures, processes and systems that not only enabled the government to introduce major social policy innovations such as publicly funded health care, but demonstrated innovations in rational, politically-controlled decision-making that were later adopted by the Canadian government and other provincial governments. Most of these innovations were undertaken between 1944 and 1950 and include:
  - The establishment of the position of cabinet secretary and an office called the cabinet secretariat;
  - The preparation of agendas, recording of decisions, and monitoring of implementation;
  - The establishment of four committees:
    - o The Economic Advisory and Planning Board to oversee economic planning,
    - o The Treasury Board to oversee budget development and management,
    - o The Government Finance Office to oversee the management of crown corporations, and
    - o The Industrial Relations Committee to oversee government-labour relations;

- The establishment of a planning agency external to the civil service to provide the new government with independent advice;
  - The establishment of a central department called the Budget Bureau to undertake centralized planning;
  - The use of staff to provide support and advice to both cabinet and the cabinet committees;
  - The establishment and use of central agencies to perform analysis, planning and co-ordination on behalf of cabinet;
  - The complementarity between planning and budgeting; and
  - The examination of the efficiency and effectiveness of government programs.
- Premier Ross Thatcher used more of a business approach to governing.

He combined elements of an institutionalized system such as the Treasury with its Budget Bureau and Government Finance Office with primarily an unaided system in which he maintained strict control of decision-making in his role as premier.

He insisted on absolute financial control and, for much of his tenure, served as Minister of Finance as well as premier. He used the Budget Bureau to prepare the annual provincial budget, to foster economic development and as his primary source of information.

He eliminated the planning function, committees and agencies. He purged the staff support for cabinet leaving only the cabinet secretary and clerk of the executive council, and disbanded the practice of recording cabinet decisions.

- Premier Allan Blakeney favoured a highly disciplined system.

Blakeney used several Cabinet committees including the Planning Committee that provided advice on both social and economic policy, the Treasury Board that managed the budgetary process, and the Crown Investments Corporation Committee that oversaw the work of the provincial crown corporations.

He created a central agency, the Planning Bureau, to upgrade the state of planning and improve the quality of advice. He introduced the use of policy secretariats to co-ordinate interdepartmental policy in a broad policy area. He strengthened the financial systems by introducing methods that focused on outputs instead of inputs.

He strengthened the cabinet secretariat, established a new secretariat to support the Planning Committee, expanded the scope of the Department of Finance, and created an Intergovernmental Relations Department.

He established the position of principal secretary to the premier as a means of strengthening political advice and analysis. He strengthened the positions of the cabinet secretary, clerk of the executive council, and deputy minister to the premier and profiled their positions in legislation.

- Premier Grant Devine continued a structured approach to the machinery of government. During his tenure, the Treasury Board, the Planning and Priorities Committee and the Crown Management Board were the major policy committees.

Devine introduced a change to the composition of the Crown Management Board by appointing both ministers and members of the public to the Board. This Board functioned as both the management board of the crown corporations and a cabinet committee. He also changed the composition of the boards of the individual crown corporations by requiring that their chairs be members of the public and their vice-chairs be ministers.

He used several cabinet committees to monitor the implementation of decisions including the Legislative Review Committee, the Regulations Review Committee, and the Orders in Council Review Committee. He introduced an additional committee called the Issues Management Committee to ensure government communications were handled strategically.

Devine supported the work of the cabinet committees through the strengthening or establishment of secretariats and he included private government members on the committees.

Concerned that too many good policy ideas were being overruled by financial decisions, he introduced the concept of healthy tension between planning and budgeting. Submissions to cabinet were accompanied by independent recommendations from both the Planning and Priorities and Treasury Board Committees. Cabinet considered these recommendations at the time the ministers presented their proposals.

He centralized the functions of intergovernmental affairs, public affairs, protocol, policy development, and the Cabinet secretariat in his own department. He recruited career public servants from line departments to positions within the various divisions. He supported a career development program in the cabinet secretariat that strengthened senior level competencies in middle managers and provided opportunities for more women managers to gain central agency experience.

Premier Ralph Klein of Alberta introduced a grassroots approach to the machinery of government when his government gained power in 1992. The characteristics of the system he introduced include (Executive Council of Alberta. 2001: p. 2):

- Disbanding of all cabinet and caucus committees with the exception of Treasury Board, the Legislative Review Committee, and the Agenda and Priorities Committee;
- Use of four or more standing policy committees, each chaired by a private government member and each with the authority to hear public and private submissions. Ministers serve as vice-chairs of these committees. The chairpersons attend cabinet meetings with the ministers to represent their committee's views.
- Use of subcommittees of the standing policy committees to undertake specific tasks. These subcommittees have a maximum life of 45 days.

Glenn's examination of the approaches of the premiers of Ontario to cabinet decision-making also illustrate the institutionalization, deinstitutionalization and reinstitutionalization of the cabinet system in that province (2005: [www.erin.utoronto.ca/~w3pol/outlines/pol336y\\_files/nov10.doc](http://www.erin.utoronto.ca/~w3pol/outlines/pol336y_files/nov10.doc)). His review examines the extent to which the political instincts, personal aptitudes and governing experience of the first ministers determine the form of the cabinet system. He uses the cabinet systems of Premier Mike Harris to illustrate the significant role of the premier in determining the design of these systems. (2004: [www.erin.utoronto.ca/~w3pol/outlines/pol336y\\_files/nov10.doc](http://www.erin.utoronto.ca/~w3pol/outlines/pol336y_files/nov10.doc)). He has identified the following pattern for Premier Harris:

- Premier Harris was elected in 1995. After the election he believed that the public had approved the mandate and further review and analysis of the policies were not necessary. He therefore disbanded the policy committee system, abolished Treasury Board and its secretariat, and focused on implementation of policy through the Policy and Priorities Committee, the Management Board, the Legislation and Regulations Committee.

He also introduced a business planning process overseen by the Management Board that enabled him and his colleagues to control departments' expenditures and reduce government expenditures.

- By 1996 the Harris government's election commitments were implemented or implementation was underway. Some of the changes were so complex they used almost all of the time of the Policy and Priorities Committee.

Premier Harris remedied this problem by creating five subcommittees of the Policy and Priorities Committee. He remedied difficulties that were emerging in communicating the government's agenda by creating a new deputy minister of communications position as well as three additional assistant deputy minister positions in the cabinet office. He reorganized the government's communications resources so that each department had communications staff but the director of communication for each ministry reported to both his and her home department as



well as to the deputy minister in the cabinet office. This reorganization emphasized a more strategic approach and strengthened the premier's control of communications.

Premier Harris further exercised his power by signing all proposals coming forward to full cabinet. These not only included proposal on strategic policy matters but also financial and legislative details and communications strategies. He therefore served as gatekeeper and judge.

- Premier Harris' government was reelected in 1999. The policy initiatives to be implemented required strategic management. In addition, controls were required to manage finances in a period of more plentiful resources.

The premier recognized the importance of enough capacity to support complex decision-making and replaced the cabinet system with a new system. This system was made up of the Priorities, Policy and Communications Board supported by four new policy committees – Education, Justice and Intergovernmental, Economic and Resource, and Health and Social Services. The premier chaired the Priorities, Policy and Communications Board.

To ensure good cross-fertilization of ideas and to policy support integration, all chairs of the policy committees were members of the Priorities, Policy and Communications Board and all vice-chairs of these committees were members of the Management Board. He also established a Committee on Privatization and Superbuild to implement partnerships and replaced the Legislation and Regulations Committee with a new Statutory Business Committee.

Premier Harris strengthened the central agencies by adding a deputy minister responsible for strategic planning and nine policy staff to the cabinet office and creating a 40-person corporation to support privatization and capital planning. He focused on obtaining earlier decisions of policy direction, on developing the legislative agenda earlier and on implementing a strategic communications plan.

In 2001 the premier added two new special purpose policy committees. Premier Harris maintained control of the key levers of decision-making by chairing the most powerful of the committees and by strong central agency support.

- In October 2001 Premier Harris announced that he would be resigning. This announcement coincided with a completion of much of the political agenda, a downturn in the economy and the aftermath of the September 11th terrorist attack on New York. He suspended the five policy committees.

From his review of Premier Harris' approach to decision-making, Glenn (2004: [www.erin.utoronto.ca/~w3pol/outlines/pol336y\\_files/nov10.doc](http://www.erin.utoronto.ca/~w3pol/outlines/pol336y_files/nov10.doc)) concluded that the premier's political instincts were critical to the design of a system that was appropriate to the political agenda, the state of the economy, and the financial resources available. The system expanded and contracted to fit the need to plan for new initiatives or to focus on implementation. He guarded the political image of the government through effective communications and control of the communications function.

An examination of the composition of cabinets also reflects how Canadian premiers exercise their prerogative regarding decision-making. For example, in 1991, Premier Grant Devine (Government of Saskatchewan. 1991: Order in Council 148/91) had 17 ministers in his cabinet including a Minister of the Family. Seven cabinet committees, including an Issues Management Committee, supported the cabinet.

In 1998, Premier Roy Romanow (Government of Saskatchewan. 1998: Order in Council 574/1998) had 19 ministers in his cabinet and had divided the education portfolio into the Department of Education and the Department of Post Secondary Education and Skills Training. Six cabinet committees, including a Cabinet Committee on Public Sector Compensation, supported his cabinet.

In 2005, Premier Lorne Calvert increased his cabinet from 17 members to 19 members (Government of Saskatchewan. 2005: [www.executive.gov.sk.ca/cabinet\\_ministers.htm](http://www.executive.gov.sk.ca/cabinet_ministers.htm)). Intergovernmental relations was divided into a Department of Government Relations and a

Department of First Nations and Métis Relations. Five cabinet committees support his cabinet.

All of the reviews described in this chapter underscore the primary role of Canadian first ministers in determining the type and sophistication of the machinery of government to be used as well as the selection of key personnel and the assignment of responsibilities. The examinations of the different variations of the cabinet system used by different premiers indicate that there are many options that could be used and no single option that will suit all premiers and all circumstances. They highlight the importance of the power of first ministers in being able to determine the architecture of the government, as well as being able to appoint key personnel. This power assists them in managing their responsibilities as head of government and head of the political party.

The examinations also highlight some of the major factors that premiers take into consideration when establishing or restructuring the cabinet system. Some of these include the following:

- The amount of control the premier wishes to exercise;
- The amount and type of power the premier wishes to share via collective decision making or delegation;
- The policy pressures and opportunities of the day;
- The public perception of and support for government;
- The size of government, the number of central agencies, and the size of cabinet;
- The assignment of portfolios to ministers, particularly the assignment of the portfolios that manage government revenues and expenditures;
- The responsibilities of ministers and senior department officials and their relationship to each other and to the premier;
- The amount of control the cabinet wishes to exert over ministers, departments, agencies, and committees;
- The involvement of senior officials, private members and political role players in decision-making.
- The importance of planning and policy choices; and

- The amount of attention to be given to implementation, communication, monitoring, evaluation, and accountability.

#### **5.4.4 Operation of Canadian Cabinet Systems**

In Canadian governments, cabinets adhere to three important principles – confidentiality, consensus, and solidarity (Blakeney and Borins 1992: pp. 25-39; d’Ombraïn 2004: pp. 332-359; Saskatchewan Executive Council. 1990: p.11). All matters discussed in cabinet or cabinet committees are to be kept secret. Secrecy allows ministers to debate freely and vigorously, to present their arguments for their recommendations forcefully and to disagree with their colleagues on the merits of specific proposals without being singled out later for non-support of government policy. Agreement is reached by consensus. Discussion continues until all ministers have had an opportunity to speak to the issue. Once a decision is reached, all ministers must publicly support it. The practices of confidentiality and consensus contribute to solidarity because all members of cabinet share responsibility for the decision, for explaining it, and for defending it in the legislative assembly and to the public. Ministers who are unable to adhere to these principles must resign from cabinet.

The key role players in a Canadian cabinet system are the premier, ministers, cabinet secretary, deputy minister to the premier, clerk of the executive council, and heads of departments. Other key officials in the cabinet system include senior officials in central agencies particularly officials responsible for policy formulation and co-ordination and for providing advice on fiscal issues and preparing the budget. Other key officials include those responsible for intergovernmental co-ordination, for developing and managing communications strategies, for providing legal advice, and for providing political advice. The officials providing secretariat support to cabinet committees are also key role players as is the head of the cabinet secretariat. It is important that each role player or set of role players understands what their roles are to avoid duplication and competition.

The cabinet secretary, on behalf of the premier, bears most of the responsibility for enforcing the cabinet system. Blakeney, a former provincial premier, has explained that in addition to having sufficient stature with the premier, the cabinet secretary must have the

ability and the sensitivity to handle many difficult situations (1992: pp. 30-32). He has described the duties of the cabinet secretaries that served him as follows (2001: pp. 91-92):

- To prepare the cabinet agenda;
- To advise ministers and deputies on the format and content of material needed to support an agenda item, and to send back items that are insufficient;
- To advise deputies how to assist their ministers.
- To determine whether a matter should go directly to cabinet or to one of the committees first;
- To communicate cabinet's decisions to deputies and to offer advice to the deputy on next steps if a revised proposal would receive consideration and possibly approval;
- To determine how to handle policy proposals that a minister is determined to get considered without the benefit of committee review;
- To ensure that staff are designated to support cabinet committees;
- To detect and head off any emerging turf wars among the officials of central agencies;
- To find out when there was unhappiness with cabinet or administrative procedures among ministers or deputies, or when there was some friction between a minister and his deputy; and
- To provide the premier with advice on shuffles of ministers and deputies.

The duties described by Blakeney are in addition to the duties of the senior public servant supporting a first minister, including (Privy Council Office. 1996: p.1)

- Providing advice on a wide range of matters that relate to the responsibilities of the head of government;
- Providing advice, support and leadership to the department and government and overseeing the provision of policy, secretariat and other support to the Cabinet and Cabinet committees.

In 1998 Premier Romanow, leading a coalition government, undertook a review of Saskatchewan's cabinet system. In conjunction with changes introduced as a result of the

review, a framework articulating the vision, purpose, principles, and goals of the Saskatchewan cabinet system was developed to communicate the premier's expectations of elected office holders and public servants. His successor, Premier Lorne Calvert, has retained this framework and expanded it to clarify his role and responsibilities regarding the organization of government. This addition removes any ambiguity between his responsibilities as premier and those of the minister of finance respecting government organization. The framework is included in the 2004 revision of the manual, *Executive Government Processes and Procedures in Saskatchewan: A Procedures Manual* (Cabinet Secretariat. 2004: pp. 35-38). The vision, purpose and application of the framework are given in Appendix L.

#### **5.4.5 Rational Decision Making**

Institutionalized cabinet systems are based on a rational model of decision-making. Rational decision-making adheres to a systematic approach in which a problem is identified and analyzed, a solution found and a remedy implemented. Steps in the process are clearly identified and proceed in a logical sequence. Daft sets out the steps in rational decision-making as follows (1995: pp. 364 - 370):

- ***Monitoring the decision environment*** – The internal and external environment are monitored for potential problems, changes or opportunities.
- ***Definition of the problem that requires a decision*** – The problem is stated and essential details identified. This identification involves finding answers to the questions who, when, where, why, how and how much?
- ***Specify decision objectives*** – In this step the objectives and results to be achieved by arriving at a decision are determined. In complex situations clarification and rank-ordering of goals and objectives may be required.
- ***Diagnose the problem*** – The work in this step entails seeking the cause or causes of the problem so that an appropriate solution can be found. Work usually involves obtaining additional information and/or data.

- ***Develop alternative solutions*** – Efforts are made to identify two or more realistic, potential solutions to the problem.
- ***Evaluate the alternatives*** – In this step each potential alternative is critically examined for its ability to remedy the problem and for its advantages and disadvantages. The probability of success of each alternative is assessed.
- ***Choose the best alternative*** – The decision maker or decision makers review the comparisons of the implications of each alternative and select the alternative that best meets their goals.
- ***Implement the selected alternative*** – The decision maker(s) direct those responsible to implement the decision.

#### **5.4.5.1 Rational Decision Making in Canadian Governments**

Examination of various cabinet systems (British Columbia. 2001: pp. 1 - 89; Newfoundland and Labrador. 2001: pp. 1 - 25; Prince Edward Island. 2000: pp. 1 - 26; Saskatchewan. 2004: pp. 1 - 164; Privy Council Office. 2000: pp. 1 - 81) indicates that the above steps are found in policy development and implementation. The word “policy”, however, bears the connotation of a high level purpose. In the context of public policy, the connotation implies making changes that maintain or improve the quality of life of citizens. Changes in public policy therefore, must also be motivated, debated, co-ordinated, approved, communicated, implemented, monitored, and evaluated.

The steps in the policy cycle can be divided into three categories, namely, policy development; policy implementation, and policy evaluation, each having a series of steps within it. These categories and steps are not usually separate, stand-alone activities. Usually there is a great deal of movement forward and backward between the steps as policy needs become clearer and experience is gained in developing and implementing solutions. Even when policies have been implemented for several years, they may need review, updating, and in some cases, discontinuation or replacement. An example of a

policy development and implementation process is given in Figure 4, below. The steps, described in detail after Figure 4, include:

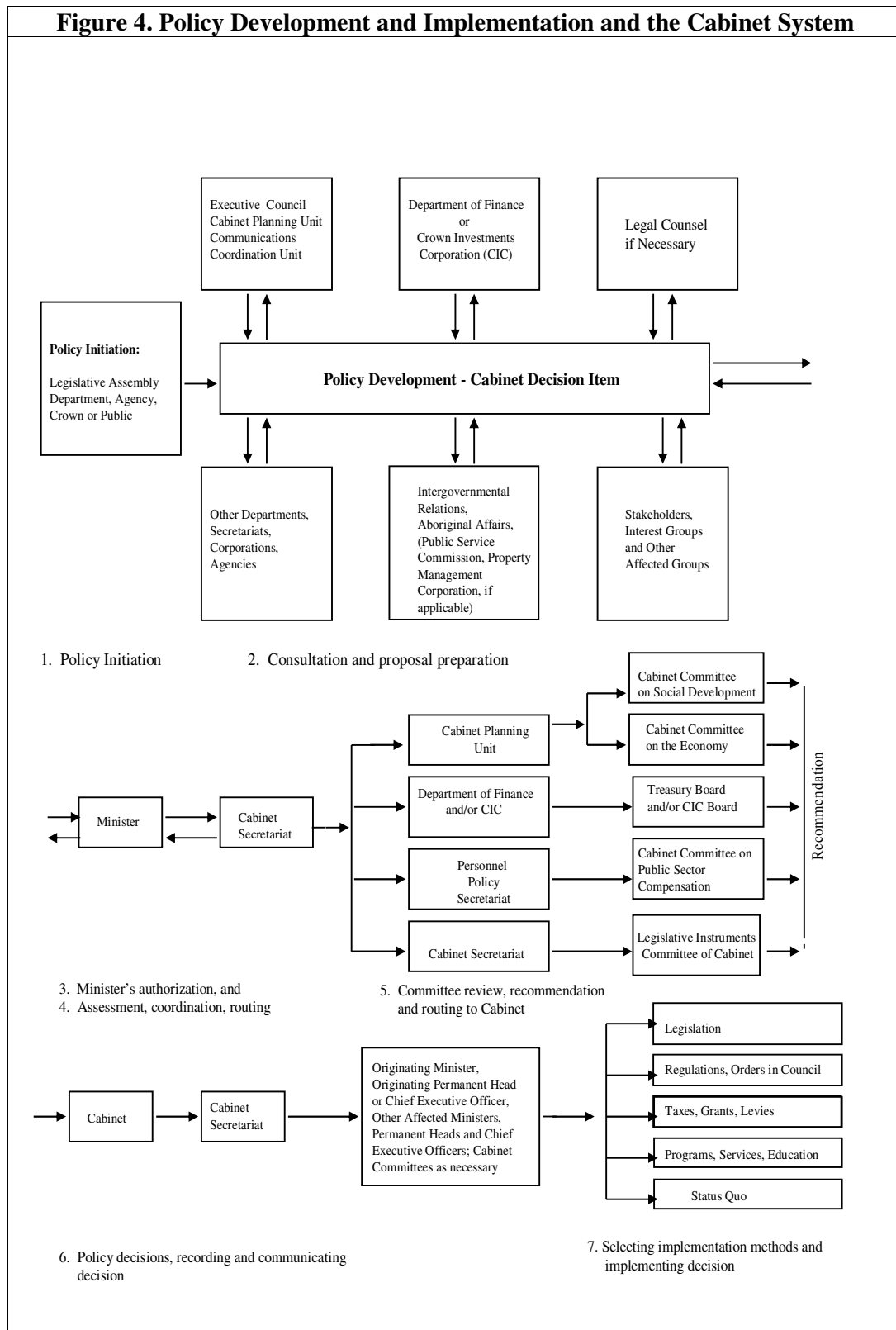
- Policy initiation;
- Consultation and proposal preparation;
- Minister's authorization;
- Assessment, co-ordinating and routing;
- Committee review and recommendations; routing to cabinet;
- Policy decisions; recording and communicating the decisions; and
- Selecting implementation methods and implementing the decision.

The steps listed above reflect only a portion of decision-making processes. Governments have other systems in place that are co-ordinated with this system. These include the departmental and central agency systems established for the following processes (Alberta. 1999: pp. 1-30; Quebec. 2004: pp. 1- 38; North West Territories: pp. 1 -15; Manitoba. 2005: [www.gov.mb.ca/finance/copnsult/pbceng/intreng.html](http://www.gov.mb.ca/finance/copnsult/pbceng/intreng.html)):

- The preparation and monitoring of the provincial budget;
- Planning and monitoring (including linkages with political planning systems);
- Overseeing the preparation of legislation in the executive arm and the co-ordinate the preparation of bills with the introduction and debate of bills in the legislative arm;
- Ensuring financial and outcomes accountability;
- Supporting negotiations with unions and labour-related organizations on compensation and related issues;
- Intergovernmental and interprovincial relations; and
- Relations with aboriginal politicians and programs.



**Figure 4. Policy Development and Implementation and the Cabinet System**



Source: Government of Saskatchewan. 1998: p. 24

A description of each of the steps in Figure 4 is as follows:

<b>Step</b>	<b>Action</b>	<b>Description</b>
1.	Policy Initiation	<ul style="list-style-type: none"> <li>▪ Policy development begins with the identification of a need for a policy. Needs may be identified by a wide range of role players including political parties, the caucuses of the political parties, interest groups, the premier, ministers, parliamentarians, public servants, advisory bodies, legislative committees, research groups, think tanks, subject matter specialists, consultants, and individuals.</li> <li>▪ Needs may be identified through discussions with individuals or groups including community meetings, conferences, and public hearings, or through written forms such as reports, research studies, and petitions.</li> <li>▪ Needs must be identified and prioritized.</li> </ul>
2.	Consultation and Proposal Preparation	<ul style="list-style-type: none"> <li>▪ Consultation with stakeholders, interest groups (including traditional leaders, religious groups, and ethnic groups) and the public is the next step in order to obtain input and feedback.</li> <li>▪ The purpose of consultation is to gain a fuller understanding of the issue and how it might be addressed, as well as to determine how it fits into the government's overall strategies and business plans. Consultations are also opportunities to identify various alternatives and to determine the implications of each alternative.</li> <li>▪ The need must be articulated in writing so that it can be discussed and debated. Written forms may include reports, research studies, discussion documents, draft proposals, draft bills, proposed regulations, and command papers.</li> </ul>

Step	Action	Description
		<ul style="list-style-type: none"> <li>▪ A wide range of consultative mechanisms exists including regular meetings of the political parties, meetings of cabinet with stakeholders, meetings of elected office holders or public servants with the public, and workshops and conferences.</li> <li>▪ A summary of advance consultation including the responses of those consulted needs to be prepared. Cabinet will likely want to ensure that consultations have been complete and political implications identified.</li> <li>▪ Consultation needs to occur with those who will be affected by the policy, those who have specialized knowledge about the subject, and those who would have to implement the decision.</li> </ul>
3.	Proposal Preparation	<ul style="list-style-type: none"> <li>▪ The memorandum provides the minister with a mechanism to bring a proposal to cabinet for discussion, debate and decision. It also provides the secretariats to cabinet committees with the information they need to analyze the proposal from a departmental, interdepartmental, and corporate perspective.</li> <li>▪ When the government is satisfied that consultation has been adequate, the minister, in consultation with the head of the department, requests his or her officials to prepare a proposal that he or she can take forward to a cabinet committee and subsequently to cabinet for review and approval. This memorandum is an advocacy document that the minister uses to motivate a sound argument for a specific policy or action plan.</li> <li>▪ The respective department head is responsible for ensuring that interdepartmental and, if necessary, intergovernmental consultation is undertaken on draft proposals and that the proposal receives a thorough</li> </ul>

Step	Action	Description
		<p>internal policy analysis and vetting prior to submission to the minister for onward transmission for review by cabinet committees or cabinet. During this phase, the department head is also responsible for ensuring proposals are reviewed by relevant central agency officials and by legal counsel if necessary. Recommendations must be considered and acknowledged or incorporated into the proposal.</p>
4.	Minister's Authorization	<ul style="list-style-type: none"> <li>▪ As ministers are the elected office holders, only they are sworn in as decision-makers. Only they have the authority to bring matters to a cabinet committee or to cabinet for decision or to withdraw items from a committee or cabinet agenda. They are also the people responsible for the actions of the government. They and their cabinet colleagues are held accountable for decisions made as a result of the memorandum.</li> <li>▪ A memorandum for cabinet is minister's document. (Privy Council Office. 2000: A-1). It may be accompanied by a transmittal memorandum from the head of the department that confirms the department is in agreement with the recommendations.</li> <li>▪ When signed by the minister, the memorandum provides the premier and cabinet secretary with assurance that both the minister and the department head are satisfied with the submission and support it.</li> <li>▪ To instill in the minister his or her collective responsibility for the proposal some premiers require ministers to begin their memorandum with the phrase "I recommend" as well as to sign the proposal (Saskatchewan Executive Council. 1998: p.10).</li> </ul>

<b>Step</b>	<b>Action</b>	<b>Description</b>
5.	Assessment, Routing and Co-ordination	<ul style="list-style-type: none"> <li>▪ The cabinet secretariat receives all memoranda requesting cabinet approval from ministers, secretariat staff assesses their readiness for placement on the agenda of cabinet or a cabinet committee.</li> <li>▪ Proposals that are ready for consideration are sent to the secretariats of the cabinet committees for review and placement on a committee agenda. Depending on the subject, copies may also be provided to others such as finance officials, legal counsel, gender specialists, intergovernmental affairs advisors, communications officials, and labour specialists for review and comment.</li> <li>▪ Proposals that are inadequate may be returned to the minister for further information, analysis, or additional consultation.</li> </ul>
5.	Committee Review, Recommendations and Routing to Cabinet	<ul style="list-style-type: none"> <li>▪ Proposals that are ready for committee review are provided to the appropriate secretariat for analysis, placement on the respective cabinet committee's agenda, and review by the committee.</li> <li>▪ The purposes of committee review include: <ul style="list-style-type: none"> <li>- Bringing a wider variety of perspectives to the issue;</li> <li>- Developing a greater understanding of the options and their implications; improving policy and program integration and implementation;</li> <li>- Providing a forum for analyzing and co-ordinating sectoral issues;</li> <li>- Making decisions on matters delegated to the committee by cabinet; and</li> <li>- Assisting in the effective use of cabinet's time.</li> </ul> </li> </ul>

Step	Action	Description
		<ul style="list-style-type: none"> <li>▪ The committee's recommendations are included with the minister's memorandum for discussion at Cabinet.</li> </ul>
6.	Policy Decisions, Recording and Communicating Decisions	<ul style="list-style-type: none"> <li>▪ When all committee reviews are complete, the cabinet secretary places the minister's memorandum and related recommendations on the Cabinet agenda.</li> <li>▪ The chair of the cabinet committee that reviewed the item presents the committee's recommendations to cabinet for discussion.</li> <li>▪ Cabinet makes decisions on all items on the agenda. Cabinet may approve a request fully, in part, or with amendments. Cabinet may also choose to maintain the status quo. Cabinet also approves the implementation methods to be used, for example, legislation, regulations, programs, grants, tax incentives, public education, persuasion and policy directives as well as the communications strategy.</li> <li>▪ Cabinet decisions are recorded in cabinet minutes and the decisions communicated to those who must implement them.</li> </ul>
7.	Implementation Methods and Implementing Decisions	<ul style="list-style-type: none"> <li>▪ Once cabinet has made its decision on a memorandum, the minister responsible and the relevant department head are expected to begin implementation of the decision immediately.</li> <li>▪ Some governments use implementation committees such as legislative review and issues management committees as well as tracking systems to monitor implementation.</li> <li>▪ Key speeches such as the throne speech and the budget speech as well as mid-year financial reports are important mechanisms for communicating the government's policy agenda, priorities, and progress.</li> </ul>

#### **5.4.5.2. Rational Decision Making in South African Governments**

As described in the Department of Public Service and Administration's materials, policy making processes in the South African governments also are institutionalized and follow a series of steps (2003: pp. 39 – 40):

- ***Needs Identification*** – Needs may be identified by an elected member, an interest group such as a non-government organization, an influential person, and/or officials.
- ***Documentation of the Need*** – A document describing the need is prepared.
- ***Policy Development*** – At the conceptual stage, a broad policy framework is prepared.
- ***Consultation*** – Consultations are held on the broad framework to gain input and support.
- ***Green Paper*** - A task team within a department that is responsible for the function prepares a green paper.
- ***Consultation*** – Consultations vary depending on the range of stakeholders interested. If input at the grassroots level is required, public hearings may be held.
- ***White Paper*** – The white paper incorporates advice received from the discussions of the green paper. This paper is a broad government statement of its direction. It may be sent out for public consultation and/or reviewed by a parliamentary committee.
- ***Ministerial Approval*** – When consultations are complete the minister responsible finalizes the policy for cabinet approval.

South African governments use a cluster system to foster integrated governance (DPSA. 2003: pp. 39 – 40). The programs of the government are grouped and assigned to cluster committees that deal with similar sectoral issues. The six cluster committees are:

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

Ministers provide oversight to each of the clusters. Corresponding clusters of directors general provide technical support to each of the six clusters. They work closely with the Policy Co-ordination and Advisory Services in the Presidency. The Forum for South African Directors General (FOSAD) assumes a lead role in ensuring that the clusters achieve their purpose.

Finance departments oversee the management of financial resources within governments and operate within the strict rules of legislation and regulations. South Africa's National Treasury, which is responsible for the development of the national budget and financial planning and management, has the following objectives (South Africa Government Information. 2004:[www.info.gov.za/aboutsa/finance.htm](http://www.info.gov.za/aboutsa/finance.htm)):

- To advance economic growth and income redistribution;
- To prepare a sound and fiscally sustainable national budget;
- To ensure an equitable division of resources between the national, provincial and local spheres of government;
- To equitably and efficiently raise fiscal revenue as required;
- To soundly manage government's financial assets and liabilities;
- To promote accountability; and
- To contribute to improved financial management by promoting and enforcing transparency and effective management of revenue, expenditure, assets and liabilities in all spheres of government.



One of the primary concerns of finance departments is the use of financial resources for the benefit of citizens. Since provincial governments deliver most programs and services, provinces have a major stake in the amount of money the national government provides through transfer payments as well as major accountability responsibilities for prudent and effective use of resources. An iterative process between departments within provinces, and between provincial and national governments, is used to develop national and provincial budgets. Because each department has more needs than there are resources available, there is fierce competition among departments and governments for funds for expenditures. The final budget must not only achieve the best balance possible between competing demands, but will by its allocations, profile the priorities of the government. There must, therefore, be strong links between the government's priorities and expenditure allocations if government priorities are to be achieved.

*The Public Finance Management Act, 1999* (South Africa Government Information. 2004: [www.info.gov.za/aboutsa/finance.htm](http://www.info.gov.za/aboutsa/finance.htm)) introduced several new approaches to financial management. One of the most important of its approaches is holding department heads accountable for resources their departments receive for program expenditures. Departments are to move to an accrual accounting system from a cash-based system and to increase accountability at all levels. The *Act* also emphasizes regular financial reporting and independent auditing. It stresses supervision of internal control systems; improved accounting standards; and a greater focus on output and performance. Provincial governments have been required to appoint chief financial officers, to strengthen financial structures and systems, and to improve their tabling of financial reports. The National Treasury has introduced the Provincial Good Practice Program, a peer-based learning program, to strengthen sector-specific chief financial officers' competencies in the development and use of measurable objectives, internal budget documentation, and the improvement of data quality and consistency. The participants in this program are expected to develop good-practice guides that will be helpful to themselves and their colleagues.

South African governments also are required to use the approved planning framework and budget preparation process. The purpose of the planning framework is to align government's planning cycles and to ensure that policy and planning inform budget development. The processes involved in meeting this requirement include the following (Department of Public Service and Administration. 2003: pp. 45 – 55):

- **March** – Local government develops integrated development plans.
  
- **September/October** – Each provincial and national department reviews progress made in the current year and establishes, short, medium and long-term priorities. They produce mid-term reports and a mid-term review. National departments submit their plans and priorities to the Presidency and the relevant clusters. Provincial departments submit their plans and priorities to the director general and the relevant clusters.
  
- **November/December**– In November the directors general’s clusters meet to review the material received and to integrate the short, medium and long-term priorities. This process is completed in consultation with the relevant ministerial cluster committees. The Forum for South African Directors General (FOSAD) receives the submissions from the clusters, produces a draft Medium Term Strategic Framework (MTSF) and submits it to the presidency. This framework links policy priorities, planning and budgeting for the government as a whole. It is made up of a limited, but focused, set of strategic priorities that cover a three year period and that are shared by all spheres of government.
  
- **January** – At a Makgotla (meeting of cabinet ministers) the Medium Term Strategic Framework is finalized. The decisions inform the preparation of the Medium Term Expenditure Framework, which is the government’s three-year rolling expenditure, and revenue plans for departments. The president makes his state of the nation address based on the decisions made. Departments develop business plans on the basis of the decisions announced.
  
- **March** – Business plans must be complete. The process for developing the Medium Term Expenditure Framework (MTEF) begins.
  
- **April to August** – The prioritization process begins with the national and provincial treasuries. This stage includes many consultations with decision-makers and others including the Ministers’ Committee on Budget, local government and the South African Local Government Association (SALGA). Between April and August the

process focuses on the preparation of the Medium Term Expenditure Framework. By mid-August departments submit their documents for the Mid Term Expenditure Committee's review in early September.

- ***July to September*** – The macroeconomic and fiscal framework and the division of revenue reviews are undertaken. A major meeting during this review is the sectoral joint MINMEC committee meeting in August. Also in August are discussions of the Ministers' Council on the Budget and of the Budget Council and the Budget Forum. In September there is a meeting of the extended cabinet (the national cabinet together with the provincial premiers).
- ***September*** – Recommendations for medium-term budget allocations are made.
- ***October*** – The Minister of Finance tables the Medium Term Budget Policy Statement in parliament.
- ***November*** – Budget decisions are made and the budget finalized. At the end of January a final draft of the Division of Revenue Bill is circulated to the Financial and Fiscal Commission, the provincial ministers of finance, and organized local government for final review and input.
- ***February*** – The national Minister of Finance tables the budget in parliament.

South African government systems have been designed to support integration, to focus on work that needs to be done and to produce results. They emphasize shared responsibility, accountability and partnership.

## **5.5 SELECTED GOVERNMENT SYSTEMS**

Governments frequently borrow practices from the private sector and adapt them to the public sector as a means of strengthening and improving government systems and processes. An examination of the websites of Canadian provincial governments reveals that some of these practices include development of three to five-year business plans and budgets, results-based reporting, enhanced accountability of government organizations,

increased transparency, and performance management. As the Twinning Project unfolded, South African officials identified needs for gaining more knowledge in the areas of performance measurement and strategic communications.

### **5.5.1 Performance Management**

Both Canadian and South African governments are adopting performance management systems. Performance management is an interlocking system that can be used to measure the performance of the government as a whole (corporate outcomes), of individual organizations such as departments and agencies, and of individual employees. South African provinces are required to adopt performance management systems in order to comply with *The Public Finance Management Act, 1999* and *The Public Service Regulations, 2001 and 2004* (Department of Public Service and Administration. 2000: pp. 1-149; 1-55).

In addition to complying with legislation and regulations, de Wee notes that performance management has several strengths that improve government systems including (de wee 2003: pp. 16-17):

- It shifts attention to results control rather than input control;
- It forces resources to be allocated for purposes identified in strategic plans;
- It provides a foundation for assessing the organization's results in the future;
- It creates a strong linkage between planning, budgeting, and performance;
- It ensures that managers address emerging needs and make maximum use of resources;
- It serves as an early warning system for potential problems; and
- It generates data consistently over time, including internal and external comparisons, requires production of regular reports, informs policy and program decisions, and provides information that employees can use to improve operations.

Governments must be able to tie performance measurement to the government's plans, beginning with the long-range plan. To achieve this, governments have developed and a

variety of processes and tools. These include (Wilkinson 2004: p. 13; Dlamini 2003: pp. 14-15; de Wee 2003: pp. 16-17):

- Development plans;
- Strategic plans;
- Business plans;
- Departmental annual operational plans;
- Performance contracts for senior managers;
- Individual performance and development plans for officials that are linked to strategic plans and job descriptions;
- Informal quarterly reviews and formal six-month or annual reviews of individual performance;
- Rewards and recognition systems;
- Dispute resolution and grievance procedures;
- Mechanisms for addressing poor performance;
- Bonuses or salary increments tied to reaching government's goals; and
- Annual reports that report on results achieved.

Long range planning requires collecting and analyzing information related to demographic forecasts, economic trends, and financial projections. Information also needs to be collected on anticipated social and cultural changes, potential technological developments, and the impacts of globalization. Tools that are needed to support longer-range planning and business plan development include environmental scanning, trend analysis, identification of emerging issues, and scenario planning.

Some public servants, particularly those in senior management, are subject to the additional requirements of managing numerous accountabilities and managing in a policy and political environment. Nowicki notes that officials in these kinds of positions must be able to manage “down”, that is to provide policy direction and management to the department and to manage “up” that is to provide support to the minister and to ensure that priorities and programs of the executive are implemented promptly and properly (Nowicki 2000: pp. 2-3). He also notes that senior managers are expected to manage horizontally with officials in other departments and agencies. They must be able to work in cross-government teams

to develop integrated policies and programs that focus on customers and quality services (Nowicki 2000: pp. 3-11).

### **5.5.2 Communication Systems and Processes**

Strategic communication is an important component of the machinery of government in Canadian provinces. This component entails ensuring that the function is properly located and properly supported. When governments neglect the strategic communication function, they run the risk of spending onerous amounts of time of senior level officials and elected office holders responding to negative media stories and erroneous information. Internal government communications may be weak, the progress of the government in implementing programs may be poorly publicized, and the benefits of the programs to clients may not be well-known. As well, strategies to promote the province locally, nationally and internationally may be lacking.

Governments often find the best location for the strategic communication function is in the Office of the Premier (Government of Alberta. 2004: Power Point Presentations on the Public Affairs Bureau). This location provides best access for the head of communications to involve the cabinet secretary and relevant department head in preparing and overseeing communications strategies. The head of communications should also be centrally located for issues management responsibilities and managing communications crises. Communications officials can also be located in departments but responsible to the central agency unit for direction on strategic communication matters.

A communications strategy is a detailed analysis of all relevant communications issues as well as a plan for communicating with key audiences and responding to concerns raised by the public. Preparation of a communications strategy may include answering the following questions (Government of Saskatchewan. 1998: p. 37):

- What are the strategic considerations that influence the communications approach?
- What are your communications goals and objectives?
- What is the key communications message?
- What have the key stakeholders been doing and what is likely to be their response?

- What type of response is most suitable for their anticipated reaction?
- How will individual members of the public respond to the message?
- Does the strategy meet the needs of the minister, Cabinet, the department/ agency?
- Does the strategy fit with the government's priorities and themes?
- Is the strategy adequately co-ordinated with other activities of government?
- What specific activities and tools will be used to communicate the message?
- What are the time lines for communicating the message for each of the activities?
- What tools are to be used?
- What is the source of funding for each component of the action plan?
- How will the effectiveness of the communications efforts be measured?

Strategic communications requires all departments to have communications officials on site and communications budgets. Communications officials need to be skilled in strategic communications planning, communications project management, practical and creative media relations, speech writing, issues management, crisis communications, and web communications. To ensure one government-one voice, communicators across government and often working in conjunction with other governments must be able to co-ordinate key messages and collaborate in planning and implementing communications strategies.

## **5.6 EFFECTIVENESS AND EFFICIENCY OF THE MACHINERY OF GOVERNMENT**

In their discussion of the functions of government Schacter and Haid (1999: pp. 3-4. <http://policyresearch.schoolnet.ca>) identify the cabinet system as the primary mechanism for supporting the functions of government. They point out “that the quality of a cabinet decision-making system may be measured by the degree to which it meets cabinet's needs for information and ideas, and the degree to which it meets needs for information and ideas efficiently.”

Robertson (1971: pp. 487-508), a former cabinet secretary of the Canadian Privy Council Office explains that the purpose of the cabinet system is to enable the executive to make decisions collectively about the objectives, programs and policies of government in a way that all members jointly take responsibility for the result. He further explains that each

member needs to understand the issues, the solutions, and the implications well enough and far enough in advance to help shape the result.

Methods that enhance efficiency and effectiveness assist in keeping the amount of time involved in reaching decisions to a minimum. Mechanisms that Canadian provincial governments have found to enhance effectiveness and efficiency are listed below. These have been identified in the cabinet policy and procedures manuals of Canadian provinces (Private Communication) and in the review of cabinet systems undertaken by the Canadian cabinet secretaries (Privy Council Office. 1998: pp. 1 – 149). As well some of them have been identified by current or former cabinet secretaries (Bogdasavich 2003: pp. 10-12; Marchildon 2001: pp. 1-8; Nowicki J. 2000: pp. 3-11), the Canadian Privy Council Office (Privy Council Office. 1999: p. 34) and the Secretary to the President and Cabinet. of Malawi (2000: pp. 1-16).

#### **5.6.1. Approaches to Effectiveness and Efficiency**

Because the cabinet system is closely tied to other central agency systems, its effectiveness and efficiency is part of the effectiveness and efficiency of the overall machinery of government. Identifying indicators for measuring the performance of the machinery of government depends to some extent on the size, complexity and stage of maturity of the systems.

- ***Performance Measurement*** - The indicators may be qualitative or quantitative. For the Privy Council Office of the Government of Canada the desired result is good government achieved through the provision of the best non-partisan advice and support to the prime minister and cabinet. Elder (1997: p.10) notes that the Privy Council Office will be accountable for:
  - Providing policy advice and support to the prime minister and to other ministers within the prime minister's portfolio, including the deputy prime minister, the president of the Queen's Privy Council for Canada, the minister of intergovernmental affairs, the leader of the government in the house of commons, and the leader of the government in the senate;



- Ensuring the efficient operation of the cabinet decision-making process in accordance with the principles of responsible government, as well as the prime minister's design;
  - Ensuring interdepartmental co-ordination on major policy issues supporting the government's priorities;
  - Ensuring interdepartmental co-ordination and leadership on public service reform initiatives to support government priorities; and
  - Providing cost-efficient systems to handle the volumes of correspondence that Canadians address to their prime minister.
- **Efficiency** - If one were to apply time frames to the steps in the rational decision making process illustrated in Figure 4, one would find that the minimum amount of time required for a policy proposal to pass through all of the steps is six to eight weeks or more (Private Communication). Each step also requires document preparation and review. A major challenge of institutionalized systems is achieving an appropriate balance between the right amount of information to make a knowledgeable decision and a reasonable amount of time and effort to gather, synthesize, analyze, and debate policy and arrive at a decision.

### 5.6.2 The Memorandum to Cabinet

A concise, clearly written memorandum for Cabinet that requests a policy decision or approval of an implementation plan is the primary instrument for ensuring a minimum amount of rigour in policy development and implementation. It can be used to ensure that appropriate advance consultation occurs and the development of politically sensitive, effective policies, programs, and regulatory instruments. Order of presentation of information can vary from government to government to suit the premier's or cabinet's preference, however, the content of the memorandum should be consistent and formats standardized for each cabinet system. The content of memoranda for cabinet generally includes (Privy Council Office. 2000: pp. 1 – 81):

- The recommendation(s);
- The justification for the recommendation(s);

- Other options and an explanation of why the recommendation is superior to other options;
- Identification of who the decision will affect, how different groups will be affected, and how the government will respond to specific concerns;
- A description of consultations undertaken and the results of the consultations; and
- An outline of the main features of the implementation and communications plans.

Appendices, attached to the memorandum and that include policy and financial details, provide the information necessary for a thorough analysis by officials and cabinet committees. The information in the appendices may (Saskatchewan Executive Council, 2004: pp. 53 -67):

- Describe the proposed policy or action plan including an overview of the problem or opportunity being addressed and the purposes that the solution is expected to achieve;
- Provide a full analysis of implications including policy, financial, legal, legislative, interdepartmental, intergovernmental, political, environmental, economic, and social implications;
- Identify groups affected and the manner in which they are affected;
- Explain effects on gender equality, and any differential impacts on specific groups;
- Identify the effect on government;
- Present and analyze realistic alternatives;
- Provide an implementation plan;
- Provide an evaluation plan; and
- Provide a detailed communications strategy.

### **5.6.3 Structures**

Structures that support the machinery of government can contribute to the effectiveness of policy analysis and decision-making. These often include (Privy Council Office, 1998: pp. 1 -149):

- Committees to support policy analysis and co-ordination. These may be committees consisting of ministers and/or committees made up of senior officials and subject matter specialists;
- One or more secretariats that can support the committees and prepare materials for cabinet; and
- A central policy unit that can support the premier and cabinet committees as well as collaborate with policy units in departments.

#### **5.6.4 Planned Interdepartmental Co-ordination**

Mechanisms that foster horizontal policy development are required. Such mechanisms include (Sproule –Jones 2000: pp. 93 -109; Nowicki 2000: pp. 1 -14):

- Committees of department heads and of members of the senior management service to foster corporate thinking and provide opportunities for stimulating broad thinking on issues of a cross-cutting nature;
- Interdepartmental technical committees, steering committees, task teams, and work groups, involving two or more departments and/or agencies to scope out issues and develop terms of reference for the tasks required;
- Senior officials to guide the work as it progresses and reach consensus on specific components;
- Public servants to prepare submissions for policy review committees, obtain approval of senior officials and relevant ministers, and finalize items for cabinet committee or cabinet decision; and
- Remuneration schemes that provide incentives for horizontal policy and program development and integration.

#### **5.6.5 Linkages**

Linkages are needed between the various parts of the cabinet system (Executive Council of Saskatchewan. 1998: pp 15 -23).

- Linkages can be made informally through the development of strong working relationships and networks and formally through planned appointments, attendance opportunities, and processes.

- Strong links between the government's priorities and expenditure allocations must be clearly established if government priorities are to be achieved.
- Linkages are essential at both the officials and ministerial levels to facilitate the necessary co-ordination and integration.

A handbook such as the one developed by the Malawi Government that describes the major functions, roles and linkages can be a helpful tool for managers and key role players in understanding the various relationships, roles and responsibilities (Secretary to the President and Cabinet of Malawi 2000: pp. 1 - 10).

#### **5.6.6 Skilled Management and Skilled Public Servants**

Productive working relationships between the minister and the head of the department also enhance effective decision-making. Public servants must also be able to provide enhanced program and service delivery. They must have the competencies needed to meet present and future needs in public administration. Training and learning strategies, leadership, and institutions that can provide appropriate learning opportunities must support these two priorities.

Appropriately qualified personnel are needed in the secretariats that support cabinet and the cabinet committees. Competencies that the Privy Council Office has identified as essential for these personnel include (Privy Council Office 1999: p. 34):

- The ability to prioritize;
- The ability to balance the political and bureaucratic aspects of government and policy;
- Sound judgment and discretion;
- Knowledge of how government works;
- Aptitude for policy;
- Strong writing skills, including sensitivity to the target audience;
- Strong interpersonal skills;
- Ability to work under pressure; and
- Creativity.

### **5.6.7 Procedures that Support Informed Decision-Making**

Procedures that enhance effectiveness include:

- Ensuring that all ministers have the same facts, analysis, and options in a manner that is easily understandable;
- Ensuring that all ministers have an opportunity to provide their opinions, concerns and assessment;
- Ensuring that the corporate interest supersedes the departmental or ministerial interest in policy proposals and that all issues are addressed;
- Resolving differences among departments, officials, and/or ministers so that policy proposals address the issues of concern to both those accountable for making the decisions and those who must implement them;
- Ensuring that only items that need to be considered by cabinet or a cabinet committee are accepted and placed on an appropriate agenda;
- Ensuring that the cabinet secretary and first minister are briefed on current issues and upcoming proposals; and
- Prompt communication of cabinet decisions to heads of departments.

### **5.6.8 Useful Mechanisms and Tools**

Mechanisms and tools that have been found to be useful include:

- A schedule for cabinet and cabinet committee meetings enables ministers and officials to block time for meetings in their diaries and set deadlines in advance;
- Meetings with well-prepared agenda items and well-briefed chairpersons strengthen the review phase of policy proposals;
- Mandate letters for ministers and terms of reference for cabinet committees assists in clarifying responsibilities;
- Planning meetings, retreats, and technical briefings that support the policy process. Regular planning meetings at both the political and bureaucratic levels that undertake long-term planning as well as monitoring progress in meeting short and medium term goals are essential components. Annual cabinet retreats, for example, provide cabinet with the opportunity to review its progress to date, the challenges before it, commitments that are outstanding, and financial and other constraints.

The outcome of these retreats can be direction on priorities for the next year and on matters that need immediate attention. Caucus retreats provide the government's caucus with an opportunity to review the government's progress to date, the challenges before it, commitments that are outstanding, and political issues. The outcome of these retreats can be direction on political strategies for the next year;

- Technical briefings of ministers, cabinet committees and cabinet that help decision-makers understand the technical aspects of very complex issues;
- Project management tools that support the policy development, implementation and evaluation processes. These include Gantt charts, work breakdown structures, tracking systems, checklists, schematic maps, organization charts and standardized formats for policy documents and reports;
- Templates that synchronize the planning, budgeting, and political cycles of government within one's sphere of government and for all spheres of government help provide a larger picture of deadlines and pressure points;
- Strategic plans, service standards and performance measurement systems help governments focus their efforts, control quality, and determine results; and
- Tracking systems that enable monitoring of progress on implementing commitments made in the party's platform during the election and in the throne speech assist governments in focussing on priorities.

### **5.6.9 Policy Evaluation**

Policy evaluation that entails both ongoing and periodic reviews help ensure governments set and reach goals and make changes when necessary. These reviews may be qualitative and/or quantitative and may use mechanisms such as commissioned reviews by external consultants or researchers, peer reviews, interviews, expert committee analysis and reports, complex surveys, etc. Ongoing reviews might include:

- Comparisons of government-wide, departmental, and individual results to preset targets;
- Progress made in developing or implementing policy to desired milestones.
- Comparisons of service quality to predetermined standards including examining the results of client-satisfaction surveys.
- Assessments of the relevance, effectiveness and efficiency of policies.

#### **5.6.10 Conflict Management**

Bogdasavich (2003: pp. 10-12) has identified the following sources of tension that can be expected in a decision-making, political, policy, accountability environment:

- Conflicts between elected office holders and the public service;
- Conflicts between parastatals and elected office holders;
- Conflicts between financial analysts and policy analysts;
- Conflicts between central agency policy analysts and line department policy analysts;
- Conflicts between different spheres of government; and
- Conflicts between senior managers and provincial or national auditors.

Premiers, Cabinet secretaries, ministers, and heads of departments all have roles to play in resolving and managing tensions promptly.

#### **5.6.11 A Culture of Public Administration**

Marchildon (2001: pp. 1-8), Cabinet Secretary for Premier Romanow believes that the following cultural characteristics of public administration contribute to effective machinery of government:

- ***A sense of excitement*** – This sense can be created by a reform-oriented policy agenda that attracts the best and brightest public servants who are challenged and stimulated by working on matters of importance.
- ***A constructive partnership in policy formulation*** – Both the Cabinet and the senior officials of the government work closely together to set priorities and achieve goals;
- ***Sound public administration*** – Public administration that is creative in policy formulation, that is practical, and that is fiscally prudent in terms of program implementation and management;
- ***A solid public service*** – Recruitment and promotion of officials that takes into consideration potential as much as past experience and demonstrated knowledge;

- *A learning-based culture* – Opportunities to learn within the organization and outside of government.
- *Expertise within government* – People that have one or more of four types of expertise:
  - *Subject matter expertise*, which is expert knowledge of a specific specialization as well as of various aspects of the province and the society;
  - *Managerial expertise*, that is the knowledge and skills required to manage people and resources;
  - *Leadership expertise*, with some people having the ability to influence members of the organization to work together to achieve a common goal and to excel in the process; and
  - *Integrative expertise* - Integrative expertise is partly the ability to identify the few policy ideas that will bring about substantial change in the quality of life of members of the society and to develop and implement them. It also entails a strong understanding of the many parts of government and the linkages between them plus the ability to co-ordinate the various parts to achieve government goals vs. organization-specific goals.

#### **5.6.12 Tracking and Monitoring**

While it is important to ensure that cabinet's decisions are implemented, cabinets should not spend an excessive amount of time monitoring implementation and should not use the time of key officials to track anything but the most significant decisions. To do so would divert time that should be spent on the truly important matters that department heads and others should be responsible for doing. The decisions cabinet needs to monitor are those which relate to the implementation of major priorities and to any initiatives that are politically sensitive. Some matters that cabinet may wish to monitor include (Bolton 2003: p. 26)

- The real effect in human terms, that is whether people's needs are being met, whether services are appropriate, efficient, and in some cases competitive, the impact on employees and unions, and in some cases overload resulting in gridlock;



- Time frames and completeness of implementation;
- Pace of implementation and whether the pace needs to be speeded up or slowed down;
- How to provide additional support to those who need it;
- Perceptions and expectations and how to respond to them;
- Cumulative impact on population group or geographical area;
- Needs not being met while change is taking place;
- Adverse effects of overall good changes on small groups of people;
- The need to retool to deal with the impacts of interactions and events that could not have been anticipated in advance because of the dynamic environment; and
- Risks and advantages of “quick wins” vs. “long term gains.”

## **5.7 CONCLUSION**

Discussions in previous chapters indicate that governments in South Africa and Canada operate in the public administration environments described by Bekker. Both South Africa and Canada have written constitutions; both use democratically elected decision-makers; both require legislative authority for government action; and both operate in economic and social environments. As well, both South African and Canadian governments have executive and legislative functions and both use executive councils (cabinets) with the members of these councils drawn from the members of the parliament or legislative assembly. These similarities provide a common foundation for twinning relationships in public administration.

The South African provinces identified putting in place and strengthening the machinery of government as the needs they wished Canadian provincial governments to help them meet. Given the differences between the Canadian provinces and the preferences of different prime ministers and premiers, there are many options for South African governments to consider in selecting systems or elements of systems that they may wish to adapt to fit the circumstances of their own provinces.

The design of a twinning project should facilitate a better understanding of the range of options available to support decision-making and a comparison between the different options by:

- Enabling representatives from the South African provinces to visit Canadian provinces to compare the systems in operation and to determine the strengths and weaknesses of various features;
- Allowing the South African provinces to develop individualized systems that meet the needs of their own premiers, party, elected office holders and senior officials.

Some options in Canadian systems may not be appropriate for the South African system. Options such as variations in the number of members premiers appoint to the executive council, appointing non-members of executive council to cabinet committees, and the application of the principle of healthy tension in decision-making may not work in an environment where:

- The constitution prescribes the number of members of executive council permitted;
- There may be a real or perceived conflict between a member of the legislature participating in decision-making by serving on a cabinet committee as well as scrutinizing the decisions of the executive in the assembly, and
- There are efforts underway to minimize tension and foster co-operation within government as well as to promote co-operative governance.

The institutionalized Cabinet system of interest to South African premiers and directors general that had visited the Canadian provinces in 1993 facilitates policy development and policy implementation. Professional, competent, client-sensitive, and accountable public administrators, however, are key resources for effective, efficient policy implementation. The twinning relationship between South African and Canadian governments, therefore, emphasized:

- Coaching and supporting South African provincial public servants in the development, co-ordination and implementation of new policies, the use of communications strategies and methods, and the application of new processes, procedures, and tools;
- Assisting public servants new to policy implementation reduce the overall tasks before them to manageable projects;

- Helping them set goals and performance indicators that are more realistic for developing situations; and
- Strengthening competencies, confidence, and capacity in South African public servants.

The time implications of rational decision-making systems must be carefully considered. If the time required to obtain decisions is considered to be too lengthy by either elected office holders or senior officials, users may seek ways of circumventing the procedures. In a co-operative government context, unduly long processes in one government can also cause delays for other decision-makers. Of particular interest are the mechanisms used to enhance effectiveness and efficiency in government decision-making systems. These include all of the instruments, structures, linkages, and approaches that different Canadian governments have used successfully.

The Institute of Public Administration of Canada's most recent "Statement of Principles Regarding the Conduct of Public Employees" reflects the evolution of a public administration culture in Canada. These principles, in combination with the principles of ministerial responsibility, merit, equality, and accountability entrenched in government values, and the attributes identified by Marchildon, describe the professionalism and ethics of Canadian public servants. Because the culture has evolved over many years, Canadian public servants are indoctrinated in and experienced in applying these principles and values to public administration on a daily basis. Canadians should be more experienced at following them and in a position to assist their South African partners identify the nuances in their application.

The twinning relationships established supported:

- Opportunities for South African public servants to meet their counterparts in Canadian provincial governments to observe how the principles and values are applied;
- Opportunities for Canadian public servants to demonstrate how to apply the principles and values in their work with South African public servants;

- Opportunities for South African public servants to share with their counterparts in South African provinces what they have learned and discuss ways of applying it in South African situations;
- Opportunities for sharing information and building knowledge networks among and between South African and Canadian provinces; and
- Strengthening relationships between professional public administrations associations such as the Institute of Public Administration of Canada (IPAC), the South African Association of Public Administration and Management (SAPAAM), and the Commonwealth Association of Public Administration and Management (CAPAM), as well as developing other professional relationships in order to share knowledge and reinforce best practices in public administration.

The *Canada South Africa Provincial Twinning Project* began with a strong foundation established by the previous Canadian governance projects. Flexible, learner-centred, twinning relationships that foster mutual sharing of information and analytical questioning of systems, processes and procedures and that build on the existing foundation provided public servants with the opportunities to strengthen public administration in their own provinces. One of the biggest challenges for the participants was to be neither too prescriptive nor too judgmental on approaches to be used or strengths and weaknesses of a particular approach.



## **CHAPTER SIX**

### **TWINNING AS AN INSTRUMENT OF CAPACITY BUILDING**



## **CHAPTER 6**

### **TWINNING AS AN INSTRUMENT OF CAPACITY BUILDING**

#### **6.1 INTRODUCTION**

Academic, health, cultural, sports, religious, government and non-government organizations, among others, use the instrument of twinning. Twinning is a useful mechanism when information is to be shared, when capacity needs to be built, and when partners wish to advance mutual interests. Twinning can be a particularly effective tool in strengthening capacity in governance because the work done in the public sector often may not be done in the private sector, or not done under the same constraints as in the public sector.

This chapter provides a brief overview of twinning as an instrument of capacity building. It examines the manner in which several organizations have used twinning programs. It reviews the lessons they have learned, the benefits they have perceived and the challenges they have faced. The methodology different twinning projects have used and the factors that they have found to be crucial to success are also examined. A description of the Canada South Africa Provincial Twinning Project is provided in this chapter, as well as a comparison of the Twinning Project's practices to the best practices identified in other twinning projects. The design of the Twinning Project is examined and the implications for implementation are explored.

#### **6.2 SEVERAL AGENCIES' EXPERIENCE WITH THE TWINNING MODEL**

A definition of "twinning" is helpful in understanding the purpose and nature of twinning relationships. O'Connor (2002: [www.icad-cisd.com/pdf/twinning](http://www.icad-cisd.com/pdf/twinning)) has provided the following definition of "twinning":

*"A formal, substantive collaboration between two or more organizations where 'formal' refers to an agreement (either verbal or written), 'substantive' means that the interaction is significant and that it lasts for a significant period of time; and 'collaboration' means that the organizations work together on a specific project or to exchange information or skills."* 2002: [www.icad-cisd.com/pdf/twinning](http://www.icad-cisd.com/pdf/twinning).

This definition is relevant to the *Canada South Africa Provincial Twinning Project* because in the Twinning Project the partners moved to formalizing their relationships, the time frame for project work spanned several years and focused on achieving results, and the relationship was based on co-operation and collaboration.

#### **6.2.1 Experience of the Interagency Coalition on AIDS and Development (ICAD)**

The following benefits, challenges and success factors of twinning relationships experienced by the *Interagency Coalition on AIDS and Development (ICAD)* have been documented as follows (O'Connor 2002: [www.icad-cisd.com/pdf/twinning](http://www.icad-cisd.com/pdf/twinning)):

- ***Benefits:***

- Capacity building;
- A broadening of horizons;
- Relationship building;
- Networking;
- Collaboration;
- Solidarity;
- Identification of best practices;
- Building a global movement; and
- Increased program effectiveness.

, ,

- ***Challenges:***

- Finding the right partner;
- Lack of appropriate infrastructure within an organization;
- Sustaining the relationship;
- Dealing with more pressing priorities; and
- Resolving conflicts that may arise.



- ***Success Factors:***

- Twinning must be endorsed at the highest level of each participating organization if the partnerships are to be successful;
- Each organization must have, at the outset, a clear sense of why it is embarking on a twinning project, what it hopes to gain, and what it expects to contribute to the relationship; and
- Each organization must have a strong commitment to the shared vision, a willingness to devote the necessary time to the joint activities, and the organizational capacity to take on the additional work that the partnership will require.

## **6.2.2 Experience of the Federation of Canadian Municipalities (FCM)**

The Federation of Canadian Municipalities, the national organization representing municipalities in Canada, has a partnership program that twins Canadian municipalities with municipalities in other countries (Giroux 2002: [www.icad-cisd.com/pdf/twinning](http://www.icad-cisd.com/pdf/twinning)). The Federation works closely with the national association of municipalities in the partnering country. The Federation's program begins with a diagnosis and consensus on needs to be addressed. After this process is complete the partners exchange knowledge and skills and may work on developing systems and procedures and/or organizational change. The Federation's program is demand driven. The partners identify the needs, determine the results to be achieved and identify the indicators to measure progress. Projects involve the municipal governments, the community and the private sector. Specific characteristics of the Federation's program are:

- The primary methods used to build capacity are technical exchanges and training;
- The program twins peers, that is municipalities with municipalities;
- Project participants are all volunteers;
- Replication of successful models and dissemination of lessons learned are important elements of the program; and
- HIV/AIDS is mainstreamed into its municipal partnerships.

Giroux has identified the following lessons that the Federation has learned from its twinning program:

- Partnerships work best when all key role players are involved and when there is a champion among the role players;
- The participants relate to each other well because they are peers;
- Partnerships are cost-effective because of the use of volunteers and because of the leveraging of resources from communities;
- The project's sustainability is directly related to the partners' ownership of the project; and
- The partners generally adapt to change well and are highly responsive.

### **6.2.3 Experience of the Canadian Society for International Health (CSIH)**

The Canadian Society for International Health (CSIH), a national non-government organization, promotes improvement in health status in Canada and other countries. One of its programs encourages the development of twinning partnerships between Canadian organizations and organizations in countries that are trying to address local HIV/AIDS priorities. The project uses practitioners and matches them on the basis of similar expertise. Activities that may be funded include:

- Skills building;
- Developing networks on specific topics;
- Application of best practices;
- Development of intersectoral strategies to address the determinants of health;
- Innovative educational programs to reach populations at risk: and
- Efforts to reach under-represented populations.

Jones (2002: [www.icad-cisd.com/pdf/twinning](http://www.icad-cisd.com/pdf/twinning)) identified lessons that CSIH had learned from its twinning projects and lessons that the partners had learned. Lessons that CSIH had learned include:

- Twinning projects can be launched and implemented at relatively little cost;
- Twinning projects encourage two-way sharing of information;

- Twinning projects promote capacity development; and
- Twinning projects provide insight, exposure, vision, ideas, strategies and a broader view of the HIV/AIDS pandemic.

The partners identified many of the same lessons that O'Connor identified in ICAD's twinning work, such as both partners needing to have a clear understanding of what is to be achieved and a common purpose. They also corroborated the need for both partners to have the capacity to undertake the twinning and agreed that the participating organizations must be willing to devote substantial time and resources. The partners also identified the following lessons that they had learned:

- The project must respond to the needs of all of the partners;
- Projects need more time than one thinks at the outset to learn about one another and how to work with the other's culture;
- It is important to obtain buy-in of all stakeholders at the beginning of the project; and
- Partners must be flexible about how the project unfolds.

#### **6.2.4 Experience of the Swedish International Development Agency's (SIDA)**

Jones (2003: pp. 1, 2) examined the Swedish International Development Co-operation Agency's use of twinning as a tool for sustainable organizational capacity building. He found that twinning projects produce successful outcomes in the enhancement of professional/technical results.

He found the following potential limitations in the use of the twinning model:

- Competencies may not be sustainable when the twinning project ends;
- Twinning projects can produce dependency in the developing country partner; and
- Other instruments may be able to achieve the same results at less cost.

Jones suggested including the following elements in twinning projects' design to capitalize more fully on the potential of the twinning instrument:

- Ensuring that twinning projects include in the framework the development of an organizational learning culture to be specified in the project outcomes and evaluated as part of capacity development;
- Ensuring that twinning projects are understood as a major organizational change process - this demands flexibility in the planning, implementation and evaluation of twinning projects;
- Providing opportunities to debate the meaning of the project - such debates foster a common understanding among key role players of the meaning of sustainability, institutional capacity building, and organizational learning;
- Ensuring that leadership in both partners is complementary;
- Viewing twinning as organizational co-operation in which the twinned organizations carry equal responsibility as partners for all aspects of co-operation;
- Ensuring that the sponsoring organization makes its overarching development goals and requirements very clear at the outset;
- Ensuring that the twinning project does not result in a pocket of enhanced organizational capacity within an unchanged hierarchy; and
- Ensuring that the twinning project provides developmental opportunities for staff within the organization.

#### **6.2.5 Experience of the Previous Canadian Governance Projects in South Africa**

From the Policy Support Project and the Programme on Governance (POG) several lessons were learned and best practices identified (Sutherland1999: pp. 1-78). These include:

- Use of a practitioner-to practitioner approach;
- Developing and strengthening the knowledge and skills of the practitioners in the developing country;
- Honesty, humility and openness in sharing information including sharing failures as well as successes;
- Flexibility in program implementation;
- Professional standards including willingness to learn and develop a strong knowledge base;
- Promptness, follow-up, and rigour;
- Well-planned and executed activities with attention to relevance and detail;

- Building new learning into each subsequent activity;
- Careful selection and briefing of participants; and
- Never prescribing the solution, but working together on developing a solution.

The Programme on Governance also found that twinning relationships take time and effort to foster and mentor. However, once developed, they have a multiplier effect through the network of contacts established, relationships developed, and sharing of expertise that occurs.

#### **6.2.6 Experience of the Manitoba Government and the Government of Trinidad and Tobago**

The Project Manager for a CIDA-funded and IPAC-administered capacity-building project on governance between the Government of Manitoba, Canada and the Government of Trinidad and Tobago has found that careful attention must be paid to the selection of participants, the application of knowledge, and the communication of expectations. (Conyette 2000 – 2004. Personal Interviews). To assist in communicating expectations, Conyette has developed and provides to both partners and participants the terms and conditions for attendance at training programs. He has also developed guidelines for selection of candidates and requires all potential candidates to compete for training opportunities.

The competition includes an interview and a written application. All candidates are interviewed using the same set of questions and each question is scored individually. The written application must include

- Submission of a candidate profile (name, job title, work address, educational background, work experience, job responsibilities);
- A description by the potential candidate of his or her training needs and how the knowledge gained will be applied. This description must include:
  - The candidate's area of interest, the training required, and the reasons for requesting training in the selected area;
  - A description of the project that the candidate intends to implement upon return to the Government of Trinidad and Tobago;

- Explanations of how the project contributes to meeting the government's goals and objectives;
- Identification of results using CIDA's Results Based Management formats;
- Reasonable assurance that the project can be implemented within a realistic time frame; and
- Evidence of approval of the proposed project by the employee's supervisor.

Participants who have received training are expected to continue working for the sponsoring organization for at least three years following training. After they have been trained they must submit bi-monthly reports that indicate:

- The results achieved;
- The status/percentage towards completion;
- Changes that have occurred in the workplace as a result of the training program;
- Current problems and any reasons for delays,
- Potential problems and implications; and
- Corrective action required.

#### **6.2.7 Assessment of the Twinning Model by the Bergen Seminar on Development**

The Second Bergen Seminar on Development, sponsored by the Chr. Michelson Institute, Norwegian Ministry of Foreign Affairs and the Norwegian Centre for Partnership in Development, and held near Bergen, Norway in March 1999, examined the instrument of twinning from several perspectives (Ofstad 1999: pp.1 – 9, 33 -44). Participants noted that the instrument involves partnerships, mutual learning from shared experiences, and creation of learning organizations.

The participants identified the following potential strengths and benefits of a twinning approach:

- The ability to provide a broad range of relevant services;
- Similarities of corporate identity and institutional mandates in partners;
- Relevant competencies and skills in the 'incoming' partner;
- Greater prospects for collegiality arising from organizational similarities;

- Easy, effective interaction;
- Better access to governments;
- A forum for the exchange of professional skills and creation of an international praxis;
- Increased credibility and legitimacy in relation to reform processes;
- Support and autonomy for risk taking;
- Opportunities for international co-operation and the sharing of knowledge, and for “breaking down barriers between problems and approaches in developed and developing economies”;
- Increased confidence and flexibility;
- Adaptability to unpredicted factors;
- Possibility of instilling a sense of pride and the will to achieve; and
- Possibility of developing management capabilities.

They also identified the following potential risks and weaknesses:

- The developing country partner may be interested in benefits other than learning such as access to difficult to obtain physical resources (vehicles, computers); unusual opportunities for individuals to further their careers via expensive education and training and foreign travel; status related to working with a donor over a period of time; enhancement of organizational confidence that comes from the backing of an empathetic partner and the stimulus of working with a wider range of fellow professionals;
- The developed country partner may be more interested in benefits other than strengthening its developing country partner such as:
  - Significant, stable income generation over long periods;
  - Opportunities for expanding professional competence;
  - Opportunities to provide some staff members with professional challenge, overseas travel, and financial reward; and
  - The possibility of achieving an international profile;
- Partners may be incompatible – political, geographical, social, cultural, technological, structural, managerial, etc.;
- The “developed” twin may assume a position of superiority in the relationship and expect a passive, dependent partner;

- The twinning may become “arrangements among friends”;
- Dependency or resentment may occur;
- A twinning project may operate in an organizational vacuum strengthening a single component of an organization that has not changed;
- There is a high possibility of the individual that has received training leaving the organization and the organization losing the benefits gained;
- The strength of belief in the twinning may limit or discourage exploration of other ways of constructing a viable organizational co-operative project;
- It may be difficult for the aid agency to evaluate and terminate a twinning project; and
- There may not be development of a culture of learning including strengthening individual competencies and valuing the developing of a learning organization.

The results of the workshops at the Bergen Seminar yielded a number of recommendations, including recommendations for critical elements in the application of the twinning instrument and ways of maintaining the vitality of the twinning relationship. Some of their recommendations were (Ofstad 1999: pp. 1-19):

- Emphasize equal partnership rather than provider-client relationship;
- Emphasize organizational development and sustainable organizational capacity building;
- Ensure that partners are well matched including system compatibility, pace and direction of governance reform, infrastructure, language, and any other relevant factors;
- Identify the most pressing needs of the developing country partner – technical, organizational, managerial, and/or other needs;
- Ensure that the developed country partner has an understanding of the key issues, the aims of development, and is committed to their realization;
- Ensure that officials have the appropriate qualities. These qualities include a clear understanding of and commitment to the major aims of development. They include the capacity to understand and analyze the broader organizational and managerial issues as well as technical issues and some ability to assess issues of strategic significance. Officials must also have good interpersonal and cross-cultural skills, patience, tact, energy, and tenacity.



- Ensure that everyone understands that the project will likely have wide-ranging implications for the organization and address the challenges in pre-project dialogue;
- View activities as learning opportunities;
- Identify phases of co-operation so that a coherent schedule is seen and the project has a natural end;
- Question and reflect; and
- View the nature of the relationship flexibly.

### **6.3 THE EUROPEAN UNION'S EXPERIENCE WITH TWINNING PROGRAMS**

The European Union's twinning projects are governance projects. The Union's use of twinings therefore is of direct interest to the Canada South Africa Provincial Twinning Project because the relationships are between governments of different countries.

#### **6.3.1 Purpose of the European Union's Twinning Program**

The primary purpose of the European Union's Twinning Program is to help the candidate countries strengthen their capacity so that they can meet all of the obligations of membership in the Union. A second purpose is to shorten the time frame that a candidate country needs to meet the eligibility requirements. By being able to adopt, implement and enforce all of the obligations of belonging to the European Union, countries are able to obtain for themselves the maximum benefit from joining the Union. They are able to contribute to strengthening the Union, and are not a burden on other members.

Before non-member states are allowed into the European Union, they must meet specific requirements. The requirements for participation in the European Union are (European Commission. 2002: p. 9):

- Strengthened democracy through stability of institutions, the rule of law, protection of human rights, and respect for and protection of minorities;
- The existence of a functioning market economy, as well as the capacity to cope with competitive pressures and market forces within the Union; and

- The ability to fulfill the obligations of membership, including adherence to the aims of political, economic and monetary union.

### **6.3.2 Institutional Support Provided**

The European Commission (2002: p. 9) is responsible for administering the European Union's Assistance Programme, including the twinning program. This Commission has established a set of guiding principles for the twinning program. These principles require the candidate countries to choose the country or countries with which they wish to partner. The purpose of the twinning must contribute to meeting one or more of the requirements of joining the European Union. The focus of both the candidate country and the partner country must be on achieving results and at the end of the project the candidate country must be able to assume full responsibility for continuing the work undertaken, including funding and maintaining new systems. Both partners must agree in advance to specific responsibilities and obligations. The candidate country must provide the funding for the project and the changes introduced and the partner country must provide the necessary assistance. All twinning projects require detailed work plans with benchmarks to measure progress. Projects are monitored regularly against the benchmarks.

The Commission is responsible for ensuring that there are framework agreements with each of the member states and that the legal, financial, and procedural requirements for operating twinning projects are in place. In conjunction with the candidate countries the Commission sets the priorities for twinning projects and the allocation of funds for such projects. It organizes the process for selecting partners, provides advice on work programs, controls the quality of the projects, approves twinning covenants, and monitors and evaluates twinning projects. Its Steering Committee reviews all work plans, the twinning agreements (covenants) and related documents and approves those that meet the requirements.

The Commission has established a network of national contacts to work with the Commission in the twinning program. Each member state and each candidate country appoint a person to represent them, to liaise with their own administration and to ensure the flow of information through the network. Each existing member of the Union that participates in the twinning program provides support by appointing a project leader. This leader is responsible for conceiving, supervising and co-ordinating the implementation of the twinning as well as co-

ordinating all other work that is being undertaken with the partnering country. Each country also has a European Commission Delegation that is the first contact for reviewing work plans and solving problems. The Commission has developed detailed manuals, guidelines and templates for their twinning programs, all of which are readily available and can be downloaded from its website (<http://europa.eu.int/comm/enlargement/pas/twinning.htm>).

The target time frame for the establishing a twinning project, from initial selection by the Commission through identification of partners, and approval of work plans, twinning covenant and budget is six months.

The German International Development Agency's Twinning Office supports the Twinning Program by providing administrative support to countries that request it. This support reduces the amount of time project managers are required to spend on administrative tasks and includes (GTZ, 2002: p.1):

- Co-ordinating the acquisition and implementation of twinning projects. This includes drawing up twinning strategies and procedures;
- Making recommendations pertinent to European Union regulations and principles;
- Motivating institutions to get involved in twinning;
- Assembling a pool of experts;
- Taking part in presentations;
- Undertaking public relations; and
- Representing the interests of twinning partners.

Within the scope of a twinning project, the German Twinning Office can also:

- Prepare offers and submissions;
- Help prepare the partnership agreement;
- Assist with negotiations and preparation of budgets;
- Undertake project administration duties, results monitoring and backstopping;
- Help with reporting, project and financial management,
- Organize activities such as missions for experts, training workshops and seminars, and study tours;
- Operate as a paying agency for the partner institutions;

- Undertake project accounting and budget management;
- Co-ordinate the use of funds; and
- In its capacity as independent partner agency, implement projects and provide experts for projects from German federal or state-level administrations and agencies.

### **6.3.3 Selection of Projects and Partners**

The primary focus of the European Union's Twinning Program is to deliver results, more specifically results for the implementation of priority areas of the *acquis*. Candidate countries identify short and medium term priorities, specific targets and the means to achieve them. Projects may be identified that fall under any aspect of the eligibility requirements but must be within the public sector. The Commission encourages candidate countries to select projects that have relatively clear goals and where there already is an understanding of the nature of the solution; where the political will exists to put in place the necessary legislation for implementation; and where the resources required, that is financial and human, are available to work on the project and implement the results.

As a first step, the candidate country must assess its needs in relation to the priority areas for action set out in the Accession Partnership for each candidate country and in the corresponding National Programme for the Adoption of the *Acquis*. The candidate country submits a proposal to the European Commission. To identify a potential partner, the Commission circulates the proposal to member states. Member states are invited to propose ways of meeting the needs identified in projects included in the annual Commission funding allocation. The candidate country selects from among the member states who have responded to the invitation, one or more countries to assist it with the implementation of its project or projects.

### **6.3.4 Work Plan and Twinning Covenant**

The twinning partners, that is the member state and the candidate country, must sign a twinning covenant that commits each partner to jointly achieving the agreed upon results. The partners develop and agree on a detailed work plan setting out their respective

responsibilities for each step and the means to achieve it. The candidate country is responsible for ensuring that all conditions required to ensure success are met.

The work plan is a detailed document that must include all the actions needed to achieve the desired outcome, the measurable benchmarks/milestones related to the actions, the order in which actions must take place, and the person responsible for each action. The work plan must be accompanied by a time schedule and budget.

Specific requirements of the work plan and covenant are:

- Development of a logical framework;
- Definition of the intended results in such a way that they are clear, focused, achievable, and measurable. Results must be linked to the *acquis communautaire* by identifying how they make a specific and direct contribution to the pre-accession process;
- Identification of all components of large projects clearly and independently;
- Identification of benchmarks/milestones for the larger components of the project, that is, those that take a long time to complete. Examples of benchmarks are: establishment of a national body, adoption of a bill by a government and provision of resources;
- Identification of time frames for each component of the project, the project as a whole, and a critical path;
- Identification of controllable and non-controllable risks to the extent possible. Non-controllable risks include political risks and changes in government policy. Ways of minimizing the controllable risks are to be identified;
- Identification of project management responsibilities. This identification determines activities the member state's officials are responsible for and the activities the candidate country's officials are responsible for;
- Identification of staff inputs. Included in this category are documentation of political support and designation of a signatory who has the authority to make binding agreements on behalf of the government. Each country's project leader must also be identified as well as other relevant staff contributions;
- Identification of infrastructure requirements including office space, office equipment and services;

- Identification of the support system that will provide the necessary administrative and logistical support;
- Translation and interpretation requirements;
- Curriculum vitae of senior officials and main experts; and
- Reporting requirements.

The twinning covenant is a contract between the administrations of two countries. In this covenant each partner commits to specific tasks and obligations. The partners submit their work plan to the country European Commission's Delegation. The Delegation, in conjunction with the candidate country's Ministry of Finance's Central Financing and Contracting Unit, review the work plan and budget. If satisfied that it meets the requirements, it forwards the submission to the Commission for the consideration of the steering committee.

### **6.3.5 Financing and Financial Controls**

The European Community has provided funding and a budget to help candidate countries prepare for membership in the Union. Each candidate country has an allotment in this budget and twinning projects are financed out of each candidate country's allotment. For France, the average cost of a twinning in 1998 was 500,000 euros, which was to rise to one million euros in 1999 (Ministère de l'Économie, des Finances et de l'Industrie. 2002: p. 1).

The framework agreement between the Commission and each member state sets out the member states' conditions for releasing staff to provide expertise or serve as pre-accession advisors. One of the conditions is the reimbursement of the salary and expenses of the officials providing support as well as provision and funding of subsistence allowance, housing, insurance, travel costs, etc. The Commission has waived the usual tendering requirements in order to reduce administration and delays related to obtaining approvals.

### **6.3.6 Methods of Knowledge Transfer**

The European Union's Twinning Program uses secondments as its primary method of knowledge transfer. An existing member of the Union may loan one of its experienced

officials, on a secondment basis for a year or more, to the corresponding ministry of a candidate country. The loaned official, called a preaccession advisor, works on a project that assists the candidate country establish or strengthen the structures, systems, human resources and management skills needed to implement the acquis. This method is supplemented with short-term expertise training, support services such as translation and interpretation, and specialized assistance such as computer software. According to the need for training, twinning can also include traineeships for candidate country officials with administrations, schools and professional bodies in the member states.

### **6.3.7 Lessons Learned from the European Union's Twinning Programs**

The Commission (2002: pp. 20 – 22) has identified the following lessons that it has learned from the use of the twinning instrument for capacity building:

- Twinning is the tool of choice in those areas that are more or less the exclusive territory of government;
- Twinning is useful when it is necessary to understand the special needs of the situation/problem, including the interpersonal needs, and to be able to inspire trust;
- The twinning instrument offers excellent opportunities to learn;
- Member states and candidates must work to identify their synergies and to design and implement projects that really work;
- Twinning at its best is about teamwork;
- Twinning is likely to experience difficulties if:
  - The candidate country has very limited human and financial resources at its disposal;
  - There are delays and bureaucratic complications;
  - There is insufficient preparation for the member state's experts, particularly if they feel abandoned and always "somebody else's responsibility"; and
  - There is reluctance on the part of the candidate country to engage in a project that will not benefit them in the immediate future.
- Twinning works well when:
  - Experts are competent, flexible and willing to adapt;

- Experts can adapt to working in different environments and are able to grasp the situation immediately and to demonstrate progress quickly;
- Experts can relate to their counterparts as equals and inspire trust as fellow professionals. They are able to be transparent and to admit to mistakes their own administrations have made;
- There is good support from the expert's home administration. The project leader must be motivated and committed. He or she must protect the expert from work pressures in his or her home administration;
- The host government must ensure that their project environment is one that is conducive to implementation of new ideas. It must have the support necessary to bring changes to fruition and to see results. This requires support at senior and intermediary levels and a commitment to make the project work; and
- Everyone understands that the member state's experts are there to transfer know-how, not to accept responsibility for or do the work of the personnel of the candidate administration.

### **6.3.9 Satisfaction with the European Union's Twinning Programs**

The European Commission (2001: p. 5) emphatically believes that the Twinning Program is meeting its objectives and its website lists a variety of projects that have been successful. The Commission has noted that twinning not only provides technical and administrative assistance to the candidate countries, it also helps to build long-term relationships between existing and future member states and brings candidate countries into wider contact with the diversity of practice inside the European Union.

Günter Verheugen (2001: p. 2), a Member of the European Commission, believes that twinning is an effective mechanism for building the institutional capacity that candidate countries need to meet the requirements related to joining the European Union. He attributes the strength of the twinning mechanism to its targeted programming, results orientation, and pooling of expertise. He also believes that the learning process involved in twinning projects will, over time, contribute to the strengthening and enlargement of the Union.



## **6.8 THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT:**

In June 2000 CIDA signed a four-year, \$3.48M (Canadian) contribution agreement with the Institute of Public Administration of Canada (IPAC) to strengthen provincial democratic governance in South Africa. The *Canada South Africa Provincial Twinning Project* built on the foundation established in the *Policy Support Project* and *Programme on Governance*.

### **6.8.1 Characteristics of the Canada South Africa Provincial Twinning Project**

The Canada South Africa provincial Twinning Project was a capacity building in governance project with the specific purpose of strengthening the efficiency and effectiveness of provincial governments. A second purpose was to assist provincial governments to implement policy particularly policy related to the provision of essential programs and services.

The Twinning Project operated by matching South African provinces with Canadian provinces. Canadian provincial governments provided opportunities for South African provincial governments to examine structures, processes, programs, and service delivery models and shared with them the underpinning principles and the lessons learned during introduction and implementation. South African public servants evaluated their counterparts' information and selected those elements that were relevant to their provinces' needs. They introduced the desired changes to their own governments and provided the leadership needed for their adoption, refinement, implementation and continued use.

Prior to 2000 matching was managed by the project manager and based on similarities in size of government, geographical features, resources and public policy issues. In the Canada South Africa Provincial Twinning Project South African provincial public servants were exposed to different Canadian provincial governments. They were allowed to select partners based on their identification of best fit. When the partners were ready, they signed a partnership agreement. At the end of the project there were six partnership agreements in place, a seventh partnership negotiated, and several informal relationships established.

The Saskatchewan Public Service Commission and the University of the Free State's School of Management in the Faculty of Economic and Management Sciences provided free office space for the Project Manager. These locations made it possible for the project manager to be in contact with peers deeply interested in good public administration while providing similar support to all of the participating provinces.

Some of the major characteristics of the *Canada South Africa Provincial Twinning Project* were:

- The expertise to be shared had to be in public administration;
- The project drew on current or retired public servants to provide expertise, and focused on primarily the senior levels of management;
- Participation was voluntary. South African provincial governments participated to the extent that their needs that could be met by the project and Canadian provincial governments participated to the extent they had the expertise and capacity to meet the needs;
- Officials of the South African provincial governments identified their needs and officials of the Canadian provincial governments responded to the identified needs;
- Partners shared joint responsibility for development of work plans, implementing activities, and reporting results;
- In addition to resources provided by CIDA and IPAC, both South African and Canadian provincial governments provided resources in the form of in-kind contributions;
- Partnership agreements were used to formalize relationships and to document expectations, commitments and obligations;
- All participating provincial governments designated an appropriate official to serve as provincial co-ordinator and to oversee the implementation of the project within his or her own province; and
- CIDA's Results Based Management methodology was used to ensure that desired results were identified at the outset and that progress was measured throughout and at the end of the Project.

## 6.8.2 The Contribution Agreement

*The Contribution Agreement* (CIDA-IPAC. 2000: pp. 1 - 7 and Attachments A, B, C, D) between the funding agency, the Canadian International Development Agency (CIDA), and the executing agency, the Institute of Public Administration of Canada (IPAC), provided the legal authority for the Canada South Africa Provincial Twinning Project. The full text of this agreement is found in Appendix B. The major provisions are listed in Table 17, below.

<b>Table 17. Major Provisions of <i>The Contribution Agreement</i></b>	
<b>Provision</b>	<b>Subject</b>
Section 2.2	The amount of contribution including the total amount provided and the amount for a field office.
Attachment C	Other Donor Contributions – in kind contribution requirements of provinces and IPAC.
Attachment A. 2.	Goals of the Twinning Project
Attachment A.3	The purpose of the Twinning Project
Attachment A.4	The intended results of the Twinning Project.
Attachment A. 5	Project Description – duration, approach, new twinings, work plans, eligible costs, field office requirements, in kind contribution requirements, exclusion of elected office holders and political staff, and program delivery mechanisms
Attachment A.6	Scope of Work – work breakdown structure
Attachment A.7	Management Strategy – project management, project manager, provincial work plans
Attachment A.8	Project Steering Committee – requirement for a steering committee
Attachment A.9	Responsibilities of Project Participants – CIDA, IPAC, South African National Government, Project Steering Committee, each South African Provincial Government, each Canadian provincial Government
Attachment A.10	Monitoring and Control - methods
Attachment A.11, A.12 and 8.0	Reporting Requirements – types of reports, frequency of reporting, and responsibility for reports Evaluation and Audit Plan – methods and frequency
Attachment A.13 Section 5.0 and Attachment D	Subcontracting and Procurement – scope and requirements Procurement Procedures – Requirement to use CIDA procedures
Attachment B 1.2 and 1.3	Subcontractors – use of Canadian and South African subcontractors
Attachment B 1.6 and B 1.8	Direct Costs – expenses considered direct costs and related requirements: local travel; communications; business costs Direct Costs – eligible field office expenses
Attachment B 1.7	Project Implementation – eligible capacity building activities
Section 6.0	Records – requirements regarding maintenance
Section 7.0	Announcements and Ceremonies – acknowledging funder

Source: Excerpts from the *Contribution Agreement* (CIDA-IPAC. 2000: pp. 1 - 7 and Attachments A, B, C, D)

### 6.8.3 Alignment with Major Policy Frameworks

The Twinning Project operated within a variety of frameworks including international, national, and project-specific. Within the various frameworks, a broad range of clients and stakeholders had an interest in the Twinning Project. They included the following:

- ***South African Provinces*** - Premier, Executive Council (EXCO), Ministers (MECs), Director General and Cabinet Secretary, Heads of Departments (HODs) and other Key Senior Officials, Participating Departments and Agencies, Provincial Co-ordinator, Provincial Management Capacity Building Board, and Provincial Co-ordinators Forum
- ***Canadian Provinces*** - Premier, Cabinet, Ministers, Deputy Minister to the Premier, Cabinet Secretary, Other Deputy Ministers, Participating Departments and Agencies, Provincial Co-ordinator, and Provincial Co-ordinators Forum.
- ***Institute of Public Administration of Canada (IPAC)*** - Executive Director, Director, International Programs, IPAC Management Team, International Committee, IPAC Governing Board, Project Steering Committee, IPAC Regions, IPAC Members.
- ***National Governments, Government Agencies and Third Parties*** - Government of Canada, Government of South Africa, Canadian High Commissioner, South African High Commissioner, CIDA, CIDA Personnel in Canada and South Africa, Public Service Commission of Saskatchewan, and the University of the Free State.
- ***International*** – The African Union, the New Partnership for Africa’s Development, and the work of other donors.

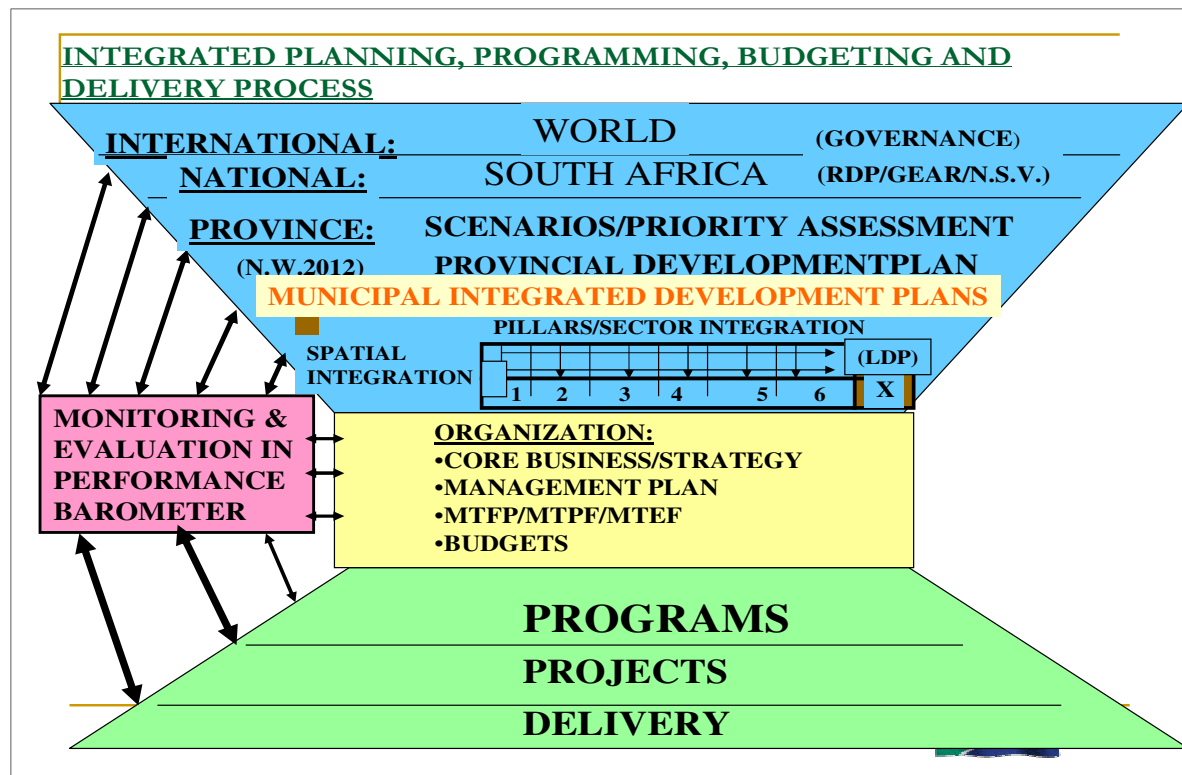
#### 6.8.3.1 International and National Frameworks

The South African governments operated within overarching international policy, and specific policy developed for Africa, including the African Union (AU) and *New Partnership for African Development* (NEPAD). South Africa’s strategic vision focuses on sustainable development that incorporates economic development, community development and

ecological development (Bakane-Tuoane 2002: Power Point Presentation). The work of the Twinning Project had to be sensitive to this vision.

At every stage, the work of the Twinning Project had to be aligned not only with provincial priorities but also with national priorities. Furthermore, it had to be sensitive to the roles and responsibilities of local government and traditional leaders. It had to respect the structures and processes that had been put in place to foster co-operative governance and be flexible enough to accommodate the time required to ensure process is carefully adhered to. The most important of these structures were the Ministerial Forums or MIN/MECs, committees consisting of line function departments at the national and provincial levels that co-ordinate policy and program between the national and provincial governments, and the National Council of the Provinces (NCOP), a house of the national parliament that represents provincial interests. Bakane – Tuoane and her officials have illustrated the frameworks that provincial governments, including the international organizations that work with them, in the diagram in Figure 5 (Schoeman 2004: pp. 22).

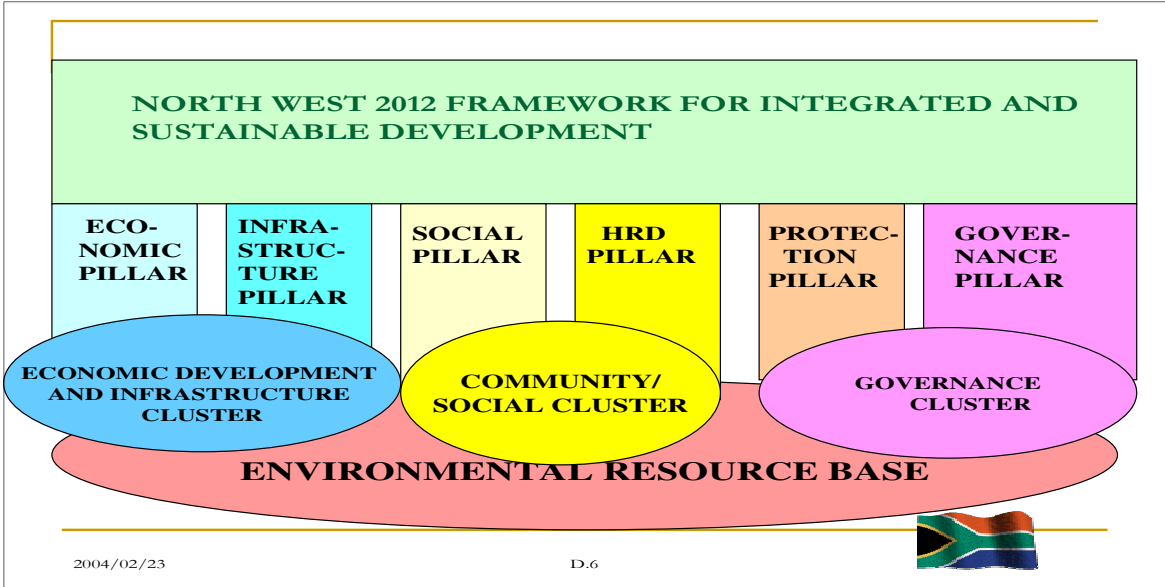
**Figure 5. Frameworks in which South African Provincial Governments Manage**



Source: Schoeman, D. 2004. "Developing Sustainable Indicators in the North West Province." *Syaphambili*. Regina: The Twinning Project.

The Twinning Project not only needed to be aligned with the policy frameworks, but also with South Africa’s and the provincial governments’ business and service delivery plans and governance goals. It also needed to respect the integrated approach to developing policy in South Africa between spheres of government and among departments of government and the many role players within South Africa and assisting South Africa. In Figure 6, below, the North West Provincial Government (Schoeman 2004: pp. 22) has illustrated the clusters in which public policy is discussed and implemented, including the governance pillar in which the work of the Twinning Project was located. This integrated and co-operative approach meant that sufficient time had to be allowed for developing common understandings, consultation, and consensus.

**Figure 6. Integrated Approach of South African Governments to Development**



Source: Schoeman, D. 2004. “Developing Sustainable Indicators in the North West Province.” *Syaphambili*. Regina: The Twinning Project

### 6.8.3.2 CIDA and IPAC’s Policy Frameworks

CIDA and IPAC each had their own policy frameworks and expectations.

CIDA ([www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)) had two goals. It wanted to enhance the enabling environment for poverty reduction and to contribute directly to sustainable development. It also had two objectives. It wanted to support, on a responsive basis, the initiatives of Canadian organizations undertaking partnership linkages that were designed to strengthen the

institutional capacity of a developing country's organizations and public institutions. It also wanted to contribute to efforts that foster democratic development, good governance, human rights and human needs. As well, CIDA expected results in four key areas – poverty reduction, gender equity and equality, the environment, and HIV/AIDS. The following four principles guided CIDA's policy implementation:

- ***Responsiveness*** – Projects must respond to the needs of the recipient country; and the donor country and the recipient country share joint responsibility for planning and implementing projects;
- ***Cost-Sharing*** – All Canadian and partner country organizations are required to contribute resources to their development initiatives;
- ***Capacity Development*** – Projects are to build capacity for poverty reduction with an emphasis on institutional development; and
- ***Accountability*** – The donor and recipient country share joint responsibility for the development results of the project.

IPAC ([www.ipaciapc.ca](http://www.ipaciapc.ca)) set out to be the best Canadian source of senior public sector knowledge and expertise in support of development of democratic governments, economies and societies by making constructive contributions to governance issues based on the principles of sustainable development in the areas of democratic decision-making, administrative soundness and organizational efficiency. Its goals were:

- To sustain mutually beneficial, broad-based partnerships between Canadian public service institutions or governments and institutions or governments in developing countries.
- To promote the decentralization of powers, responsibilities and financing from central to local levels.
- To improve the managerial, technical and administrative capacities of governments to increase their ability to promote economic, social, and democratic development and to enable them in their efforts towards public sector reform and decentralization.

CIDA's Logical Framework established the following purpose, outcomes and performance indicators for the Twinning Project:

- **Purpose:** To improve the capacity of the provincial governments of South Africa, through twinning arrangements with Canadian provinces, to manage and implement the delivery of government services, especially those that address basic human needs.
- **Outcomes** - Effective and efficient delivery of government services to the most disadvantaged population of the “twinning” South African provinces.
- **Performance Indicators** - Increased numbers of households in the twinning provinces in South Africa are able to satisfy their basic human needs, and cost-effective program delivery by the governments of the twinning provinces in South Africa.

The participating provinces established the following outcomes for themselves:

- Strong twinning project that strengthens provinces, particularly the South African provinces, individually and collectively;
- Strong, responsive, democratic decision-making that is supported by efficient, effective machinery of government;
- Acceptable capacity at the senior and middle management levels of the public service; and
- Higher quality, more cost effective and efficient public services that are responsive to the needs of the people

The fit of CIDA and IPAC into the frameworks operating in South Africa is shown in Figure 7, below. The *Contribution Agreement* between CIDA and IPAC required the establishment and use of a project steering committee. This steering committee was to provide guidance and hold participating provincial governments accountable for their work plans and commitments. Three forums assisted the project steering committee by providing advice and assisting with solving operational problems. These forums were the South African Directors' General Provincial Management Capacity Building Board; the Forum of Canadian Provincial Co-ordinators; and the Forum of South African Provincial Co-ordinators.



**Figure 7. Alignment with National and International Frameworks**

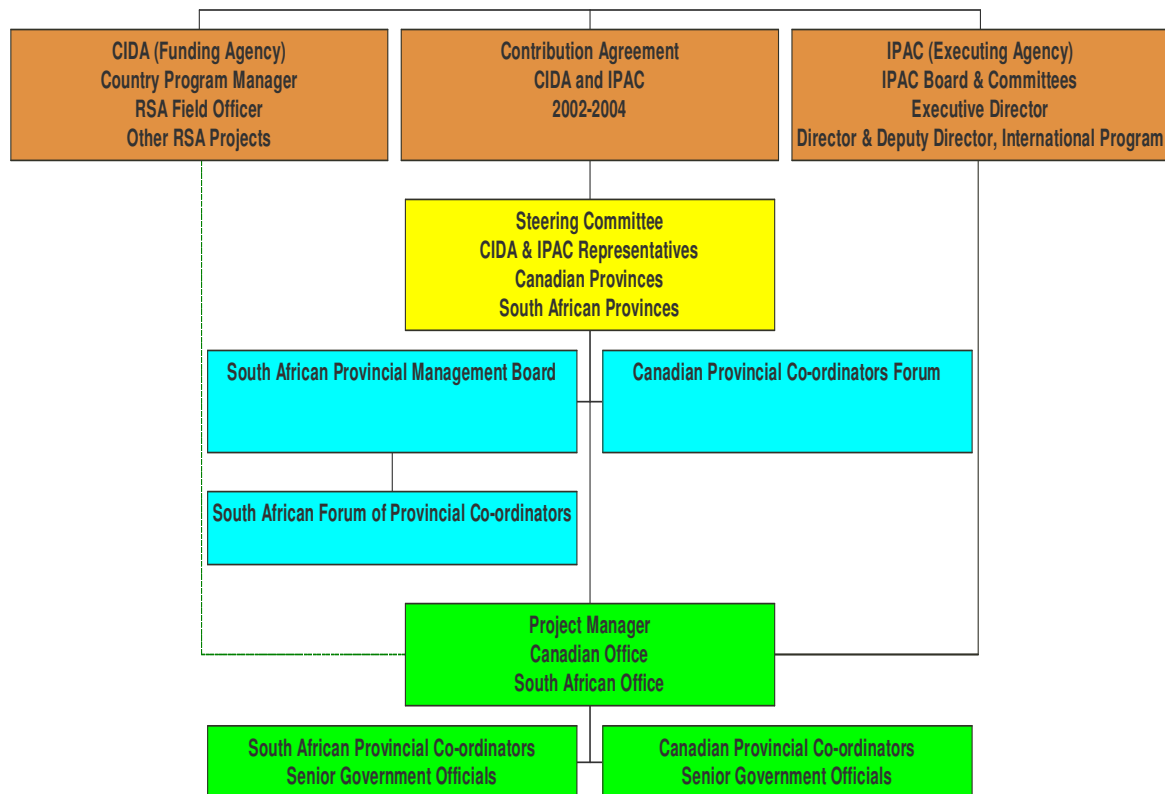
		<b>African Union (AU)</b> <b>New Partnership for African Development (NEPAD)</b> <b>Canadian Foreign Policy</b> <b>Other International Policy</b>						
South African Framework Constitution, Policies, Legislation Major Speeches, White Papers Co-operative Governance, NCOP, MINMECS, FOSAD		IPAC Framework International Program Mission Goals			CIDA Framework Sustainable Development Poverty Reduction HIV/AIDS, Environment Gender Equality			
		Governance Initiatives for South Africa Institutional Capacity Capacity in Public Servants						
		Governance Initiatives for Provincial Governments Provincial Government Business and Service Delivery Plans Goals and Priorities						
	Resources of the National Government		Resources of the Provincial Government					
	Resources of other Governments, of Other Countries, and of International Donors		NGOs, Universities, Professional Associations, CBOs, Research Institutions					
		<b>Canada South Africa provincial Twinning Project</b> <b>Key Result Areas in Provincial Governance Partnerships with Provinces</b>						
Eastern Cape  British Columbia	Free State  Saskatchewan	Gauteng  Ontario	KwaZulu Natal  Saskatchewan Quebec	Limpopo  Alberta Ontario Others	Mpumalanga  Alberta	Northern Cape  New Brunswick Others	North West Province  Manitoba	Western Cape  Ontario Others

Source: Developed by the Author.

#### 6.8.4 The Twinning Project's Organization Chart

The organization chart of the Twinning Project is shown in Figure 8, below. The terms of reference of the Steering Committee, Canadian Forum of Provincial Co-ordinators and South African Forum of Provincial Co-ordinators, developed by the project manager and approved by the Steering Committee, are found in Appendix M.

**Figure 8. The Organization Chart of the Twinning Project**



Source: Developed by the Author.

##### 6.8.4.1 CIDA

As the agency of the Canadian federal government responsible for international development and the funding agency, CIDA was responsible for ensuring that the Twinning Project was properly established and aligned with its strategy for South Africa and that it contributed to sustainable development within South Africa.

CIDA was responsible for:

- Developing the logical framework;
- Selecting the executing agency;
- Ensuring that the *Contribution Agreement* with the executing agency met all of the federal government's requirements;
- Ensuring that all information required to meet the government's requirements was provided;
- Providing sufficient funding;
- Ensuring appropriate delegation of both responsibility and authority;
- Co-ordinating the work of all projects it funds in South Africa and Africa; and
- Evaluating results.

#### **6.8.4.2 IPAC**

As the executing agency, IPAC had a number of responsibilities including the following:

- IPAC was responsible for the general management of the Twinning Project and for engaging a project manager.
- IPAC's financial manager was responsible for establishing the financial system for tracking the use of financial resources, ensuring expenditures were properly authorized and invoices were paid. He was responsible for arranging for necessary per diems, and providing the project manager with the financial information required to manage the project and meet the requirements of results based management. He was also responsible for preparing the financial reports for CIDA.
- An IPAC administrative officer arranged for international travel and accommodation and co-ordinated arrangements for per diems with the financial officer.
- IPAC, as a non-profit, professional association, was also responsible for reporting to its own board of directors and stakeholders on its international program. Periodically the project manager would be required to submit reports to or participate in activities of the international program.

The amount of time IPAC's officials spent on project work was charged to the Twinning Project's budget. Both were located in the Toronto, Ontario office. Clerical and technical

support was engaged on a casual basis as needed. Their salaries and expenses were charged to the costs of the respective field offices.

#### **6.8.4.3 Project Steering Committee (PSC)**

The Project Steering Committee (PSC) was responsible for providing overall direction and strategy. This committee, consisting of all of the directors general of the South African provinces, all of the provincial co-ordinators of the participating Canadian provinces, and representatives from CIDA and IPAC, provided program and policy direction. It reviewed progress to date, set operational policy, and approved the overall work plan and allocation of financial resources.

#### **6.8.4.4 The Provincial Management Capacity Building Board**

This board is a forum of the South African provincial directors general. It reviewed the work of the Twinning Project and provided advice regarding the implementation of the Twinning Project. As the directors general dovetailed discussions of the Twinning Project into agendas of their regular meetings, this forum required no financial support.

#### **6.8.4.5 The Canadian Provincial Co-ordinators Forum**

This advisory committee was made up of Canadian provincial co-ordinators. The co-ordinators shared experiences, ideas, and best practices gained from the Twinning Project or applicable to the Twinning Project and provided advice and support to the project manager. They also identified problems that needed to be solved and opportunities that would strengthen the project, and made recommendations on these matters to the Steering Committee. The Canadian provincial co-ordinators met by teleconference and counted the costs as in-kind contributions.

#### **6.8.4.6 The South African Provincial Co-ordinators Forum**

This advisory committee was made up of South African provincial co-ordinators. The co-ordinators shared experiences, ideas, and best practices gained from the Twinning Project or applicable to the Twinning Project and provided advice and support to the project manager. They also identified problems that needed to be solved and opportunities that would strengthen the project, and made recommendations on these matters to the Provincial Management Capacity Building Board. Because the South African Forum of Provincial Co-ordinators was also created to strengthen capacity within the South African provincial co-ordinators, its activities were funded.

#### **6.8.4.7 The Project Manager and Provincial Co-ordinators**

The project manager, seconded to IPAC from the Saskatchewan Provincial Government, was the only permanent staff member funded by the Twinning Project. The project manager was responsible for managing the partnerships and the project as a whole. The provincial co-ordinators for each province managed the individual partnerships.

#### **6.8.5 Implementation**

Implementation of the Twinning Project began with an inception mission and continued through the development of the implementation plan, the execution of the plan, the reporting of results, the assessment of sustainability, the wind-up of the Twinning Project and the final evaluation. This section discusses all of these elements with the exception of the final evaluation. After the Twinning Project ended, two independent consultants were engaged by CIDA to undertake an evaluation of the Twinning Project (Email dated September 10, 2004). The final evaluation, however, was prepared internally by CIDA's officials (Lemelin 2005: pp.1 – 7).

### **6.8.5.1 Inception Mission**

After the *Contribution Agreement* between the funding and executing agency had been signed, the executing agency sent an inception mission to South Africa to obtain the input of the provincial Directors general into the needs to be addressed and the design of the implementation of the Twinning Project (IPAC. 2000: pp. 1- 19). The provincial officials found a good congruency between CIDA's project goal, project purpose, and crosscutting themes of poverty reduction, gender equity/equality, the environment, and HIV/AIDS and their own government's priorities. They were comfortable with the new accountability requirements and the requirement to designate a co-ordinator. They regretted the restriction on political involvement but understood that politicians were not prevented from participating if their participation could be paid for outside the project and counted as in kind contribution. They stressed that the project must do justice to the vision and commitment of the President of South Africa and the Prime Minister of Canada.

The South African provincial directors general strongly expressed their desire to have all of the South African provinces full participants in the new Twinning Project. They identified the following needs of the provinces (IPAC. 2000: p. 9):

- Strengthening policy, fiscal and intergovernmental capacity;
- Integrating strategic, policy and budget planning;
- Strengthening the capacity of department heads to manage from a corporate perspective;
- Strengthening the capacity of the central agencies and their officials to provide appropriate support to ministers and cabinet;
- Identifying and adapting to the South African governance environment innovations in public administration and management;
- Assistance with consolidating and managing the implementation of local government;
- Using modern technology to address the needs of the government and certain needs of the population;
- Identifying and introducing alternative delivery systems;
- Employment equity and the related integration issues; and
- Implementation of new legislation

With respect to the design and implementation of the Twinning Project, the directors general recommended the following (IPAC. 2000: pp. 9 -10):

- ***Speed of Implementation*** - Implementation of the new project should proceed as soon as possible to ensure that the existing relationships continue and that the resources can be put to use as quickly as possible.
- ***Working Relationships*** - Strong, collaborative working relationships with the Canadian High Commission, CIDA, IDRC, and other donors should be fostered and all interested parties should be kept informed of activities and learnings.
- ***Ownership*** - Each premier should provide a letter that authorizes the province's participation to the official of his or her province who will be signing the agreement with IPAC to confirm that there is political support for the twinning relationship.
- ***Field Office*** - The South African provinces will be guided by IPAC's recommendations regarding the location of an office for the project manager, but they would prefer her to have a strong presence in South Africa. They also wished to be able to draw on her specialized expertise, recognizing this avenue of information and advice should not undercut the support they receive from their twinned partner.
- ***Steering Committee*** - The South African provinces wanted to be involved in the Steering Committee as follows:
  - All of the directors general on the Provincial Management Capacity Building Board would together determine the advice and direction that should be given;
  - When the Steering Committee was to meet in South Africa, all would attend the meeting. When the Steering Committee was to meet in Canada, the Board would designate two of its members (directors general) to attend the meeting at the project's costs. There would be, however, no restriction on the number of South African representatives attending any Steering Committee;
  - The provincial training co-ordinators serving on the Board would provide support to the directors general and may also be designated by their respective provinces to be the provincial co-ordinator for the project.

- ***Sharing of Resources*** - The South African provincial governments prized their relationships with their twinned provinces. However, in the spirit of strengthening the region as a whole, they were open to sharing their partnering province with other South African provinces and other African countries. As well, they understood that Canadian provinces also vary in their expertise and strengths and are open to receiving support from a province other than their twinned partner if that province is the best source of the expertise.
  
- ***Initial Workshop*** - A workshop as early in 2001 as feasible was recommended to introduce the new program requirements, learn the results based management model, and develop and/or finalize work plans. IPAC should formally request CIDA and IDRC to extend the expiring contract to March 2001 in order to use funds remaining from the previous Programme on Governance for such a workshop.
  
- ***Sharing of Knowledge*** - Papers and articles, jointly authored by the Canadian and South African provinces, should be presented or published, to disseminate information about the Twinning Project and its results.
  
- ***Activities*** - Study tours had been found to be a most effective and efficient mechanism for acquiring knowledge, testing ideas, examining the merit of various options, and gaining advice on the practical implementation of new initiatives. They should continue to receive favourable consideration.

Consultations with the South African provincial directors general were followed with consultations in Canada with the Canadian provinces. All Canadian provinces participating in twinning relationships confirmed their intent to continue with their relationships. In a conference call December 7<sup>th</sup>, 2000, the Canadian provincial officials provided the following recommendations (IPAC. 2000: p. 11):

- ***Canadian Co-ordinators*** – The Canadian co-ordinators are senior officials within their provincial governments and have the authority to speak on behalf of their governments. Membership on the Steering Committee would be drawn from their ranks.



- ***Steering Committee*** – The Canadian co-ordinators would establish a process similar to that of the South Africans. This process would formalize the Forum of Canadian Provincial co-ordinators with the chair of this forum rotating at regular intervals. If the Steering Committee met in Canada, all of the co-ordinators could attend. If the Steering Committee met in South Africa, the Forum would designate two members to attend. The Steering Committee would select a chair or co-chairs; however, it was recommended that the chair of the Canadian Forum of Provincial co-ordinators and the chair of the Provincial Management Capacity Building Board serve as co-chairs. The steering committee should deal with substantive matters and should meet at least once a year. The frequency of meetings should be determined over the duration of the project. Teleconferencing could be used for meetings when appropriate, except for the annual meeting. The project should pay for a maximum of two representatives per country to attend the annual meeting.
  
- ***Agreement with IPAC*** – This agreement could be bilateral or trilateral, depending on the preferences of the individual provinces. Canadian provinces would work with their South African counterparts to determine the content of the agreement and whether trilateral or bilateral agreements would be used.
  
- ***Workshops*** – The Canadian co-ordinators supported a workshop in South Africa early in 2001 that would bring together all of the co-ordinators to learn about the parameters of the new project and CIDA requirements respecting results based management. At this time the partners would also work on the respective twinned pair's detailed work plans. They further supported the rotation of learning activities such as workshops and seminars among the South African provinces. They also recommended time be budgeted before and after workshops for Canadian co-ordinators to visit their respective twinned partner's provinces to work on site with their counterparts and other government officials.
  
- ***Sharing Resources*** – Canadian co-ordinators supported sharing resources, including with non-twinned South African provinces and other African countries, whenever it made sense to do so.

- *Communication and Transparency* – Canadian co-ordinators supported open and prompt sharing of information including the sharing of the inception report with all Canadian and South African provinces.

As a consequence of these consultations and with CIDA approval, the following actions were taken (IPAC. 2000: pp. 12 - 18):

- To facilitate planning, co-ordination and implementation, offices were established in both South Africa and Canada. The project manager spent approximately half of her time in each country to serve all of the Project's clients.
- The composition of the Steering Committee consisted of directors general and provincial co-ordinators as recommended in the consultations along with CIDA and IPAC officials. Meetings were open to others with an interest in the Twinning Project who could attend but only speak with the permission of the Steering Committee. The Twinning Project paid for only two representatives of the South African provinces and two of the Canadian provinces, with these representatives designated by their peers.
- The partnership agreements were administrative agreements that complemented other memoranda of understanding or agreements that may exist between pairs of twinned provinces. They had no effect on other agreements the provinces may have for other purposes or with other parties. All were trilateral agreements signed by each participating province and IPAC.
- Individuals required to provide administrative support, including university students, were engaged on a casual basis, as required. Technology was used extensively to meet administrative, communications, and record keeping needs. Most of the Twinning Project's documents were prepared in or transferred to electronic format.

#### **6.8.5.2 Location of Field Offices**

Selection of the location of the field offices was one of the most critical decisions that needed to be made. Since the partners were in two countries and many provinces, it was important to have offices in both countries so that all partners could contact the project manager at regular intervals to discuss issues, solve problems, and provide local context. As part of the work required finding partners for three South African provinces, it was also necessary to have a base in Canada to work with potential partners.

The partners also had to feel that the location was appropriate and reflected the intent of the Twinning Project. Because the Project focused on provincial governments, it was important that the location be perceived as a provincial location. The location could not carry unnecessary historical or political baggage and needed to be as similar as possible to the majority of the participating provinces.

In South Africa, Bloemfontein was selected because the Free State, a rural province, was similar to the other provinces that were already full participants and because of its central location. As well, the University of the Free State's Faculty of Management and Economic Sciences offered to provide office space without cost in its School of Management. Not only did the University provide office space, it also made provision for the Project to establish an entity in its financial system and fitted the project into its purchasing, tendering and accounting systems. It also provided technical services including telephone, Internet, computer support, design, printing, publishing, parking and security. As well, it recognized that the Project was funded by foreign currency and refunded Vat collected.

In Canada, Regina was selected as the site for the Canadian office. At the beginning of the Twinning Project, most of the provinces participating were from Western Canada and Regina is in the heart of Western Canada. The Saskatchewan Public Service Commission offered free space for the Canadian office. It also fitted the Project into its financial system and provided some technical services. The Government of Saskatchewan subsidized the compensation of the project manager and counted the value of the office space and related services and the compensation subsidy as part of its in-kind contribution.

### 6.8.5.3 Participation Options

Participation in the Twinning Project was totally voluntary so provinces needed a range of participation options from which to choose. South African provinces participated to the extent that the Project met their needs. Canadian provinces participated to the extent their capacity allowed. There were four participation options (*Canada South Africa Provincial Twinning Project*, 2001:p.1):

- ***Formal Participation between Canadian and South African Provinces*** – Provinces that participated in a formal relationship received all of the benefits and accepted all of the obligations of a formal partnership. In a formal partnership:
  - A South African province engaged in a formal twinning with one or more Canadian provinces or a Canadian province engaged in a formal twinning with one or more South African provinces.
  - Partnering provinces were required to meet all of the requirements of the project. They signed an administrative agreement with their partnering province and with IPAC that clearly set out the conditions of the twinning arrangement and the responsibilities of each province and IPAC. They prepared a work plan together and adhered to CIDA's results based accountability requirements in order to achieve specific objectives and measure performance during and at the end of the project. They contributed to the project in the form of in-kind support and donations. Provinces also designated an individual to serve as their province's provincial co-ordinator. A sample template that could be used in negotiating administrative agreements is given in Appendix P. The job description of the provincial co-ordinators, developed by the project manager in consultation with the provinces and approved by the Steering Committee is given in Appendix O. The In-Kind Policy, developed by the project manager and approved by the Steering Committee, is given in Appendix Q.
  - Partners were to strive to develop a long-term relationship.
  - Partners were to use the resources of the Project as one mechanism for sharing best practices, supporting common initiatives and strengthening all South African provinces.

- ***Limited Participation by South African Partners*** – Some South African provinces participated in only the South African portions of the program and in this way strengthened their own province and each other's provinces. These relationships involved:
  - Participating in the South African Provincial Co-ordinators Forum;
  - Attending workshops, meetings and other events that may be organized in South Africa for the benefit of the South African provinces;
  - Participating in selected activities that may be undertaken in South Africa by existing twinned provinces; and/or
  - Learning a new approach, process or technique from a South African province that has adapted knowledge gained from Canada to the South African context.
  
- ***Limited Participation by Canadian Partners*** - Canadian provincial, territorial, and First Nations' governments that did not have the capacity to participate fully could have a partial twinning relationship, or provide support to the Project as a whole. In a partial relationship the Canadian participant assumed responsibility for support in specific areas but not necessarily support in all the areas in which the South African province has indicated it could benefit from outside assistance. If a Canadian participant could only participate in a limited way, it provided supplementary support by being responsible for activities that contributed to specific objectives of work plans. This form of participation involved:
  - Participating in the Canadian Provincial Co-ordinators Forum;
  - Attending workshops, meetings and other events that may be organized in South Africa for the benefit of the South African provinces; and/or
  - Participating in selected activities that may be undertaken in South Africa by existing twinned provinces.
  
- ***Information Sharing and Co-ordination*** – Provincial governments could participate in only the information sharing aspects of the program. This participation helped them keep abreast of the activities of the program and of opportunities for co-ordination and continuing education. This type of participation involved:

- Receiving information about the project including the project's work plan, specific activities being undertaken, the project's newsletter, progress reports, etc.;
- Using knowledge about this project in efforts to co-ordinate international aid in South Africa; and
- Obtaining information published by the Institute of Public Administration of Canada on public administration and public management.

#### **6.8.5.4 Selection of Partners**

All nine South African provinces became active participants in the Twinning Project, as well as nine Canadian provinces and three First Nations. By December 2003 six formal partnerships were in place and a new trilateral agreement had been negotiated between the Western Cape Provincial Government and the Ontario Provincial Government. New twinnings and capacity building activities for new entrants were accommodated within the established budget.

As the Twinning Project evolved, matching on the basis of availability of expertise and sharing of best practices also occurred. When a Canadian province was unable to provide activities, either because of workload or because its province did not have experience in the subject area, other Canadian provinces provided them.

The Twinning Project also adapted its methods to accommodate multi-disciplinary and multi-province approaches. Some study tours consisted of professionals and managers from different disciplines and policy officials as well as program officials. Several South African delegations made up of representatives from two or more South African provincial governments would undertake study tours to examine and compare specific aspects of governance in two or more Canadian provinces. These study tours encouraged examination of new information from different perspectives, broadening the knowledge base in South Africa, adapting the information to fit the South African context, considering both policy development and program implementation issues, and developing and strengthening learning networks.

Canadian officials were frequently called upon to provide support to more than one South African province, both in Canada and when providing advice in South Africa. This approach meant that more South African officials benefited from the knowledge, South African provinces had more colleagues in their own country with whom they could follow-up application, the time of the Canadian officials was used efficiently, and project resources were extended.

The Twinning Project began with five twinings that had been formalized under the Programme on Governance, namely, the Eastern Cape-British Columbia, the Free State – Saskatchewan, Mpumalanga – Alberta, the Northern Cape – New Brunswick, and the North West Province – Manitoba. These partnerships were renewed shortly after the Twinning Project began. Steps taken to involve more Canadian participants, Gauteng, Limpopo, KwaZulu Natal, and the Western Cape in the Twinning Project included<sup>1</sup>:

- ***Involvement of Non-Twinning Provinces*** - All South African provinces, including the four untwinning provinces, were included in the first major planning workshop in South Africa in February 2001. They also participated in all other activities organized by the Twinning Project that were held in South Africa.
- ***Resources*** - At its first meeting, the Steering Committee earmarked \$300,000 for the participation of KwaZulu Natal, Limpopo, and the Western Cape in the Twinning Project, should their governments wish to become involved (Minutes of the Project Steering Committee Meeting of May 10, 2001: Minute # 6.4).
- ***Canadian Provinces*** – The Steering Committee asked the project manager to determine whether any of the Canadian provinces that were not yet involved in the Twinning Project might be interested in partnering with a South African province. Letters of invitation were sent to the cabinet secretaries of Quebec, Nova Scotia, Prince Edward Island, and Newfoundland and Labrador. The Government of Quebec expressed a limited interest in twinning. The Governments of Newfoundland and Labrador and Prince Edward Island indicated that they did not have the resources to support a full twinning but would provide

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<sup>1</sup> Documentation for this section is found in the correspondence, attendance records, minutes, and partnership agreements that form part of the official records of the Twinning Project and that are on file with IPAC in accordance with the *Contribution Agreement*.

activities on a case-by-case basis. The Government of Nova Scotia, was interested, was not able to release resources in the Twinning Project's time frame.

- ***Gauteng*** – The Governments of Gauteng and Ontario had engaged in some informal work on a bilateral basis prior to 2000. Meetings between officials of the two provinces were immediately arranged and in 2002 they formalized a partnership.
- ***KwaZulu Natal, Limpopo, and the Western Cape*** - Letters of invitation were sent to the directors general of the three untwinned South African provincial governments. The project manager also provided information describing the various Canadian provinces (Appendix I) as well as other descriptive information and undertook on-site visits to each of the provinces.
- ***KwaZulu Natal*** – The KwaZulu Natal Provincial Government's cabinet secretary confirmed that the government wished to participate but its involvement was delayed by changes in the senior officials. These changes resulted in drafting and redrafting work plans as well as delays in obtaining the approval of the director general, senior management and cabinet. Final approval of the work plan and way forward was received in July 2003. An exploratory mission to the Quebec Provincial Government was undertaken in early 2004. An element of their work plan included participating in activities organized by other partnerships. KwaZulu Natal also worked extensively with officials from the Saskatchewan provincial government.
- ***Limpopo*** – The Government of Limpopo quickly confirmed that it wished to participate in the Twinning Project. Participation, however, was delayed with the departure of the senior official responsible for leading the involvement. Upon the appointment of a new provincial co-ordinator, a work plan was developed and approved by Limpopo's director general, senior management and cabinet. Limpopo's officials indicated that they would like exposure to best practices in several Canadian provinces prior to making a commitment to a specific partner. Activities were organized that enabled them to work with different Canadian provinces on different aspects of governance and from this experience identify the province(s) that appear to be the best fit. Limpopo officials worked most closely with the Provinces of Ontario and Alberta. An element of their work plan included participating in activities organized by other partnerships.



- ***The Western Cape*** – The Western Cape Provincial Government initially did not wish to become involved with the Twinning Project. Upon the appointment of a new director general, a work plan was immediately drafted and internal consultations regarding participation in the Twinning Project undertaken. The Western Cape government officials indicated that they would like exposure to best practices in several Canadian provinces prior to making a commitment to a specific partner.

Senior officials of the Western Cape, in conjunction with attending meetings in Canada, undertook, at their own expense, visits to Ontario and Quebec to initiate bilateral relationships. The project manager also organized activities that enabled officials to work with different Canadian provinces on different aspects of governance and from this experience identify the province(s) that appear to be the best fit. Consultations and approvals were not finalized until 2003.

A trilateral agreement was negotiated between the Governments of the Western Cape and Ontario and IPAC. Signing of this agreement was to have occurred during the IPAC conference in August 2003 but was delayed by the power outage in Ontario, the Ontario provincial election and changes in the Ontario and Western Cape governments. Elements of their work plan included participating in activities organized by other partnerships and working with more than one Canadian province.

- ***Traditional Leaders*** - In both South Africa and Canada traditional leaders have major leadership roles and responsibilities for their constituencies. Governments must develop respectful, effective ways of working with them to deliver essential services. Building on the initiatives of the Saskatchewan – Free State twinning begun under the Programme on Governance, the work plan of the Twinning Project included traditional leaders and Canadian First Nations governments in activities. The Saskatchewan–Free State relationship had included the Federation of Indian Nations of Saskatchewan (FSIN) and the Onion Lake Cree Nation in its activities. In the Twinning Project, the Federation of Saskatchewan Indian Nations, the Meadow Lake Tribal Council, and the Muskeg Lake Cree Nation supported the Twinning Project by providing activities. In South Africa, the traditional leaders of Limpopo were actively involved.

#### **6.8.5.5 Developmental Processes**

The transfer of information, skills, and attitudes is a developmental process. Developmental processes include training, internal needs identification, internal approval processes, and specific skills in project management.

- ***Training*** – A *Planning for Success Workshop* was held in Bloemfontein, South Africa in February 2001 and attended by representatives of all of the South African provinces and six Canadian provinces. By the end of the workshop the participants had identified four key result areas for the project as a whole and five partnerships had developed preliminary work plans. After this workshop, the evaluation indicated that 82% of the participants believed that they understood the principles and methodology of results based management (Twinning Project's First Newsletter 2001: p.1).
- ***Internal Needs Identification and Internal Approval Processes*** – To participate in the Twinning Project each participating South African province engaged in a process within their own governments in order to prioritize their needs and determine which needs the Twinning Project could meet. All provinces were able to obtain consensus among the heads of departments, a result that not only reflects the ability to make trade-offs, but also the development of corporate responsibility. Most provinces not only achieved consensus at the level of senior officials, but also at the level of elected office holders.
- ***Specific Project Management Skills*** – Each participating province developed and annually updated their work plans. Several provincial co-ordinators adopted processes and procedures used in the Twinning Project for planning within their own jobs and governments as well as for work with other international donors (Private Communication).

#### **6.8.5.6 Results Based Management**

CIDA (2000: p.4) defines a result as "a describable or measurable change resulting from a cause-effect relationship." According to CIDA's methodology, results may be short term (outputs), medium term (outcomes) or long term (impacts). Progress towards achieving results is measured by performance indicators. Indicators may be quantitative or qualitative. CIDA's literature (2000, 2001, 2002. [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)) describes results based management (RMB) as:

- Defining realistic expected results based on an appropriate analysis;
- Clearly identifying program beneficiaries and designing programs to meet their needs;
- Monitoring progress towards results with the use of appropriate indicators;
- Identifying and managing risks;
- Increasing knowledge by learning lessons and integrating them into decision-making;  
and
- Reporting on results achieved and resources involved.

Two training workshops on results based management were held, one at the beginning of the Twinning Project and one in the third year of the Project. The first, attended by representatives of all of the South African provinces and the Canadian provinces that were interested in continuing or beginning partnerships, developed the overall framework for the Twinning Project as well as initial four-year work plans for each existing partnership. The second workshop, attended by the South African Provincial co-ordinators only, provided training for new provincial co-ordinators and reinforced training in results-based reporting with all of the co-ordinators. While the Twinning Project adhered to the principles of CIDA's results based accountability policy, it recognized that it does not operate in isolation and goals achieved are the cumulative effect of a variety of role players.

#### **6.8.5.7 Identification of Long, Medium and Short Term Goals**

The provinces jointly identified the major key result areas (medium term results or outcomes) for the project. These were a:

- Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively;
- Strong, responsive, democratic decision-making that is supported by efficient, effective, machinery of government;
- Acceptable capacity at the senior and middle management levels of the public service; and
- Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.

All work plans, short and medium term goals, performance indicators, activities, results, and resources were aligned with these outcomes. The South African provinces chose which result areas they wished to address and their priorities within a result area. Some provinces focused on only one or two areas. Others had activities in all four areas.

#### **6.8.5.8 Development Plans and Work Plans**

Application of results based management requires the development, implementation, review, and monitoring of work plans. The information in the development plan is used in preparing the budget for each partnership or province and the project as whole, designing and implementing activities, measuring progress and collecting data for reports and evaluations. The development plan, therefore is the foundation for implementing the Twinning Project within each partnership, province and for the project as a whole. In accordance with CIDA's requirements, a complete development plan contains:

- Assumptions;
- Identification of primary and secondary beneficiaries;
- Reach;
- Specific short term, medium term and long-term results to be targeted;
- Specific performance indicators for each result or category of results;

- Baseline data that serve as the starting point from which progress will be measured;
- Activities that must be undertaken to achieve the identified results and the time frame for each activity;
- Resources needed to undertake each activity;
- Risks and risk management strategies; and
- Elements that support attaining the major cross cutting themes of poverty reduction, HIV/AIDS, gender equality, and environmental sustainability.

Initial development plans were prepared and were updated each time they were amended. The plans of each partnership and province were incorporated into the Twinning Project's overall plan (See Appendix Q for a checklist for assessing work plans). The consolidated development plan for the Twinning Project along with results achieved is found in Appendix R.

Because the amount of money per South African province was relatively usually in the range of \$25,000 to \$90,000 per year, most provinces prepared work plans that covered the full four-year period. Activities were then scheduled each year in accordance with the overall work plan. Normally this would be about one or two activities per year, that is about six to seven individuals per year involved in a study tour or some other activity. Provinces were responsible for managing their own work plans. If they could not undertake activities in a specific year, the funds would roll over into the next year. This multi-year funding approach was to provide the stability needed for longer-term planning purposes and the flexibility to work around elections, planning, budget and legislative cycles, and other pressing requirements of day-to-day governing. Prior to undertaking an activity, permission was requested through the use of an activity planning form (Appendix S) and upon completion of an activity the participants provided an activity report (Appendix T).

The provincial co-ordinators of each partnership met at least once a year to review progress and update their work plans. At the same time they developed terms of reference for upcoming activities and, to the extent possible, set time frames for the activities. Non-twinning South African provinces worked directly with the project manager on work plans until they had a partner of their own. All work plans had to be approved by the respective provincial co-ordinators, directors general, South African provincial senior management

teams, and South African provincial cabinets as well as the project manager and Steering Committee.

Management of the work plans was flexible to accommodate the normal demands of governing, government budget and legislative cycles, the availability of officials and government elections. Content of the work plans, while required to remain within the agreed upon project outcomes, was adjusted to accommodate changes in priorities or new initiatives of the national or provincial governments such as follow-up of the World Summit on Sustainability, the national Gateway Project on the use of information and communications technology, and the creation of knowledge networks. Activities also had to be adjusted to accommodate emerging needs of the South African provinces and to include opportunities to examine best practices in Canada, to compare models of different provinces, to examine alternative service delivery models, and to include opportunities for traditional leaders to examine co-ordination with other spheres of government.

#### **6.8.5.9 Control Mechanisms**

The Twinning Project used the following control mechanisms to ensure that resources are applied for the purposes intended by the funding and executing agencies:

- **Work Plans** – These were the road maps for each partnership or province. The owners of the work plans were the provincial governments whose strategic plans needed to attain the specific results in order to achieve corporate outcomes. The directors general of the relevant South African provinces were responsible for ensuring that the work plans contributed to the provinces' strategic plans and that the activities and resources identified were appropriate.
- **Activity Planning Form** – This form linked the work plan to a specific activity and to participants in a specific activity. It ensured that each activity had specific objectives and that the activity contributed to meeting one or more results. It provided information needed for the following purposes:
  - Authorizing travel of specific individuals;

- Preparing travel authorization letters for visa applications and proof of business travel;
- Preparing itineraries that match the specific objectives to be achieved to appropriate resource persons and educational methods; and
- Tying activities to key result areas for reporting and budgeting purposes.

The activity plan forms were jointly prepared by the provincial co-ordinators of the partnering provinces. Much of the information could be taken directly from the work plan. They were submitted to the project manager for approval and for preparation of travel letters.

- ***Travel Forms*** – Travel forms were required to arrange for domestic and international travel. Domestic travel was at economy class and international flights were usually at the cheapest form of business class. If a travel advance was required, the travel advance section of the form had to be completed. These forms were submitted to the project manager for approval and to IPAC for obtaining flights for South African officials, travel insurance.
- ***Expense Claim Forms*** – All business - related expenses, except for the compensation of the public servants involved in the activities were paid from the budget of the Twinning Project. At the end of an activity or a series of activities within a short time frame, a participant submitted an expense claim for any out-of-pocket expenses incurred. The Canadian government's guidelines and the policies of the Twinning Project guided decisions regarding expenses eligible for reimbursement.
- ***Activity Reports*** – Upon completion of an activity, a report was required. This report has the following purposes:
  - To document the learning that has occurred and its relevance to meeting the targeted result(s);
  - To identify the next steps required to attain the desired results or to confirm that the desired result(s) have been achieved;
  - To provide information that can be shared with other South African provinces and perhaps others interested in the same issue;

- To identify best practices both in implementing activities and in public management; and
- To justify the use of resources and the cost benefit of the resources used.

Each participant or group of participants submitted a report to the provincial coordinator of his or her province. This report was usually also shared with the province's partner or the province hosting the activity and with the project manager.

- ***In Kind Contribution Forms*** – In kind contribution forms were used to track provincial in kind contributions and to estimate the value of those contributions. Initially they were completed annually and provided to the project manager for inclusion in the Twinning Project's annual report. When this type of tracking became too onerous for the provinces, the project manager tracked the in kind contributions and estimated their value.

Tracking in kind contributions enabled:

- IPAC and each province that signed a partnership agreement to indicate the extent to which they complied with the in kind requirement;
  - Each director general to assess the amount of resources his or her province applied to the work of the Twinning Project and the benefits, both in terms of improved public management and cost effectiveness, attained with the resources;
  - Each Canadian province to monitor the amount of resources applied to the Twinning Project, to assess the value of the contribution and to report the benefits of applying small amounts of resources selectively; and
  - The Twinning Project to provide a more complete picture of the total value of the work undertaken and the costs of achieving results in governance.
- ***Call for Information for Reports*** – Once a year the project manager issued a call for information that was needed to prepare the annual report and the annual budget. Most of the information required should have been available in work plans, activity plans, and activity reports. New information that had to be provided included:



- New activities being planned, the resources required to do them and the proposed schedule for them to occur;
- Estimates of in kind contributions; and
- Identification of short, medium, and long-term results achieved and their importance.

If the province or partnership had a new work plan or had substantially revised its work plan, the work plan also had to be submitted.

- ***Allocation of Resources*** – The project manager based the annual work plan and budget to a large extent on the activities and resource requirements identified in the work plans submitted. The consolidated work plan and budget also included the resources required for the operation of the Twinning Project, for group activities, and for communications with key role players. Once approved, the consolidated work plan and budget became the authority that guided the implementation of the Twinning Project for the year.

Each partnership was provided with a four-year allocation at the beginning of the Twinning Project to implement its overall work plan. The partners were responsible for determining how many resources were to be applied to each component of their work plans each year, for determining when the activities would take place, and for making the necessary trade-offs. Existing partnerships usually received from \$70,000 to \$90,000 in a year for activities. New participating provinces received from \$25,000 - \$50,000 per year depending on when they began participating. Partnerships could not exceed their budgets without approval and could have their resources reallocated to other purposes if they were not able to spend their budgets within the project's time frame.

Most of the Twinning Project's budget was for travel, accommodation and expenses related to implementing activities in the work plans. Most of the cost of an activity was related to the cost of international travel. The average cost of a study tour, per person, was about \$11,000. Both the Canadian and South African provinces provided substantial amounts of in kind contributions in the form of practitioners' time, planning, organizing, implementing, monitoring and reporting. Provincial governments provided staff support for major activities such as organizing the meetings of the steering committee, workshops, and conferences.

### 6.5.10 Monitoring and Reporting

All the stakeholders in the Canada South Africa Provincial Twinning Project needed to be kept apprised of its progress and results. The minimum reporting requirements are listed in Table 18. Reports, therefore, were prepared that documented:

- Compliance with all aspects of the *Contribution and Partnership Agreements*;
- Prudent and responsible use of all resources – direct and indirect, voluntary and funded, time and expertise, as well as financial;
- Results achieved and variances between anticipated results and actual results;
- Challenges, risk management, best practices, and potential improvements; and
- Financial management and budgets.

<b>Table 18. Minimum Reporting Requirements</b>	
<b>Report Required</b>	<b>Time Frame</b>
Full Report, Work Plans with Activity Schedules, and Proposed Budget for the Next Fiscal Year	By April 1
Annual Work Plans and Budget to IPAC and CIDA	By May 1 (Within Four Weeks of the Start of Each Fiscal Year)
Progress Reports to IPAC, CIDA, the High Commissions, DPSA, and the South African National Treasury	March 1 and October 1 (Semi-Annually)
Financial Reports to IPAC and CIDA	July 1, October 1, January 1, and March 1 (Quarterly)
Progress Reports to IPAC's International Committee	June and As Requested
Progress Report to the Provincial Management Capacity Building Board	September - October
CIDA Reviews and Audits	As Required
End of Project Report	June 30, 2004

Source: Compiled from information provided in *The Contribution Agreement* and actual practice.

Participants in activities submitted a report of their work and next steps to the respective provincial co-ordinators, Directors general and project manager after each activity. Reports were submitted to the Steering Committee annually for review of the overall progress of the Twinning Project as well as to IPAC and CIDA. For reporting purposes, costs, including in-kind contributions, were directly tied to results. When provinces jointly participated in activities for the benefit of two or more provinces or all of the provinces, costs were prorated according to the benefits to the specific provinces.

#### **6.8.5.11 Methods**

The Twinning Project used a variety of methods to transfer knowledge and assist in the implementation of change. These included:

- Formal and informal instruction;
- Short-term exchanges of officials;
- On-site training;
- Work assignments;
- Provision of professional advice;
- Sharing information regarding policies and programs;
- Establishing networks;
- Coaching and mentoring; and
- Joint planning and implementing.

#### **6.8.5.12 Communication**

To support the provincial co-ordinators the Twinning Project developed a project-specific *Policy and Procedures Manual* that provided a ready-reference to requirements, guidelines, templates, and operational policies. The content of this manual included:

- ***Introduction:***
  - Program History;
  - Organization Chart.
- ***Agreements:***
  - Contribution Agreement;
  - Tripartite Agreement.
- ***Operational Policies, Procedures, Templates and Forms:***
  - Template for Developing a Results Based Management Work Plan;
  - Guidelines for Estimating Resource Requirements;
  - Requirements for Progress Reports;
  - Activity Planning Form;
  - Task List for Planning and Following Up Delegations;
  - Format for Reports After Completion of an Activity;
  - Evaluation Form;

- Travel Guidelines and Forms;
- Checklist for Travel Arrangements;
- Receipt of Payment Form; Expense Claim Guidelines and Forms;
- In-Kind Contribution Policy,
- Procedures and Forms;
- Consultant's Engagement Policy and Sample Contract;
- Involvement of Elected Office Holders Policy;
- Honoraria Policy and Guidelines;
- Hospitality Policy and Guidelines; and
- Guidelines for Use of the Certificates of Appreciation.
- ***Work Plans:***
  - Project Work Plan and Budget;
  - Specific Partnership or Provinces Work Plans and Budgets.
- ***Minutes of Meetings:***
  - Steering Committee Minutes;
  - Minutes of the Canadian Forum of Provincial Co-ordinators;
  - Minutes of the South African Forum of Provincial Co-ordinators.
- ***Reports:***
  - Inception Mission Report;
  - Project Reports.
- ***Terms of Reference:***
  - Steering Committee's Terms of Reference;
  - Canadian Forum of Provincial co-ordinators Terms of Reference;
  - South African Forum of Provincial Co-ordinators Terms of Reference.
- ***Communications:***
  - Stakeholder Analysis;
  - Communications Strategy;
  - Certificate of Appreciation;
  - Fact Sheets;
  - Articles;
  - Newsletters.
- ***Resources:***
  - Addresses and Contacts;
  - Websites.

The Twinning Project's stakeholder analysis and communications plan is given in Appendix U. Highlights of communications activities include:

- **Learning Networks** – The South African Provincial Co-ordinators Forum was established partly to initiate and strengthen learning networks in South Africa and partly to broaden the reach of expertise provided by Canadian practitioners. The Twinning Project sponsored a major conference on *Best Practices in Public Management* that shared achievements of the various partners and best practices developed in both South African and Canadian provinces, jointly or individually.
- **Newsletters** - The Twinning Project published an annual newsletter including special issues on leadership and management development models and proceedings of the Best Practices in Public Management Conference. The newsletter's name, *Syaphambili*, with the meaning "Moving Forward", was chosen by the South African provinces to reflect their commitment to using the Twinning Project as a capacity building instrument, a change management instrument, and a catalyst for strengthening the functions of provincial government and program delivery.
- **Presentations** - The project manager made presentations at the South African Association of Public administration and Management's (SAPAAM's) and Commonwealth Association of Public Administration and Management's (CAPAAM's) conferences, to the South African 2001 Human Resource Trainers' Conference, and to meetings of professional groups and government departments on the Twinning Project and capacity building. A team of South African and Canadian provincial officials made a presentation at the IPAC Conference.
- **Media** - The project manager and participants provided interviews to the media. KwaZulu Natal officials provided assistance to Lucie Pagé, a Canadian journalist, who prepared a documentary on South Africa's celebration of 10 years of democracy and used it to publicize South Africa at the Montreal Jazz Festival's 25<sup>th</sup> Anniversary celebrations.
- **Website** - As part of its in-kind contribution, the Western Cape established a web site ([www.canadasatwinning.gov.za](http://www.canadasatwinning.gov.za)) for publicizing the work of the Twinning Project.

- **Email** - Electronic mail was used extensively for internal communications. Electronic sharing of information made it possible to bridge distances and time zones and to share information and documents more quickly and efficiently.

#### **6.8.5.13 Facilitation**

In addition to supporting the work plans of the provinces, the participants in the Twinning Project used their affiliation to facilitate other mutually beneficial activities. These activities included trade missions, study tours of parliamentarians, Premier's delegations, linkages between universities and between training institutions, linkages between line departments and between government agencies, contacts in the business sector, and activities of professional associations such as IPAC, the South African Association of Public Administration and Management (SAPAAM), and Commonwealth Association of Public Administration and Management (CAPAAM). At the expense of the relevant organization, key role players such as officials of the State Information Technology Agency (SITA), also participated in discussions and study tours.

Activities of the Twinning Project complemented those of other donor-funded projects such as Flander's COLMET work aimed at strengthening managerial competencies, Finnish Aid's work in strengthening inclusive education, Co-Water and IPAC's work with municipal government, Bearing Point's capacity building initiatives, Canadian Executive Services Organization's (CESO's) technical support, and the Canadian African Business Women's Association's (CAABWA's) work in strengthening business women. As a result of participation in the Twinning Project South African officials were able to facilitate contacts between key role players in the tourist industry and the promotion of a tourism conference in Durban.

#### **6.8.5.14 People First**

Any work in public administration, in any sphere of government – local, provincial, national, or international, or in the research and academic communities, begins with people. Any program, to be successful, must understand the people the program serves, the people who

are implementing the program, and the people who have an interest in the program. Every effort therefore was made to put a human face on the Twinning Project.

- **Clients** – The provincial governments of both South Africa and Canada were the primary clients. They were the partners in each of the twinning relationships and the people most interested in strengthening capacity in public administration and management.
- **Key Role Players** – The provincial directors general in South Africa and deputy ministers in Canada were primarily responsible for the direction of the Twinning Project within their own relationship and their own provinces. They each designated a senior official to serve as provincial co-ordinator. These were the people who knew their own provinces and their own governments, what the country's and provinces' strategic directions were, the intent and requirements of white papers, legislation and policies, and the capacity within their own governments. They knew how to motivate their government's officials, when workloads would prevent officials from participating, and when more rapid progress could be made. They knew the cultures and customs of the provincial residents and the idiosyncrasies that are found in any culture, any community and any government. These are the people that delivered the program.
- **Public** - The public consisted of the inhabitants of the provinces – the citizens and residents. The Twinning Project's work plan, therefore, included several initiatives that directly or indirectly improved service delivery to citizens.
- **Partnership** - Developing partnerships and working in a partnership program is a social process. Much of it is about building relationships – respectful relationships that encourage and allow each partner to be equal in decision-making. Relationships are the strength of twinning programs—relationships at the political level, at the senior officials' level, and at the professional level. In the Twinning Project much of the focus was on practitioners - public servants who were involved in similar areas of activity and who worked together to solve a problem. Canadian practitioners brought knowledge and expertise gained from practical experience. South African practitioners brought knowledge about the context, the culture, formal and informal

structures and processes, the government and its priorities. Each party's contribution was valuable, essential and equally important.

- ***Pride and Recognition*** – Individuals, groups and organizations that provided substantive support to the Project received certificates of recognition. The South African Provincial Co-ordinators Forum developed the guidelines for the award of the certificates. The Provincial Management Capacity Building Board and the Steering Committee approved the guidelines.

#### **6.8.5.15 Development of a Learning Culture**

All public services need competent, professional public servants. Participants identified competencies that they needed strengthened and reported strengthening that had occurred. Competencies they usually targeted for strengthening included governance competencies, discipline-specific competencies, and generic competencies<sup>2</sup>.

The Twinning Project's work plan included many opportunities for information sharing. Some activities were designed to foster information sharing among different levels of an organization while others encouraged information sharing between South African and Canadian provincial officials, among South African provincial officials, and among government officials in African countries. Some activities strengthened sharing of information between government officials and personnel of academic institutions and of professional organizations. Participants used all methods of sharing information - personal, group, mass media and electronic.

#### **6.8.5.16 Incorporation of Sustainability**

Various mechanisms were used to incorporate sustainability including the following:

- The emphasis on results strengthened the focus on knowledge transfer for the purpose of change management.

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<sup>2</sup> Information regarding identification of competencies is taken from activity plans and oral and written reports.



- There was a high degree of local ownership. Senior management and cabinet approval of provincial work plans ensured that the work of the Twinning Project was built into the government's business plans and the performance contracts of the directors general, not an "add-on".
- Specific efforts were made to build a wider pool of shared knowledge in a specific subject area and bring more and different perspectives to discussions. These efforts included:
  - Ensuring that the historically disadvantaged were involved in activities;
  - Including both policy and program officials in activities; and
  - Including more than one province in activities.
- Women were highly involved in the planning and decision-making aspects of the Project. Approximately 70% of the provincial co-ordinators and deputy provincial co-ordinators were women.
- The results have proven to be durable and have provided the foundation for additional refinements. Because the work plans were tied to government policy, results had to be achieved. Some of the results were prerequisite to progress being made in other areas. Because of this dependency, the incentive to achieve results was high.
- South African participants tailored Canadian approaches to African circumstances.
- Responsiveness to current needs meant that knowledge was applied immediately and competencies as well as systems and processes were strengthened through this immediate application.
- Provincial governments provided substantial resources to support the Twinning Project.

#### **6.8.5.17 Reviews and Audits**

In 2003 CIDA undertook a financial audit of the Twinning Project and engaged a consultant to monitor performance. All concerns were immediately addressed.

#### **6.8.5.18 Passion**

To be successful, the leadership of a twinning project must be passionate about its value and methodology. With respect to the Canada South Africa Provincial Twinning Project, the key participants, namely, the officials of the funding and executing agencies, the directors general

and deputy ministers, the provincial co-ordinators and deputy provincial co-ordinators, and the project manager, all genuinely had to believe in good governance and that sound public administration contributes to good governance. They had to believe that by participating in the Twinning Project's activities, public servants would become better public managers and that democratic governance would be strengthened.

Because of their passion for the value of the Twinning Project, the directors general ensured that they were always well-represented at Steering Committee meetings (Attendance records of steering committee meetings). They diligently attended meetings called by the funding agency (Attendance records of meetings between CIDA officials and directors general), and they addressed problems immediately.

Canadian provincial officials also exhibited their passion for the potential of the Twinning Project to strengthen a new democracy by enthusiastically supporting its activities, by ensuring that they were well-represented and well-prepared for steering committee meetings (Attendance records and minutes of steering committee meetings) and by representing the interests of the Twinning Project in other venues such as intergovernmental meetings.<sup>3</sup>

## **6.9 ASSESSMENT OF THE DESIGN OF THE TWINNING PROJECT**

The design of the Twinning Project can be assessed from the following perspectives:

- The degree to which the design of the Twinning Project complied with best practices that have been identified by other twinning projects or assessments of other twinning projects;
- The ease of administration of the Twinning Project; and
- Lessons learned from the participants.

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<sup>3</sup> Documentation for this section is found in the correspondence, attendance records, minutes, and reports that form part of the official records of the Twinning Project and that are on file with IPAC in accordance with *The Contribution Agreement*.

### **6.9.1 Compliance with Best Practices**

From the review of other twinning projects and assessments of twinning projects, best practices that have application to the Canada-South Africa Provincial Twinning Project can be identified. They are given in Table 19 below as well as examples of the manner in which Twinning Project's compliance with them.

From the comparison of examples to best practices, it can be seen that the design of the Twinning Project complied with most of the best practices found in other twinning projects. The best practices where the Twinning Project did not comply were beyond the control of the current project. These were:

- Absence of a framework agreement between the funder and the providers that sets out the providers' conditions for releasing staff to provide expertise. CIDA does not have agreements with the Canadian provincial governments.
- The partnership agreements were non-binding administrative agreements that provinces voluntarily entered into. The resources provided by the Twinning Project were tiny in comparison to those provided by other donors and competed for the time and attention of officials in documenting in detail small results.
- In order to reduce delays related to obtaining approvals and to reduce the amount of paperwork required administrative requirements should be streamlined or eliminated. CIDA's administrative requirements were a major burden and out of proportion to the scale of the resources being provided to a specific activity and the capacity of the human resources available.
- The single permanent employee did not have the time to brief officials before activities or follow-up each activity with a full debriefing.

<b>Table 19. Compliance with Best Practices in Twinning Arrangements</b>	
<b>Best Practices Identified in Other Twinning Projects</b>	<b>Examples of Application of Best Practices in the Canada South Africa Provincial Twinning Project</b>
<ul style="list-style-type: none"> <li>▪ The project's sustainability is directly related to the partners' ownership of the project.</li> <li>▪ Twinning must be endorsed at the highest level of each participating organization if the partnerships are to be successful.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Senior management and cabinet approval of provincial work plans ensured that the work of the Twinning Project is not an add-on but built into the government's business plans and the performance contracts of the directors general.</li> <li>▪ Because the work plans were tied to government policy, results had to be achieved. Some of the results were prerequisite to progress being made in other areas; therefore, the incentive to achieve results was high.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Partnerships work best when all key role players are involved and when there is a champion among the role players.</li> <li>▪ It is important to obtain buy-in of all stakeholders at the beginning of the project.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The directors general were the key role players within the South African provinces and the champions of the Twinning Project with their senior officials, their premiers, their provincial cabinets, and at the Presidents Co-ordinating Council.</li> <li>▪ Work plans had to be approved by senior management and the director general and often by the premier and cabinet. The executive is accountable to the legislature for the use of donor resources and achievement of results.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Leadership in both partners that is complementary is crucial.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The directors general were the most senior officials in the South African provincial governments.</li> <li>▪ The Canadian provincial co-ordinators were senior managers in their own governments and held key posts usually in the Intergovernmental Relations Department or the Cabinet Office.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Each organization must have, at the outset, a clear sense of why it is embarking on a twinning project, what it hopes to gain, and what it expects to contribute to the relationship.</li> <li>▪ Each organization must have a strong commitment to the shared vision, a willingness to devote the necessary time to the joint activities, and the organizational capacity to take on the additional work that the partnership will require.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Tripartite agreements, signed by each partnering province and IPAC, set out expectations and obligations.</li> <li>▪ Directors general were accountable for results achieved via their performance contracts. Their peers, who were also being assessed on their performance respecting the Twinning Project, evaluated them on their results.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Ensure partners are well matched including system compatibility, pace and direction of governance reform, infrastructure, language, etc.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Initially the criteria for matching partners was based on apparent compatibility. Later twinings were based on the South African provinces choosing partners that were the best fit.</li> </ul>
<ul style="list-style-type: none"> <li>▪ The participants relate to each other well because they are peers.</li> <li>▪ The fastest and most economical means of effecting change is a practitioner-to-practitioner approach using seasoned public servants in comparable positions.</li> </ul>	<ul style="list-style-type: none"> <li>▪ A practitioner-to-practitioner approach was used.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Canadian practitioners must have the capacity to analyze and explain very clearly options and the possible impacts of the various options. They must have the ability to work intensively with South African practitioners and to assist them to develop their own knowledge</li> </ul>	<ul style="list-style-type: none"> <li>▪ The South African provinces confirmed the value of the practitioner-to practitioner approach and their preference for this method of knowledge transfer at the <i>Workshop on Sustainability</i>, March 29, 2004.</li> <li>▪ Excellent results were achieved with high levels of satisfaction with the matching of Canadian and South African practitioners (See Chapter 8 for a detailed</li> </ul>

<b>Table 19. Compliance with Best Practices in Twinning Arrangements</b>	
<b>Best Practices Identified in Other Twinning Projects</b>	<b>Examples of Application of Best Practices in the Canada South Africa Provincial Twinning Project</b>
<p>and skills.</p> <ul style="list-style-type: none"> <li>South African practitioners benefit from examining and comparing options. They particularly value assistance at the initial stages of designing solutions. Honesty in presenting Canadian solutions, both the positive and negative aspects, is highly important and respected.</li> </ul>	<p>discussion of the Twinning Project's results).</p>
<ul style="list-style-type: none"> <li>Partnerships are cost-effective because of the use of volunteers and because of the leveraging of resources from communities.</li> <li>Twinning relationships take time and effort to foster and mentor. However, once developed, they have a multiplier effect through the network of contacts established, relationships developed, and sharing of expertise that occurs.</li> </ul>	<ul style="list-style-type: none"> <li>More than \$5 million of in kind support was provided through this voluntary project.</li> </ul>
<ul style="list-style-type: none"> <li>The project must respond to the needs of all of the partners.</li> </ul>	<ul style="list-style-type: none"> <li>All nine South African provinces were included in the Twinning Project, each with its own priorities and work plan.</li> <li>Provincial governments' busy cycles were respected.</li> </ul>
<ul style="list-style-type: none"> <li>There must be an openness and willingness to co-operate with other donors.</li> </ul>	<ul style="list-style-type: none"> <li>The Directors general determined the niche for each donor.</li> <li>The project manager supported the Colmet Program.</li> <li>The British Columbia HIV/AIDS officials co-operated with other donors to prevent overlap and duplication.</li> <li>Inclusive education training was co-ordinated with the New Brunswick Provincial Government and Finnish Aid.</li> </ul>
<ul style="list-style-type: none"> <li>Projects need more time than one thinks at the outset to learn about one another and how to work with the other's culture.</li> </ul>	<ul style="list-style-type: none"> <li>Familiarization visits were used to introduce potential partners.</li> <li>Provinces could take two or more years to determine how they wished to participate and with whom they wished to work/twin.</li> </ul>
<ul style="list-style-type: none"> <li>Partners must be flexible about how the project unfolds and view the nature of the relationship flexibly.</li> <li>Partners adapt to change well and are highly responsive.</li> <li>The program must be flexible enough to respond to the ever changing and evolving environment.</li> </ul>	<ul style="list-style-type: none"> <li>Work plans were amended as required to fit changing priorities and emerging needs.</li> <li>Multi-province delegations from different South African provinces were involved in the same learning activity to broaden the knowledge base in South Africa, bring different perspectives to the issue, and strengthen learning networks.</li> <li>Several Canadian provinces often supported the same study tour to provide expertise unique to their province.</li> </ul>
<ul style="list-style-type: none"> <li>The sponsoring organization must make its development goals and requirements very clear at the outset.</li> <li>The developed country partner must have an understanding of the key issues, the aims of development, and is committed to their realization.</li> </ul>	<ul style="list-style-type: none"> <li>CIDA's and IPAC's goals are articulated in various documents and available on their websites.</li> <li>The South African Directors general were clear about provincial, national and international priorities for South Africa and Africa and ensure that the Twinning Project had to be aligned with the goals and priorities.</li> </ul>
<ul style="list-style-type: none"> <li>Organizational development and sustainable organizational capacity</li> </ul>	<ul style="list-style-type: none"> <li>A <i>Planning for Success</i> workshop was held at the onset of the Twinning Project to provide an opportunity for</li> </ul>

<b>Table 19. Compliance with Best Practices in Twinning Arrangements</b>	
<b>Best Practices Identified in Other Twinning Projects</b>	<b>Examples of Application of Best Practices in the Canada South Africa Provincial Twinning Project</b>
<ul style="list-style-type: none"> <li>building must be emphasized..</li> <li>The most pressing needs of the developing country partner – technical, organizational, managerial, etc. must be identified and given priority.</li> </ul>	<ul style="list-style-type: none"> <li>needs identification and inclusion of provincial priorities in the work plans.</li> <li>Capacity was strengthened at the individual, group and organizational levels.</li> </ul>
<ul style="list-style-type: none"> <li>The twinning partners must sign a twinning covenant that commits each partner to jointly achieving the agreed upon results.</li> <li>The partners develop and agree on a detailed work plan setting out their respective responsibilities for each step and the means to achieve it.</li> <li>The candidate country is responsible for ensuring that all conditions required to ensure success are met.</li> </ul>	<ul style="list-style-type: none"> <li>The partners signed partnership agreements.</li> <li>The partners were required to have work plans and to update them annually.</li> <li>The directors general, premiers and cabinets approved the selection of South African officials and authorized their participation in activities in Canada.</li> </ul>
<ul style="list-style-type: none"> <li>Twinning must be viewed as organizational co-operation in which the twinned organizations carry equal responsibility as partners for all aspects of co-operation rather than a provider-client relationship.</li> </ul>	<ul style="list-style-type: none"> <li>The agreements were partnership agreements.</li> <li>Each partner was not required to contribute the same amount of resources but each partner was equally responsible for planning, decisions, and results.</li> </ul>
<ul style="list-style-type: none"> <li>A Project Steering Committee is responsible for overall management of the twinning project and making the major decisions.</li> </ul>	<ul style="list-style-type: none"> <li>The Twinning Project had a Steering Committee that met at least annually.</li> </ul>
<ul style="list-style-type: none"> <li>Ensure that twinning projects include in the framework the development of an organizational learning culture to be specified in the project outcomes and evaluated as part of capacity development.</li> </ul>	<ul style="list-style-type: none"> <li>The Twinning Project emphasized the development of competencies and learning networks.</li> <li>The <i>Best Practices in Public Management Conference</i> reinforced the importance of applying and sharing knowledge.</li> </ul>
<ul style="list-style-type: none"> <li>Ensure that twinning projects are understood as a major organizational change process. This demands flexibility in the planning, implementation and evaluation of twinning projects.</li> </ul>	<ul style="list-style-type: none"> <li>Many of the results could only be achieved with major overhauls or replacements of existing systems e.g. performance management, sustainable development indicators, healthy child policy, horizontal policy implementation.</li> </ul>
<ul style="list-style-type: none"> <li>Provide opportunities to debate the meaning of the project.</li> </ul>	<ul style="list-style-type: none"> <li>Opportunities for debate included: <i>Planning for Success Workshop</i>; <i>Best Practices Conference</i>; <i>Sustainability Workshop</i>; Steering Committee meetings; and meetings of the Canadian and South African Provincial Co-ordinators' Forums.</li> </ul>
<ul style="list-style-type: none"> <li>Care must be taken to ensure that the twinning project does not result in a pocket of enhanced organizational capacity within an unchanged hierarchy.</li> </ul>	<ul style="list-style-type: none"> <li>Work plans were part of provincial core business plans.</li> </ul>
<ul style="list-style-type: none"> <li>The twinning project should result in developmental opportunities for staff within the organization.</li> </ul>	<ul style="list-style-type: none"> <li>Several officials have been promoted to other more responsible positions (See Chapter 8 for a detailed discussion of the Twinning Project's results).</li> </ul>
<ul style="list-style-type: none"> <li>View activities as learning opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>A mission report was prepared after activities were completed that described what had been learned and how</li> </ul>

<b>Table 19. Compliance with Best Practices in Twinning Arrangements</b>	
<b>Best Practices Identified in Other Twinning Projects</b>	<b>Examples of Application of Best Practices in the Canada South Africa Provincial Twinning Project</b>
	it would be applied.
<ul style="list-style-type: none"> <li>▪ Practices that contribute to successful interventions include: <ul style="list-style-type: none"> <li>- Professional standards including willingness to learn and develop a strong knowledge base; promptness, follow-up, and rigour.</li> <li>- Well-planned and executed activities with attention to relevance and detail.</li> <li>- Building new learning into each subsequent activity.</li> <li>- Careful selection and briefing of participants.</li> <li>- Never prescribing the solution, but working together on developing a solution.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▪ Activities required an activity plan that set out the objectives and how the activity contributed to results. Based on these plans provinces were able to develop learning experiences that met the needs.</li> <li>▪ Progress was measured over time and the cumulative results of a series of activities.</li> </ul>

Source: Compiled from best practices identified in the examples in this chapter and actual practices of the Twinning Project.

## **6.9.2 Ease of Administration of the *Contribution Agreement***

The contribution agreement is the primary determinant of how easy or difficult the administration of a project will be. It is therefore crucial that the contribution agreement be developed by the key role players and not have any ambiguity or conflicting provisions. All requirements should be included in the agreement because those implementing the Project cannot know or be held accountable for requirements, procedures, or expectations that are not included in the agreement or not added to the agreement through the prescribed amendment process. It is also crucial that all information required to implement the agreement be provided with the agreement. As well, the practical aspects of implementation must be taken into consideration.

### **6.9.2.1 Lack of Common Understandings of Major Issues**

While CIDA officials undertook some consultation with some of the provinces prior to negotiation and signing of the agreement, the provincial governments did not sign the *Contribution Agreement*. This unfortunate set of circumstances created considerable difficulties later in the project life.

These difficulties include the following:

- A lack of understanding by the funding agency of co-operative governance and how it is being implemented in South Africa, particularly the time needed to allow for ample discussion internally within the provincial governments and externally with other spheres of government, and consensus decision-making;
- Failure to build upon the model the UNDP had already established for building capacity in the provinces – there was a lack of understanding of the ownership of projects that had been built in the directors general and the readiness of the Provincial Management Capacity Building Board to assume managerial responsibility;
- A lack of sensitivity to political factors and inclusion of requirements that were inappropriate to the political context, particularly in the initial denial of participation of elected office holders, except on an in-kind basis;
- Expectations regarding planning, monitoring and reporting that were far beyond what provinces envisioned or could meet which resulted in resistance to providing the detailed information needed to meet the accountability requirements; and
- Very different understandings of the meaning of local ownership, responsiveness, and delegated decision-making.

#### **6.9.2.2 Confusion Regarding the Purpose of the Project and the Implementation Methods**

At the beginning of the Twinning Project all parties were clearly under the impression that the Twinning Project was, in terms of its implementation, a practitioner to practitioner based project that both strengthened the machinery of government and supported service delivery, particularly service delivery related to helping South Africans better meet basic needs such as education, health, economic development, and sustainable development. This understanding was based on Provisions 3 and 4 of Attachment A of the *Contribution Agreement* (Appendix B). All of the partnership agreements included provisions that reflected this understanding.

The concerns raised by the funding agency in 2003 (Lemelin 2003: Letter dated July 25, 2003) that the Twinning Project was addressing service delivery as well as the machinery of government and that it was using practitioners rather than local consultants was very confusing and caused a great deal of time and energy to be unnecessarily diverted into clarifying the meaning of the wording of the provisions.



Concerns raised regarding the rate of spending, while legitimate, failed to take into consideration the following three major factors:

- The previous Programme on Governance had been extended to March 2001 to enable some of its unused resources to be spent. These resources were not taken into consideration when reviewing the Twinning Project's expenditures;
- *The Contribution Agreement* required each participating province to provide a meaningful amount of in kind contribution. Provinces chose to meet their in kind requirements before using project resources. This situation meant that at the beginning of the Twinning Project, disbursement of funds from individual project allocations was slow; and
- The executing agency had undergone a change in financial managers and was in the process of upgrading its financial systems. During this transition period, some of its reports were not as up to date as they should have been.

#### **6.9.2.3 Planning**

*The Contribution Agreement* required planning to be iterative and plans to be developed based on South African provincial governments' strategic capacity-building needs. They were to be reviewed on an annual basis. To implement this requirement required an understanding of the nuances involved in a complex, evolving, political environment made up of many role players and partnerships and consisting of many, small, specific activities.

The requirement that the overall work plan be reviewed annually through a strategic planning process involving all of the partners posed several problems:

- First, "What is being reviewed and approved and by whom?" During the inception mission the directors general had collectively identified the major areas of capacity building required. However, beyond this identification as a collective, capacity building within provinces is a provincial responsibility. Nine separate work plans that reflected the priorities of individual South African provinces, each aligned with relevant domestic and international policy frameworks were required. They were prepared, submitted and approved by their respective senior management teams and provincial cabinets. Not only did the provincial governments take ownership of their

work plans, but the plans were built into provincial business plans. Once this level of accountability had been established, only the provincial government's officials and elected office holders could request reviews or changes to their work plans or provide final authorization of changes. Provided the work plans were already within the approved framework of the Twinning Project and contributed to meeting the purposes of the project, it was administratively and politically inappropriate to have others approve or override what a specific cabinet had already approved.

- Second, the directors general were accountable to their cabinets and their legislatures for their plans, results achieved and the resources used. The directors general, therefore, were monitoring their plans on a continual basis. They were in the best position to determine whether the work plans needed to be adapted and if so, when, why and how.
- Third, organizations undertake strategic planning every three to five years, about the duration of the Twinning Project. The years in-between, organizations implement and monitor the strategic plan. Monitoring the implementation of the overall work plan was incorporated into the responsibilities of the steering committee. The steering committee had the authority to identify changes in the environment that should be taken into consideration and to recommend adjustment of the emphasis in work plans to accommodate changing circumstances, as well as to authorize activities that should be undertaken by the Twinning Project for the benefit of all of the provinces. However, provinces were independent with respect to establishing their own priorities and developing, within the approved framework, their own work plans.
- Fourth, the Twinning Project primarily supported operational matters. It focused on structures, processes, systems, competency development, decision implementation and best practices, not policy making and strategic planning. The initial *Planning for Success Workshop* in Year I developed the project framework and four-year work plans. The *Best Practices Conference* in Year III showcased the results of implementing the framework. The combination of these two activities and the regular monitoring of the steering committee balanced planning, implementation and reflection within the resources available.

- Fifth, the amounts of money involved were relatively small. A partnership had from \$25,000 to \$70,000 to spend in a year, an amount that usually would allow two to eight officials to participate in activities. Most of this money was spent on airfare, accommodation and sustenance. An annual strategic planning meeting that would bring together all of the partners would require the use of resources for “planning to plan” that would otherwise be used for “implementing plans”. Each participating government would have required at least \$11,000 per year of its allocation for an all-party strategic planning meeting. This amount is one-seventh to one-half the amount provinces would have for annual activities. The result would have been fewer activities, fewer public servants gaining and applying new knowledge, and less capacity being built. Provincial governments preferred to use this money for costs related to study tours with the provincial co-ordinators participating in the study tours in the combined roles of planners, facilitators, managers, and subject matter specialists.

#### **6.9.2.4 Ambiguity Regarding Work Plans**

The form, content and level of detail required in a work plan was never specified and subject to different interpretation by different individuals. Many believed that after the workshop in February 2001 at which time provinces/partnerships identified the necessary components of the work plan (desired outcomes and outputs, baseline data and performance indicators and relevant assumptions, risks, and risk management strategies) planning for a project of the size and purpose of the Twinning Project was well-under control. Participants believed that the planning documents each province/partnership developed were four-year work plans with specific activities to implement the plans to be mutually determined by the partners and implemented at mutually convenient times.

However, the funding and executing agencies required a great deal of highly detailed information to approve the release of public funds. Achieving a balance between their requirements and the difficulties of precisely determining what needs to be done in strengthening governance at a specific time in a highly fluid and political environment proved to be a daunting task. As well, some agreement on whether the work plans could be general outlines of expectations or were to be tightly controlled action plans would have been helpful.

Because of the ambiguity involved, the project manager struggled throughout the duration of the Twinning Project, with different approaches. The following approaches were tried:

- ***Multi-Year Funding and Planning*** - Each province/partnership was given an initial four-year allocation of \$270,000 (formalized partnerships) or \$100,000 (non-twinning provinces). Within their allocation, provinces/partnerships were fully responsible for developing their own work plans. They could develop a work plan a year at a time, for two or three years, or for the full four years. They could bunch up activities to accommodate anticipated elections and other busy periods, could bring forward or defer activities to accommodate availability of officials, or could organize their activities to ensure continual work on a regular basis.

This approach provided maximum flexibility in determining the type of activities, the purposes of activities, and when activities would be scheduled. This approach provided for maximum ownership and accountability. The funding agency determined this approach to be inadequate because it did not provide enough detail about the activities or timing of the activities.

- ***Combined Work Plan and Budget*** – The project manager developed a detailed monitoring format to respond to the funding agency's concerns. This format linked the budget, the work plan, and the desired results and consisted of three documents – an overall budget, a detailed budget and a Gantt chart.

The overall budget identified the operating expenses for the Twinning Project and the budgets for each partnership or province (Table 20, Consolidated Work Plan and Budget, below). Operating expenses included costs of personnel, project overhead, budgets for contractors, travel of the project manager and IPAC officials, and field office operating expenses. In accordance with CIDA's results-based management requirements, instead of line item budgeting that tracked expenses such as airfare, sustenance and business expenses, the calculations estimated the cost of the activities that contributed to achieving the desired results. In-kind contributions were also estimated to monitor the amounts that had been contributed and to understand the actual costs of the effort required to achieve results.

Detailed budgets for specific project expenses and detailed budgets for each province/partnership were also developed. These budgets were tailored to the results and supporting activities each province or partnership had in the respective work plan (Table 21, below). The third document, a Gantt chart, provided information about the timing, purpose, nature, length, type of officials, and anticipated timing of activities (Table 22, below). It set out the anticipated schedule for the activities, the purpose of the activities and the officials involved.

The funding agency found this information to be inadequate.

- ***Prescribed Work Plan*** - In August 2003 the funding agency provided a new format for work plans. Budgets were to follow the line item format. An excerpt of this work plan is provided in Table 23, below. This format required:
  - A brief summary of progress to date for each outcome;
  - A description of results expected for each output including specific objectives;
  - A description of any recent activities completed and results achieved;
  - A description of results to date for each output;
  - A description of the type of activity to be undertaken and the numbers of officials expected to participate;
  - An estimate of financial resources required and in-kind resources to be contributed; and
  - An identification of potential variances.

In May 2004 the prescribed work plan was revised and another work plan had to be prepared and submitted for activities to be undertaken between the last Steering Committee meeting (March 30, 2004) and the end of the Twinning Project (June 30, 2004). Budgets were to follow the line item format. An excerpt of this work plan is provided in Table 24, below. The information requirements for this work plan included:

- Identification of specific outcomes, outputs, and activities;
- Identification of South African and Canadian provinces involved;
- Proposed dates for the activity and names and numbers of participants;
- Financial resources required and anticipated in kind contribution.

Table 20. Consolidated Work Plan and Budget							
Project Budget Code	Province's Budget Code	Budget Category and Sub Categories	Contribution Agreement's 4 Year Allocation \$ CAN	Actual Expenses for 2000/06 to 2002/03 \$CAN	Actual Expenses for 2002/03 to 2003/04 \$CAN	Estimated Expenses for 2003/04 to 2004/06 \$CAN	Total Expenses Per Category and Result \$CAN
1.1		Personnel in Canada and on Short-Term Assignment Abroad	483,600	128,100	135,225	173,000	436,325
	1.1.3	Project Overhead	146,400	68,988	38,706	38,706	146,400
1.2 & 1.3		Contractors	126,000	0	0	0	0
1.5		Travel: IPAC	270,00	82,559	25,492.00	122,000	230,051
1.6 & 1.8		Field Offices: Project Operating Expenses	280,000	43,622	54,222.00	111,174	209,018.00
1.7		Project: KRA#1		86,528.00	122,307.00	436,000	644,835.00
1.7.2 - 1.7.10		<b>Provinces &amp; Provincial Partnerships: KRA #1, KRA #2, KRA #3, KRA #4</b>					
		<b><i>KRA#1: Strong Twinning Project that strengthens provinces, particularly South African provinces, individually and collectively</i></b>					
		Alberta - Mpumalanga		6,622	13,998.00	0.00	20,620.00
		British Columbia - Eastern Cape		7,033	0.00	10,500.00	17,533.00
		KwaZulu Natal		0	0.00	20,000.00	20,000.00
		Limpopo			5,457.00	0.00	5,457.00
		Manitoba - North West Province		6619	21,533.00	57,500.00	85,652.00
		Newfoundland & Labrador				10,000.00	10,000.00
		Northern Cape		6886	8,747.00	21,000.00	36,633.00
		Ontario- Gauteng			39,474.00	0.00	39,474.00
		Saskatchewan - Free State		10,356	6,031.00	0.00	16,387.00
		Western Cape				10,500.00	10,500.00
		<b>Total Expenses</b>		<b>37516</b>	<b>95,240.00</b>	<b>129,500.00</b>	262,256.00
		<b><i>KRA #2: Strong, responsive decision making supported by effective, efficient, machinery of government.</i></b>					
		Alberta - Mpumalanga		48,059	21,407.00	174,914	244,380.00
		British Columbia - Eastern Cape		38,345	12,250.00	63,000	113,595.00
		KwaZulu				97,500	97,500.00

Table 20. Consolidated Work Plan and Budget							
Project Budget Code	Province's Budget Code	Budget Category and Sub Categories	Contribution Agreement's 4 Year Allocation \$ CAN	Actual Expenses for 2000/06 to 2002/03 \$CAN	Actual Expenses for 2002/03 to 2003/04 \$CAN	Estimated Expenses for 2003/04 to 2004/06 \$CAN	Total Expenses Per Category and Result \$CAN
		Natal					
		Limpopo			50,210.00	42,000	<b>92,210.00</b>
		Manitoba - North West Province		38,938	46,378.00	23,000	<b>108,316.00</b>
		Ontario-Gauteng			62,000.00	120,000	<b>182,000.00</b>
		Newfoundland & Labrador				10,000	<b>10,000.00</b>
		Northern Cape		6109	8,747.00	44,000	<b>58,856.00</b>
		Saskatchewan - Free State		88,783	22,000.00	21,000	<b>131,783.00</b>
		Western Cape				64,500	<b>64,500.00</b>
		<b>Total Expenses</b>		<b>220,234</b>	<b>222,992.00</b>	<b>659,914</b>	1,103,140.00
		<b><i>KRA#3: Acceptable capacity at the senior and middle management levels of the public service</i></b>					
		Northern Cape		14,943.00	94,500	109,443.00	<b>14,943.00</b>
		Saskatchewan - Free State		19,672	0	19,672	<b>19,672</b>
		Western Cape			25,000	25,000	
		<b><i>KRA #4: Higher quality, more cost-effective and efficient public services responsive to the needs of the people.</i></b>					
		British Columbia - Eastern Cape			26,201.00	15,800	<b>42,001.00</b>
		Limpopo			27,859.00	0	<b>27,859.00</b>
		Manitoba - North West Province				35,000	<b>35,000.00</b>
		Ontario-Gauteng				20,000	<b>20,000</b>
		Saskatchewan - Free State			44,000.00	33,000	<b>77,000.00</b>
		<b>Total Expenses</b>			<b>98,060.00</b>	<b>103,800</b>	201,860.00

Source: Excerpt from the Twinning Project's 2003 budget documents. This document provided a summary of expenditures by result and province or partnership.

Table 21. Work Plan and Operating Budget of the Canada South Africa Provincial Twinning Project for the Alberta – Mpumalanga Partnership									
Project Budget Code	Province's Budget Code	Budget Categories and Subcategory Result		Specific Expenses Incurred	Contribution Agreement's 4 Year Allocation or Participants'	Actual Expenses for 2000/06 to 2002/03	Actual Expenses for 2002/03 to 2003/04	Estimated Expenses for 2002/03 to 2004/06	Total Expenses By Category and Result
		\$CAN		\$CAN	\$CAN	\$CAN	\$CAN	\$CAN	\$CAN
1.7.2 - 1.7.10		Provincial Partnerships: KRA #1, KRA #2, KRA #3, KRA#4							
	1.7.2	Alberta -Mpumalanga							
		KRA#1: Strong Twinning Project that strengthens provinces, particularly South African provinces, individually and collectively							
		Direction & Decision-Making	In Kind			100			
		Training, Development & Co-ordination	In Kind						
		Planning & Coordination: Provincial co-ordinators				6,522.17	13,998.06	0	20,520.23
		Planning & Coordination: Canadian Forum	In Kind						
		Planning & Coordination: RSA Forum	In Kind						
		Project Support: Provincial Management Capacity Building Board	In Kind						
		Project Support: Other Provinces							
		Project Support: Facilitation	In Kind						
		Total Direct Costs:				6,622.17	13,998.06	0	20,620
		In-Kind	Alberta	2000-2002	22,508.00			22,508.00	
				2003 - 2004					
			MPG	2000-2002					
				2003 - 2004					
		Total In-Kind Costs:				22,508.00			22,508.00
		Total Direct & In-				29,130.17	13,998.06	0	43,128



**Table 21. Work Plan and Operating Budget of the Canada South Africa Provincial Twinning Project for the Alberta – Mpumalanga Partnership**

Project Budget Code	Province's Budget Code	Budget Categories and Subcategory Result	Specific Expenses Incurred	Contribution Agreement's 4 Year Allocation or Participants'	Actual Expenses for 2000/06 to 2002/03	Actual Expenses for 2002/03 to 2003/04	Estimated Expenses for 2002/03 to 2004/06	Total Expenses By Category and Result
		\$CAN	\$CAN	\$CAN	\$CAN	\$CAN	\$CAN	\$CAN
		<b>Kind Costs:</b>						
		<b>KRA #2: Strong, responsive decision making supported by effective, efficient, machinery of government.</b>						
		Planning			13,044.34			<b>13,044.34</b>
		Finance			21,422.76		84,000	<b>105,422.76</b>
		Communications			13,591.64		20,000	<b>33,591.64</b>
		Accountability					20,000	<b>20,000</b>
		Performance Management					20,000	<b>20,000</b>
		Linkages Between Executive & Legislative Arms				607.99	0	<b>607.99</b>
		Economic Development				20,799.49	30,914	<b>51,713.04</b>
		<b>Total Direct Costs:</b>			<b>48,058.74</b>	<b>21,407.48</b>	<b>174,914</b>	244,379.77
		<b>In-Kind</b>	Alberta	2000-2002	29,910.00		29,910.00	
				2003 – 2004				
			MPG	2000-2002				
				2003 – 2004				
		<b>Total In-Kind Costs:</b>			29,910.00		0	<b>29,910.00</b>
		<b>Total Direct &amp; In-Kind Costs:</b>			77,968.74	21,407.48	174,914	<b>274,289.77</b>
		<b>KRA#3: Acceptable capacity at the senior and middle management levels of the public service.</b>						
		Incorporated into KRA#2.						
		<b>KRA #4: Higher quality, more cost-effective and efficient public services responsive to the needs of the people.</b>						
		Not Applicable.						
1.7.2		<b>Sum of Alberta -Mpumalanga Partnership Expenses</b>						
		<b>Total Direct Costs:</b>			<b>54,680.91</b>	<b>35,405.54</b>	<b>204,913.55</b>	295,000.00
		<b>Total In Kind Costs:</b>			52,418.00	0.00	0	<b>52,418.00</b>
		<b>Total Direct &amp; In-Kind Costs:</b>			<b>107,098.91</b>	<b>35,405.54</b>	<b>204,913.55</b>	<b>347,418.00</b>

Source: Excerpt of a 2003 budget document that identifies actual and anticipated expenditures for each province or partnership in terms of activities required to achieve desired results.

<b>Table 22. Gantt Chart of Activities Planned for February 2003 to April 2004</b>								
<b>Activity, Officials &amp; Positions of Officials</b>	<b>Purpose</b>	<b>Nature &amp; Length</b>	<b>Feb</b>	<b>Mar</b>	<b>April</b>	<b>May</b>	<b>June</b>	<b>July</b>
<b>Steering Committee</b>	Approves work plan, & budget, & provides direction	1 day annually. Alternates between Canada & South Africa.			<b>April 4</b>			
<b>Workshop:</b> 2-3 representatives per province	To provide opportunities strengthening knowledge, skills and attitudes in specific aspects of public administration and for South African provinces to share best practices in public administration among themselves, with their Canadian counterparts and with selected African countries.	Workshop ½ way through the project.					<b>June 4-6</b>	
<b>ECPG-BCPG</b>								
ECPG Legislative Counsel to BCPG: J. Lukwago-Mugerwa, Chief State Law Adviser & Msingathi Mlisana, and Principal State Law Adviser.	To gain an understanding of British Columbia's systems and processes for preparing, updating, and reviewing legislation and for reforming legislation to support public policy objectives.	10-day study tour			<b>April 28 –</b>	<b>May 10</b>		
Resource person: Art Daniels, Assistant Deputy Minister, Ontario's Centre for Leadership	To serve as a resource person and stimulate planning in strengthening capacity and performance measurement of HODs.	1-day seminar				<b>x</b>		
HIV/AIDS: 2 Eastern Cape officials to British Columbia	To develop a detailed plan for addressing a specific aspect of HIV/AIDS identified in the needs assessment.	Working Visit: 10 days					<b>x</b>	
Rural Development: 2 Senior Eastern Cape officials to participate in multi-province study tour to Newfoundland.	To strengthen competencies in identifying essential components of a social and economic development strategy and to be able to identify appropriate indicators of social and economic development.	Study Tour & Training: 5 days in Newfoundland & 3 days in Saskatchewan					<b>x</b>	

Source: Excerpt from the Twinning Project's 2003 budget documents. This document provided a summary of the activities, anticipated officials and expected time frames for each province/partnership for the financial year.

Table 23. Work Plan for the Period April 1, 2003 to March 31, 2004						
Expected Results for the Life of the Project	Results Planned for this Period	Project Budget for this Activity	In Kind RSA Provinces	In Kind Canadian Provinces	Actual Results Achieved To Date	Variance of Planned to Actual Results
<b>Outcome #2. Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government.</b>						
<b>Progress to Date in Achieving Outcome #2.</b>						
. Most of the South African provinces have completed restructuring the central agencies and fine-tuning the cabinet system, thus positioning the Office of the Premier to provide effective leadership to the government and effective support to cabinet and the Premier. As well, there is a clearer understanding of the responsibilities of key role players, sources of tension in government, and approaches to preventing or managing conflict.						
. Significant progress is being made in developing departmental and government-wide outcomes, relevant indicators, and performance measurement systems as well as strengthening integration of planning and budgeting. These initiatives contribute to strengthened accountability, better stewardship, and better alignment with government priorities.						
. One province has completed a review of its legislation, removed outdated legislation, and improved its legislative processes. Its legislation now fully supports government policy.						
. Several provinces have strengthened their communications units resulting in more effective communications with more citizens.						
<b>Output 2.1 Strengthened Office of the Premier/Director General</b>						
2.1.101. ECPG-BCPG	All activities successfully completed.				Eastern Cape's Office of the Premier is appropriately structured and necessary systems are in place.	
2.1.201. FSPG. Training in conflict management	Specialist in governance provides a seminar on Managing Healthy Tensions. Travel, accommodation, sustenance, & fees. August 2003.	3,200.00			Ministers and officials understand the sources of tensions, the consequences of not managing tensions, and the methods of managing tensions.	
	FSPG. Officials' time and absorbed costs.		2500			
	SKPG. Officials' time.			750		
2.1.401. KZNPG. Training in conflict management	Specialist in governance provides a seminar on Managing Healthy Tensions. Travel, accommodation, sustenance, & fees. August 2003.	3,200.00			Key officials understand the sources of tensions, the consequences of not managing tensions, and the methods of managing tensions.	
	KZNPG. Officials' time and absorbed costs.		2000			
	SKPG. Officials' time.			750		
	Total	6,400.00	4500	1500		

Table 23. Work Plan for the Period April 1, 2003 to March 31, 2004						
Expected Results for the Life of the Project	Results Planned for this Period	Project Budget for this Activity	In Kind RSA Provinces	In Kind Canadian Provinces	Actual Results Achieved To Date	Variance of Planned to Actual Results
<i>Output 2.2 Strengthened decision-making and systems that support making and tracking decisions.</i>						
2.2.102a ECPG-BCPG. Improved cabinet system and better policy integration	All planned activities successfully completed.				Eastern Cape officials have completed training in policy co-ordination and integration and are applying this knowledge.	
2.2.102b ECPG. Awareness of Ontario's automated tracking system.	Eastern Cape officials attended the Ontario senior official's presentation at the Best Practices Workshop. August 2003. See Outcome 1.				Knowledge gained re: tracking of commitments that can be applied to the system of tracking decisions adapted from British Columbia.	
2.2.202a FSPG. Seminar on horizontal policy development and implementation	Specialist in horizontal policy development and implementation provided a seminar in RSA on this topic. Travel, sustenance, accommodation & fees. August 2003.	4000			Good understanding of the elements of horizontal policy development and best practices to achieve successful implementation.	
	FSPG. Officials' time and absorbed costs.		2500			
	SKPG. Officials' time and absorbed costs.			500		
2.2.202b FSPG. Training in horizontal policy development and implementation	Specialist in horizontal policy development and implementation trains newly appointed policy, planning and program officials. Travel, sustenance, accommodation & fees. Objective: Understanding the principles of horizontal policy and their application to policy development and implementation.	6000				
	FSPG. Officials' time and absorbed costs.		TBD			
	SKPG. Officials' time and absorbed costs.			TBD		

<b>Table 23. Work Plan for the Period April 1, 2003 to March 31, 2004</b>						
<b>Expected Results for the Life of the Project</b>	<b>Results Planned for this Period</b>	<b>Project Budget for this Activity</b>	<b>In Kind RSA Provinces</b>	<b>In Kind Canadian Provinces</b>	<b>Actual Results Achieved To Date</b>	<b>Variance of Planned to Actual Results</b>
2.2.202c FSPG. Seminar and technical advice on policy and financial integration.	Two senior officials of Saskatchewan government on a work assignment in the Free State. Return visit to Saskatchewan of 2 senior Free State officials. Travel, accommodation and sustenance. Objective: To clarify the steps and linkages in the planning, policy development, accountability, and budgeting cycles, including linkages with other spheres of government, and processes and procedures that can foster better integration.	24,000				Must wait until after the Saskatchewan election and transition to a new cabinet.
	FSPG. Officials' time and absorbed costs.		TBD			
	SKPG. Officials' time and absorbed costs.			TBD		
2.2.302a GPG. Seminar on tracking systems.	Senior Ontario official presents seminar on Ontario's automated system to officials of Gauteng's cabinet office. Travel, accommodation and sustenance. Aug. 2003.	3500			Understanding of the principles of tracking government decisions and commitments and Ontario's tracking methodology and automated system.	
	GPG. Officials' time and absorbed costs.		1250			
	OPG. Officials' time and absorbed costs.			2000		
2.2.302b GPG. Working visit on government and non-government areas of mutual interest	Central agency portion of Premier Shilowa's 13-person, senior level, multi-disciplinary mission to Ontario. September 2003.	0			Strengthened professional relationship and sharing of issues of mutual interest between the two Cabinet Secretaries.	
	GPG. Officials' time and absorbed costs.		40,500			

<b>Table 23. Work Plan for the Period April 1, 2003 to March 31, 2004</b>						
<b>Expected Results for the Life of the Project</b>	<b>Results Planned for this Period</b>	<b>Project Budget for this Activity</b>	<b>In Kind RSA Provinces</b>	<b>In Kind Canadian Provinces</b>	<b>Actual Results Achieved To Date</b>	<b>Variance of Planned to Actual Results</b>
	OPG. Officials' time and absorbed costs.			2500		
2.2.302c GPG. Internships on policy analysis and co-ordination	Internships for 4 policy analysts of the Gauteng Provincial Government with the Ontario Provincial Government. Travel, accommodation & sustenance. Objectives: To strengthen competencies in policy analysis and the effective operation of policy units; to strengthen implementation of government policy; to better track government decisions and commitments.	24,000				Timing depends on length of transition period of new administration and readiness of Ontario policy units to provide internships.
	GPG. Officials' time and absorbed costs.		TBD			
	OPG. Officials' time and absorbed costs.			TBD		
2.2.402a KZNPG. Seminar on tracking system.	Senior Ontario official presents seminar on Ontario's automated system to officials of KwaZulu Natal's Office of the Premier. Travel, accommodation and sustenance. Aug. 2003.	3500			Understanding of the principles of tracking government decisions and commitments and Ontario's tracking methodology and automated system.	
	KZNPG. Officials' time and absorbed costs.		6000			
	OPG. Officials' time and absorbed costs.			2000		

Source: Excerpts from work plan submitted to CIDA, August 2003

Table 24.. Work Plan for the Canada South Africa Provincial Twinning Project for 2003 - 2004 (March - June 2004)						
Outcomes, Outputs and Activities	Objectives for this Period	Proposed Dates for Activities	Public Servants Proposed by the Partners or Significant to the Activity	Project Budget for this Activity \$	Expected In Kind Contribution \$	Total Resources \$
<b>Acronyms for Provinces:</b> ECPG - Eastern Cape Provincial Government; FSPG - Free State Provincial Government; GPG - Gauteng Provincial Government; KZNPG - KwaZulu Natal provincial Government; LPG - Limpopo Provincial Government; MPG - Mpumalanga provincial Government; NCPG - Northern Cape Provincial Government; NWPG - North West Provincial Government; WCPG - Western Cape Provincial Government APG - Alberta Provincial Government; BCPG - British Columbia Provincial Government; MANPG - Manitoba Provincial Government; NBPG - New Brunswick Provincial Government, OPG - Ontario Provincial Government, SKPG - Saskatchewan Provincial Government						
<b>Outcome #1: Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively.</b>						
<b>Output 1.1. Appointment of Provincial co-ordinators and/or Deputy Provincial co-ordinators</b>						
1.1. Designation of Provincial Co-ordinator	Objective: To ensure that GPG has a new Provincial Co-ordinator selected, approved, and oriented to assignment.	March	Percy Molefe	0		0
	GPG. Officials' time.			0	500	500
1.1.1 Designation of a Deputy Provincial Co-ordinator	Objective: To ensure that FSPG has a new Deputy Provincial Co-ordinator selected, approved, and oriented to assignment.	March	Faith Rampola	0		0
	FSPG. Officials' time.			0	500	500
<b>Output 1.6 Results, relationships and partnerships are sustainable</b>						
1.6.1 Leadership of elected office holders	Elected office holders provide leadership in policy change and support the Twinning Project as an instrument of capacity building.	February - June	Premiers Rev. Makhenkesi A. Stofile, Nosimo Balinlela, Isabella Winkie Direko, Beatrice Marshoff, Mmbhazima Shilowa, Lionel P.H.M. Mtshali, S'bu Ndebele, Ndaweni J. Mahlangu, T. Makwetla, E. Manne Dipico, Dipua Peters, Ngoako .A. Ramathlodi, Sello Moloto, Popo S. Molefe, Edna Molewa, Peter Maraise, Ebrahim Rasool, Thabo Mbeki	0	25,000	25,000

<b>Table 24.. Work Plan for the Canada South Africa Provincial Twinning Project for 2003 - 2004 (March - June 2004)</b>						
<b>Outcomes, Outputs and Activities</b>	<b>Objectives for this Period</b>	<b>Proposed Dates for Activities</b>	<b>Public Servants Proposed by the Partners or Significant to the Activity</b>	<b>Project Budget for this Activity \$</b>	<b>Expected In Kind Contribution \$</b>	<b>Total Resources \$</b>
2.2.402f. KZNPG - SKPG. Workshops, Advice, Coaching and Problem Solving in Managing the Transition of Government, Establishing the Foundation for the New Term, and developing a Plan for implementing the PGDS	Objectives: To strengthen the Office of the Premier and linkages with line departments. To assist with the development of a game plan for implementing the Provincial Government's Development Strategy. To provide training, coaching, and mentoring to key role players in the provision of effective support to the senior management team and newly appointed ministers with specific reference to policy implementation and service delivery.	June 4 - 27		30,000		30,000
	KZNPG. Officials' time and absorbed costs.		S. Ndebele, R.K. Sizane, A. Badenhorst, Senior Management Team, Department Heads, Policy Units, Intergovernmental Relations, Special Programs, Departments of Economic Development, Agriculture and Health.	0	50000	50000
	SKPG. Officials' time.		P. Osborne, D. Albus, L. Cooke, L. Minja. Consultant Engaged to Deliver Activity: Les Cooke.	0	3000	3000
<b><i>Output 2.2 Strengthened decision-making and systems that support making and tracking decisions.</i></b>						
2.2.302c GPG -OPG. Internships on policy analysis and co-ordination	Objectives: To strengthen competencies in policy analysis and the effective operation of policy units; to strengthen implementation of government policy; to better track government	March		50,000		50,000



Table 24.. Work Plan for the Canada South Africa Provincial Twinning Project for 2003 - 2004 (March - June 2004)						
Outcomes, Outputs and Activities	Objectives for this Period	Proposed Dates for Activities	Public Servants Proposed by the Partners or Significant to the Activity	Project Budget for this Activity \$	Expected In Kind Contribution \$	Total Resources \$
	decisions and commitments.					
	GPG. Officials' time and absorbed costs.		M. Mokoena, P. Molefe. Delegates: Shoki Tshabalala Director, Bongi Mpondo, Marie Louise Moodie, Pakiso Mathebula, Jabulane Blose, Rolleen Selby, Busi Mahlobogoane, Millicent Mtwla:	0	45000	45000
	OPG. Officials' time and absorbed costs.		Karen Tilford, Maria Cece, Staff of the Office of Executive Council; Ontario Government Departments and Agencies, Sign Language Interpreter.	0	50,000	50000

Source: Excerpts from work plan submitted to CIDA, 2004.

The difficulties experienced in providing the “right” amount of information in the work plans reflect an ambiguity on the part of the funding agency regarding:

- Delegation of responsibility and authority;
- Sharing of power and establishing partnerships based on equality;
- Holding partners accountable and achievement of results, and
- Compliance with commitments made.

On the one hand the funding agency appeared to be anxious to delegate responsibility for the day to day operation and decision making involved, to focus on substantive issues, and to trust the partnering provinces to fulfill their obligations. On the other hand, the funding agency appeared to wish to retain as much power and control as it would have if the project were being implemented from an office of the agency by a permanent staff member. The process used was one of extreme micromanagement. Every decision, major and minor had to be approved. This included:

- Assessing each activity;
- Assessing the specific participants in activities;
- Requiring prior approval of the Steering Committee for minor changes to individual work plans; and
- Controlling providers and recipients through a multitude of detailed information requirements.

The consequences of a funding agency’s continuous vacillation and changing of the rules and requirements had significant consequences:

- **Costs** – At least two full days of time are required to prepare a detailed work plan. This reflected about \$1000 of staff time per work plan. The more times the work plan had to be redone, the larger the cost of the labour.
- **Time** – The more time that had to be spent preparing detailed work plans, the less time that was available to do other tasks.
- **Value Added** – The detail required should only be enough to assure the funder that the financial resources will be used for the purposes intended. The officials of the

funding agency, particularly those located in Gatineau, Canada, were not in a position to evaluate the qualifications of the officials participating nor the specific contribution the activity would make to a specific provincial government's goals. Unless the information provided added value, it should not have been required.

- ***Credibility*** – Vacillation on requirements on the part of the funding agency conveyed a sense of uncertainty and lack of confidence in one's own knowledge base.

#### **6.9.2.5 Cumbersome Administrative Structure**

The *Contribution Agreement* provided for the use of some of the funds for support staff to provide administrative, clerical and logistical assistance. In practice, the administrative system was cumbersome. Several factors contributed to a cumbersome administrative situation:

- ***Size Limitations of Executing Agencies*** – In the current project-funding mode of governments, small executing agencies rely on the resources of several projects to together provide enough revenue to fund the salaries of administrative staff. The Twinning Project's logistical support for most travel arrangements and most financial administration was therefore located in IPAC's office in Toronto, Canada.
- ***Variety of Administrative Requirements*** – The *Contribution Agreement* required the Twinning Project to meet a number of requirements including tendering for supplies and services, meeting specific contractual requirements, and ensuring VAT and GST were properly reimbursed.
- ***Advances in Technology*** – The availability of laptop computers and a wide variety of sophisticated software, the advent of the Internet and email systems, and the support of desktop and cellular telephones and facsimile services, has greatly reduced the amount of support required for clerical staff.
- ***In Kind Requirements*** – Provinces frequently chose to provide logistical support as part of their in kind contribution.

- *Language Differences* – The University of the Free State’s financial system used Afrikaans.

The cumulative result of the various factors left the project manager with large administrative requirements but limited on-site support. Locating the South African office at the University of the Free State proved to be a great help as the project was able to establish an entity in the University’s financial system, use the University’s tendering and procurement systems, use a variety of on site services, and use the University’s VAT reimbursement services. With the assistance of an Afrikaans dictionary and the help of university students engaged on a casual basis, the language difference was easily managed.

The major problem experienced was the fragmentation of the work and the inability to organize the administrative tasks into a large enough mass to engage an administrative officer. Because of this fragmentation, the project manager had to review and approve all purchases, expense claims and iterations of travel itineraries for all participants. She had to collect all of the data, assemble all information, and oversee all logistical arrangements, often at a distance. The situation was exacerbated when the rules abruptly changed and international travel was to be arranged locally, that is from South Africa, if cheaper rates were available locally. This change meant that arrangements had to be made with local suppliers in all provinces, quotes had to then be sent to IPAC to determine whether IPAC could match or arrange cheaper flights, and if so, cancel all local arrangements. A great deal of additional work was created for the project manager and South African provincial co-ordinators, and only once were local flight arrangements better than those that IPAC could organize.

The project manager, by default, was the only person who knew the project in detail, a dangerous situation for any organization. A much better situation would have been to engage a South African person as an assistant project manager who would share the managerial, professional and administrative workload, develop a local corporate memory, and provide back-up support. A South African assistant project manager could have been trained in capacity building in governance and as a potential replacement. However, the funding agency would not allow this.

#### **6.9.2.6 Status of Provincial Public Servants**

Throughout the duration of the Twinning Project the project manager was repeatedly required to defend the use of business class travel by provincial public servants. Prior to signing the partnership agreements all provincial participants requested and received assurance that they would be allowed to travel by business class. Since most of the participants were from provinces outside central Canada, the amount of time spent in flights was substantial and the ability to fly business class was an important consideration in their participation.

Business class travel was allowed under the Treasury Board guidelines for travel of nine hours or more in duration. Travel across Canada can take several hours and to or from South Africa always exceeds nine hours. For the purposes of the Twinning Project, provincial public servants, both Canadian and South African were to be treated as Canadian federal public servants. They expected, therefore, to have access to the same flight benefits.

The Twinning Project's manager could easily have authorized and paid for trips of three or four public servants each at economy class but at greater total cost to achieve the same results as the one public servant who traveled business class. Canadian provinces developed itineraries that not only exposed South African to as many ideas, options, and thinkers as possible but also exposed many Canadians to South Africans and the South African approach to democracy and co-operative governance.

The funding agency appeared to be using the cost of airfare as a proxy for assessing efficiency – the cheaper the cost of air travel for activities, the more efficient the program. A better method of assessing efficiency is the reach of the public servant in relation to the cost of the activity and the cost per result. The reach of a participant in an activity was extensive. South African provinces ensured that Canadian participants met with and provided advice to dozens of people. Many times a Canadian public servant would provide expertise to several South African provinces.

The matter was also one of respect. Provincial governments were allowing their public servants to participate in the Twinning Project as equals of Canadian federal public servants and at no cost to the federal government. The value of senior public servants' time needs to be considered as well as the cost of the airline ticket. It was not acceptable to provide a day

room or overnight accommodation to reduce the airfare for the federal government when the time was drawn from the resources of the provincial government. It was the provincial government that paid the public servant's salary and benefits and that was forgoing the use of the public servant's time and expertise.

#### **6.9.2.7 Exclusion of Elected Officials and Political Staff**

The initial exclusion of elected officials and political staff created two problems.

- In the South African system, ministers proactively fulfill their responsibilities as administrative heads of departments. Excluding the administrative department heads from participating in activities aimed at strengthening departments denied the key role-players access to knowledge their officials would be gaining. This exclusion could also create conflicts between the minister of a department and the chief accounting officer for the province if both do not have the same understanding of the policy and operational implications of alternatives.
- The exclusion of political staff also posed a co-ordination problem. At the senior levels both the political staff and bureaucratic staff must work together to design and implement policy analysis and co-ordination systems. They must agree on corporate communications, tracking and monitoring, and other systems of executive government.

This problem was only rectified after the steering committee recommended an operational policy that would allow the inclusion of elected office holders and political staff.

#### **6.9.2.8 Subcontracting**

The *Contribution Agreement* required the use of practitioners, namely public servants of participating provincial governments, or people who had been public servants of the participating provincial governments. The agreement required the participating provinces to sign administrative agreements in which they agreed to identify and provide appropriate officials to share their knowledge and skills. It appeared, therefore, that the responsibility for selecting appropriate practitioners was delegated to the participating provinces through this

agreement and the partnership agreements. The subcontracting provisions, however, appear to claw back or override the responsibility that had been delegated.

The subcontracting provisions required CIDA officials in Gatineau, Canada to approve the particular practitioners selected by the participating provinces to be engaged on a contractual basis to provide specific expertise. It was difficult to explain how the CIDA officials in Gatineau were in a better position to evaluate the knowledge and suitability of the specialist than the deputy minister of the provincial department or the director general of the provincial government.

If CIDA officials were not reviewing the person's qualifications but only reviewing the consultant's fees, it would have been far easier, faster and more efficient to simply provide a range of fees, based on current market rates, for use in negotiating contracts with consultants. If the project had identified in its risk management strategy, as this project had, that provinces would be using people who have been public servants to provide needed expertise from time to time, and the province had completed an activity planning form identifying the specialist as the provider, it should have been self-evident that the rationale for engaging the person was knowledge transfer that had been agreed to by both partners.

#### **6.9.2.9 Information Required for Meeting the Requirements of the *Contribution Agreement***

Throughout the *Contribution Agreement* there are requirements that can only be implemented with additional information. This information included the Logical Framework, CIDA's *Procurement Handbook for Goods and Related Services*, Treasury Board Guidelines, and reporting formats to meet results based reporting. None of these were provided with the *Contribution Agreement*.

- The Logical Framework was provided in June 2003.
- The *Procurement Handbook* was provided June 25, 2004, three work days before the end of the project.

- Treasury Board Guidelines were available on the Government of Canada's website but having to obtain information from a website failed to recognize the digital divide that existed between Canada and Africa, particularly with the South African provincial coordinators. As well, it was not until February 2004 that the Twinning Project was advised that there was a second website it was to refer to for accommodation guidelines.
  
- Reporting templates were not provided with the *Contribution Agreement*. The choice of template to use varied from CIDA official to CIDA official and from consultant to consultant. The emphasis on providing the perfect template meant that huge amounts of time were spent redoing submissions to fit an individual CIDA official's or consultant's preference.
  
- CIDA espouses results-based reporting but required financial reports to be provided in traditional line-item formats that had little resemblance to the results based management work plans. Having to prepare financial documents to fit two different sets of requirements was time consuming without added value. The amount of detail required for financial reporting entailed identifying resources used per province/partnership, per activity, and per result and detailed prorating of resources. This level of detail required detailed data collection and breakdown and much more financial support than one believed was entailed in the *Contribution Agreement*.
  
- The requirements for budget submissions were never provided. At its April 2002 meeting the Steering Committee approved a budget format but attempts to use it resulted in concerns that it was either too detailed or not detailed enough. Nevertheless, requirements for financial information became increasingly more detailed, and by the end of the project the manager was required to provide detailed budgets for activities that the steering committee had already authorized through a global budget and for routine activities including the costs of steering committee meetings.

The failure to provide the most essential information meant that the project manager was required to devote a great deal of time to searching for the information needed to meet CIDA's requirements, to develop the operational policies and tools needed to fulfill the requirements, and to develop the procedures and formats for collecting and reporting information.



#### **6.9.2.10 Proposed Date of Steering Committee Meetings**

The proposed time for the steering committee was late April-early May. Given that the semi-annual report for the period October – March was due in CIDA's office the second week in May, the proposed time frame left no room for amending the report should the steering committee wish to recommend changes.

#### **6.9.2.11 Omissions from the *Contribution Agreement***

Throughout the implementation of the Twinning Project actions were required that were not dealt with in the *Contribution Agreement*.

- In the fourth year of the Twinning Project CIDA added the requirement to demonstrate sustainability. Given the substantive nature of this requirement, the requirement should have been part of the original agreement or added to the agreement through the prescribed amendment process. Furthermore, sustainability should have been defined so that all parties had a common understanding of what CIDA's expectations were. CIDA's criteria for assessing sustainability should have been included and explained.
- Lack of provision for expenses of a cultural nature was an embarrassing irritant. A cultural component includes expenses related to the exchange of gifts, coverage of expenses to a cultural activity, engagement of entertainment, and purchasing frames for certificates. These were not perks but prerequisites of basic protocol as well as principles emphasized in the Canadian Department of Foreign Affairs cultural sensitivity training.
- Requirements regarding the disposition of assets were omitted from the *Contribution Agreement*. In spite of numerous written and oral requests for this information, written instructions were not provided. In March 2004 a CIDA consultant provided orally, direction for the disposition of assets located in the Office of the University of the Free State and arrangements were made to distribute them among the various branches of the Faculty of Economic and Management Sciences. On June 25<sup>th</sup> 2004 the project manager received CIDA's *Procurement Manual* and from it was able to determine that a memorandum of understanding between CIDA and the executing agency regarding the

disposition of assets was required. She did not have time left in her contract to handle this task.

#### **6.9.2.12 Reporting Requirements**

The funding agency's approach to the Twinning Project was to focus on activities and impose the same level of control over a project with limited resources as the federal government imposes on departments and agencies with many permanent administrative staff. The Twinning Project's work plan for 2003 – 2004 illustrates the degree of detail that CIDA required (Table 24). Much of the same detail had to be repeated several times in other templates to document compliance and progress. The processes and requirements focused on entering data correctly in the right spaces rather than the quality and significance of the information in the spaces.

The emphasis on frequent and correct data entry in many different forms undercut the intent of results based management by forcing the Twinning Project to report on the basis of activities rather than results. Initiatives such as putting in place policy units, introducing performance management, obtaining consensus on a sustainable development framework, and establishing a training school required discussion and approval at several stages. If posts had to be established, personnel recruited, financial resources approved, or legislation passed, the initiatives had to work their way through the policy approval, budgeting and legislative processes. They also had to compete with other pressing demands of government for time on committee and cabinet agendas and for scarce resources.

One should not ask for reporting on results, if the reporting time frames are not sufficient to allow results to be achieved. Neither should one expect a developing country to achieve these milestones faster than their partnering Canadian province would be able to do so.

#### **6.9.2.13 Purpose and Authority of the Steering Committee**

The *Contribution Agreement* clearly required the establishment of a steering committee and prescribed specific responsibilities for it. Throughout the life of the Twinning Project, two

separate views emerged regarding the purpose and decision-making authority of this committee. These were:

- The directors general viewed the Steering Committee as a body similar to the one created by the UNDP to oversee capacity building in the provinces. They supported the purposes stated in the *Contribution Agreement* and took their responsibilities seriously. Even when other events made attendance at meetings difficult, they always ensured an adequate number of directors general were present.
- CIDA's view of the purpose and authority of the steering committee became difficult to ascertain. There appeared to be an expectation that the steering committee was to review and approve work plans, results, financial reports, budgets, and operational policies. However, CIDA also retained responsibility for approving financial reports, progress reports, and operational policies. When the steering committee had directed or approved specific activities and use of funds for workshops and conferences, CIDA also needed to approve them, including supportive documentation in detailed requests. The steering committee may have initiated, discussed and approved all of these actions, but their direction and decisions were subject to CIDA – Gatineau approval.

The key questions to be answered, then, are:

- What type of relationship should exist between the parties?
- Is a steering committee a body where partners come together as equals to review progress, solve problems, initiate activities, approve work plans and budgets, and authorize action?
- Does a steering committee have any decision-making authority or only advisory authority? Can a steering committee's decisions be overturned without advance consultation or reasons being given?
- Should a project manager implement the decisions and directives of a steering committee?

## **6.10 LESSONS LEARNED FROM THE PROVINCIAL GOVERNMENTS AND PARTICIPANTS**

When asked to identify lessons that had been learned from participating in the Twinning Project, provincial participants responded with answers that documented benefits, practices that they had used to make administration of the project more relevant, easier, or more effective, and ways that the Twinning Project could be strengthened. The lessons presented here have been drawn from discussions with the provincial co-ordinators and directors general, the *Best Practices in Public Management Conference*, and the *Workshop on Sustainability*.

People actively involved in the Twinning Project summed up their lessons learned in the observation that “*It takes more work than you think to make it work.*” (Ogilvie 2003: p. 15)

### **6.10.1 Benefits for the Provinces**

At the *Best Practices in Public Management Conference* and the *Workshop on Sustainability* provincial participants and representatives identified the following benefits gained from the Twinning Project (Syaphambili 2004: pp. 4-5; IPAC 2004: pp. 41-43):

- ***Strengthened Democracy*** - The Twinning Project contributed to strengthening democratic government in South Africa through the results it achieved in the 10 years 1994 –2004 and the capacity it built. Its work was contextualized within the transformation of the state;
- ***Broader Networks*** - One of the benefits of participating in multi-province delegations and working with multiple providers, both Canadian and South African, was strengthening one’s ability to obtain information more widely, to apply it better, and to share it more effectively;
- ***Local collaboration*** - South African provinces collaborated to implement programs such as the multi-purpose community centres, amongst themselves, drawing on, sharing and adapting the Canadian provinces’ experience;

- ***Leveraging of Resources*** - South African provinces learned how to leverage resources from a combination of role players more effectively;
- ***Relationships*** - Building closer relationships and building networking capacity was a long-lasting and positive benefit;
- ***Capacity Building Model*** - In addition to providing opportunities for gaining needed, timely and relevant expertise, the Twinning Project provided the kind of model that is needed to strengthen capacity in Africa. This model could be the delivery model for supporting NEPAD within the context of the SA 2014 Agenda;
- ***Local Ownership*** - The Twinning Project was not an add-on. It formed part of the core businesses of those involved. This level of ownership meant that the South African provinces had to apply the knowledge gained quickly and account for results to elected office holders through cabinet and to the public through the legislature;
- ***Better Solutions*** - The Twinning Project provided opportunities for provinces to develop Canadian-South African and North-South models of public administration that incorporated the experience and wisdom of each country's practitioners and developed stronger solutions that have application in both countries and perhaps globally;
- ***Wider Range of Governments Involved*** - The Twinning Project provided opportunities for working with other spheres of government on initiatives;
- ***Benefits to Donor Partner*** – Through their officials Canadian governments learned from South African governments as well as South African governments from Canadian governments;
- ***Platform for Co-operation*** - The Twinning Project became a platform for other co-operation (trade and investment, educational linkages, and cultural linkages); and
- ***Strengthened Public Administration*** - The Twinning Project increased knowledge of the value of a professional public service and the role of organizations such as the

Institute of Public Administration of Canada (IPAC) and the South African Association of Public Administration and Management (SAPAAM) play in achieving professionalism.

#### **6.10.2 Best Practices from the Use of the Twinning Model**

Provincial participants and representatives identified the following best practices from the use of the twinning model (Syaphambili 2004: pp. 41-43; IPAC 2004: pp. 4-5):

- ***Using the Opportunities Created by the Twinning Project to Learn and to Build Capacity*** - Participants must be prepared to apply the knowledge gained immediately to work that is underway in the provincial government;
- ***Involving Stakeholder Participation in all Aspects of the Twinning Project*** - Stakeholder involvement contributes to effective programs;
- ***Gaining the Support of People in Leadership Positions*** – Support of people in leadership positions assists in solving problems and moving forward;
- ***Ensuring that Participants Share a Common Understanding of What is to be Accomplished*** – When participants share a common understanding, the project proceeds more smoothly and more results are achieved;
- ***Paying Careful Attention to the Program Areas that the Work will Address*** – Resources are limited and achieving results requires setting priorities and demonstrating progress.
- ***Building on the Evolutionary Nature of the Twinning Project*** - Projects should be issue and priority driven;
- ***Ensuring Flexibility*** - There must always be a capacity and willingness to respond to emerging issues in a timely manner;

- ***Continuing to Use a Practitioner-to-Practitioner Approach*** - This approach is effective both in terms of results and cost-benefit;
- ***Establishment of a Nodal Point*** - A nodal point is essential for co-ordination;
- ***People are Important*** - This begins with choosing the right co-ordinators and the right participants;
- ***Continuity*** – Continuity of key role players is crucial to regular, uninterrupted progress;
- ***Respect and Commitment*** – Program work depends on a willingness to enter into a real exchange program;
- ***Sharing of Best Practices*** – Drawing upon methods such as the newsletter, website, *Best Practices Conference* and published articles to share knowledge is important. The Internet is becoming an increasingly valuable tool in supporting sharing of experiences;
- ***Involving the Alumni*** - The alumni have experiences that need to be shared with program participants. The Twinning Project sought ways of involving them and tapping their wisdom;
- ***Establishing Local Networks*** - The Provincial Co-ordinators Forums demonstrated the importance of having mechanisms that have an advisory role, can undertake local capacity building, and can strengthen knowledge sharing and the application of information;
- ***Tenacity*** - Participants must be prepared to see the work through from beginning to end;
- ***Good Project Management Practices*** - These practices include advance preparation, regular, frequent two-way communication, and making connections;

- ***Measuring Progress*** - It is important to begin with baseline data so that you can measure progress. It is important to measure progress;
- ***Securing Resources*** - Adequate resources are vital;
- ***Prompt Implementation*** - Implementation is essential. Focus on the work at hand;
- ***Remember the Learning Curve*** – The learning curve for South African public servants is steep. Take this into consideration in sharing expertise and joint planning;
- ***Recognizing Expectations*** - Pay attention to managing expectations; and
- ***Strengthening Partnerships*** - There are many techniques that can be used to strengthen partnerships and learning. These include:
  - Telephone meetings between the provincial co-ordinators of partnering provinces every two weeks or once a month supplemented by emails and updates;
  - Including both a policy and a program person in activities;
  - Assigning a lead person to each delegation. This person is responsible for ensuring that the information learned is captured and the activity report written. Some provinces have found it useful to take some time at the end of each day's activities to summarize the activities and learnings of the day. To further strengthen capacity, all members of the delegation can take a turn at being responsible for capturing and reporting one or more day's experiences;
  - Ensuring that the activity report is drafted the second last day or last day of the activity and that the report contains next steps;
  - Ensuring that all activities have terms of reference including specific objectives and alignment with work plans; and
  - Having those who have participated in an activity share the knowledge gained with their colleagues at staff meetings, through reports that can be circulated, and through vehicles such as newsletters.



### 6.10.3 Opportunities for Strengthening the Twinning Project

Provincial participants and representatives identified the following best practices from the use of the twinning model (*Syaphambili* 2004: pp. 41-43; IPAC 2004: pp. 4-5):

- ***Regular Evaluation*** - Governance is evolving and requires constant evaluation;
- ***Strengthen Gender Mainstreaming*** - Gender mainstreaming needs to be strengthened and profiled more visibly.
- ***Strengthen Multi-party Involvement*** - Continue the multi-stakeholder involvement in the Twinning Project. Consider expanding multi-province projects, learning and exchanges.
- ***Link to Existing Best Practice Mechanisms*** - The Premier's Service Awards can be used to infuse some of the ideas and lessons learned.
- ***Share New Knowledge*** - There is a continued need to share critical knowledge and information. Provincial governments must recognize the critical importance of the retention and protection of institutional memory. Ways of supporting information sharing include:
  - A newsletter twice a year;
  - A workshop on best practices every year or every second year;
  - Adopting an "each one-teach – one" approach; and
  - Expanding learning networks and including the networks established by the Department of Public Service and Administration.
  -
- ***Apply Lessons Learned to NEPAD*** - Efforts to find ways of integrating South African provincial governments experience in strengthening democratic governance should be pursued, using a systemic approach to support NEPAD.
- ***Strengthen Capacity Building*** - Build on the strengths of both the multi-lateral and bilateral aspects of twinning in the design of capacity-building programmes.

- *Strengthen Co-ordination between International Projects* - Foster co-ordination to ensure facilitation and reduce overlap and duplication.
- *Recognize and Use South African Expertise* - Canadian provincial governments could more proactively seek and use opportunities to share the expertise, experience and practices of South African provinces in their own governments.

## 6.11 CONCLUSIONS

Twinning as an instrument of capacity building is widely used by government and non-government organizations. A review of the use of this instrument by different organizations indicates that it can be an effective tool to build and strengthen capacity in individuals and organizations. Officials of the European Union believe that twinning is the instrument of choice when matters are primarily the responsibility of government. The European Union has developed policies, procedures, and resource materials to support the use of this instrument. It has also streamlined some of its processes to ensure the use of the model is not deterred by bureaucratic red tape.

The Canada South Africa Provincial Twinning Project was a \$3.48 million Canadian International Development Agency (CIDA) - funded capacity building project administered by the Institute of Public Administration of Canada (IPAC). Its purpose was to improve the efficiency and effectiveness of provincial governments. Its legal authority was the *Contribution Agreement* between CIDA and IPAC. A Steering Committee was established to serve as the Twinning Project's management board. The Twinning Project was careful to ensure that it was fully aligned with Canada's and South Africa's policy frameworks and was supportive of relevant international frameworks.

Users of the twinning tool and others who have studied the use of twinning for capacity building have been able to identify best practices for its effective use. Of the best practices identified, the Twinning Project was able to identify examples of compliance in the following aspects:

- Ownership by the partners particularly local ownership by the South African provinces;

- Buy-in of key role players;
- Clear and common understandings of expectations by the provinces in twinning relationships;
- Use of a practitioner to practitioner approach;
- Leveraging of resources via in kind contributions;
- Fostering relationship-building;
- Identification of South African provinces' needs at the outset;
- Mechanisms to strengthen commitment; and
- Fostering a culture of learning and career development.

Best practices that the Twinning Project failed to demonstrate were:

- Existence of a framework agreement between the funding agency and the Canadian provincial governments;
- Streamlining of CIDA processes to reduce red tape; and
- Regular briefings and debriefings of provincial co-ordinators and participants.

All of the best practices that the Twinning Project failed to meet were directly related to the design of the Twinning Project.

An assessment of the ease of administration of the Twinning Project revealed that some of the requirements of the *Contribution Agreement* contributed to difficulties in administering the agreement and managing the Twinning Project. Some of the requirements reflected a lack of understanding of the South African context, particularly the autonomous nature of the South African provinces and of co-operative governance. There were also unrealistic expectations regarding capacity building in governance and a focus on administrative correctness versus capacity built. Failure to provide the information and tools needed to meet the requirements diverted time and energy of the project manager away from planning and implementing activities and supporting participants. Other problems included delegation of responsibility without delegation of authority; lack of sensitivity to country cultures and provincial government cultures; and vacillation on the funding agency's requirements and how they were to be met.

The participants in the Twinning Project were able to identify specific benefits gained from its use, specific practices that have assisted in using it, and opportunities for strengthening the twinning model. Most importantly, the South African provinces identified the potential of the twinning model as a vehicle for capacity building in Africa, supporting NEPAD, and implementing the SA 2014 Agenda.



## **CHAPTER SEVEN**

# **KNOWLEDGE TRANSFER FOR CAPACITY DEVELOPMENT**





## **CHAPTER 7**

### **KNOWLEDGE TRANSFER FOR CAPACITY DEVELOPMENT**

#### **7.1 INTRODUCTION**

The primary task of the Canada South Africa Provincial Twinning Project was to help provincial governments adopt, or speed up the adoption, of ideas, attitudes and practices. Its aim was to improve the ability of provincial governments to make and implement public policy decisions, and in so doing, improve the quality of life of the people of their provinces. It achieved its aims through knowledge transfer for the purpose of capacity development. Of the various instruments that could have been used, the instrument of twinning was selected for developing and strengthening organizational and individual capacity.

Effective use of the twinning instrument in the *Canada South Africa Provincial Twinning Project* required an understanding of the principles and practices that foster knowledge transfer and capacity development. Many of these principles and practices are found in disciplines such as adult education, extension, and communications and methodologies such as networks, partnerships and volunteerism, among others. This chapter reviews some of the key principles and practices from an interdisciplinary perspective and explains how the Twinning Project applied them to strengthening governments within the South African provinces.

#### **7.2 KNOWLEDGE AND KNOWLEDGE MANAGEMENT**

Geraldine Fraser Moleketi, Minister of South Africa's Department of Public Service and Administration (2001:[www.dpsa.gov.za/documents/service\\_delivery\\_review/launch\\_edition/letterfromtshwane.pdf](http://www.dpsa.gov.za/documents/service_delivery_review/launch_edition/letterfromtshwane.pdf)), has noted that knowledge is now a resource as valuable as financial capital or natural resources, and that governments must strengthen learning and knowledge management. She has urged public servants to use knowledge that they have gained from previous experience, in addition to knowledge that they can gain from colleagues, to strengthen progress in achieving government objectives and in reaching



higher levels of achievement. She has identified the need to preserve and utilize the institutional memory of the public service and to foster a culture of learning. To understand why Fraser Moleketi is concerned about knowledge acquisition, retention and application, it is useful to review the dimensions of knowledge, the purposes of knowledge management and the significance of knowledge and knowledge management to public administration.

### 7.2.1 Knowledge

Organizations are said to value knowledge primarily for the following reasons (Wiig 2000: [www.krii.com/downloads/km\\_emerg\\_discipl.pdf](http://www.krii.com/downloads/km_emerg_discipl.pdf)):

- Knowledge is the basis for the effective functioning of the organization; and
- Knowledge is an asset that can be sold or exchanged.

Barth (2000: [www.destinationcrm.com/articles/default.asp](http://www.destinationcrm.com/articles/default.asp)) provides useful insights into the nature of knowledge. He explains that data consists of individual pieces of information. When data is aggregated and organized, it can become information. When information is organized into ways that it can be applied, it becomes knowledge. He notes that knowledge is contextual and that there is a hierarchy between data, information and knowledge. Wright (2004: [http://open.bellanet.org/modules/DownloadPlus/upload/KM\\_and\\_international\\_development/IN\\_In\\_THE\\_KNOW.doc](http://open.bellanet.org/modules/DownloadPlus/upload/KM_and_international_development/IN_In_THE_KNOW.doc)) describes information as “organized data” and knowledge as “distilled wisdom” or “interpreted information”. Barth and Wright both point out that social, cultural, spiritual and emotional factors also are important in the processes of creation, collection, sharing, recombination and reuse of knowledge.

Barth (2000: [www.destinationcrm.com/articles/default.asp](http://www.destinationcrm.com/articles/default.asp)) makes several important observations about knowledge within people and organizations. He explains that there are two types of knowledge, *tacit knowledge* and *explicit knowledge*. These two types of knowledge make up what is known as *intellectual capital*. Tacit knowledge usually appreciates over time while explicit knowledge can depreciate over time.

- ***Tacit knowledge*** - Knowledge that exists in people's minds and is much more difficult to capture and retain. Tacit knowledge includes all those things that have been gained through years of practicing one's craft and investing in relationships including insights, trust, intuition, skills, and experience. Tacit knowledge is owned by the individual or groups of individuals.
  
- ***Explicit knowledge*** - Knowledge that can be written down, codified, recorded, processed with information systems and archived. It includes all forms of documentation such as strategies, business plans, research, contracts, reports, correspondence and spreadsheets. Explicit knowledge is usually owned by the organization.

Barth also notes that knowledge exists at different levels within an organization - within individuals and within groups or communities of individuals. The knowledge that exists within individuals is often different than the knowledge that exists within groups. With respect to the value of knowledge to an organization, Barth states that its value is using it to achieve organizational objectives.

Wiig (1999: pp. 1-4. [www.krii.com/downloads/compreh\\_km.pdf](http://www.krii.com/downloads/compreh_km.pdf).) provides additional information about the development and application of knowledge within an individual and within an organization. He believes that knowledge evolution within individuals proceeds through the following stages:

- ***Subliminal Knowledge*** – People may not be aware of this information or realize that they have the first glimpse of a concept.
  
- ***Idealistic Vision and Paradigm Knowledge*** – Some of this knowledge people are aware of and use. Some of it is subconscious such as the way peoples' minds construct models.
  
- ***Systematic Knowledge and Reference Methodology*** – This knowledge includes knowledge of principles, systems and ways of solving problems. People are aware of this kind of knowledge and use it regularly.

- ***Factual Knowledge and Practical Knowledge*** – This knowledge is widely available and used consciously to do one's work and make decisions.
- ***Routine Knowledge*** – People know this knowledge so well that they use it automatically to perform tasks without consciously thinking about it.

Wiig (1999: pp. 1-4. [www.krii.com/downloads/compreh\\_km.pdf](http://www.krii.com/downloads/compreh_km.pdf).) believes that the knowledge evolution within an organization also proceeds through stages:

- ***Knowledge Development*** – This knowledge has to be created in some manner such as through learning, inventiveness, or importation. Knowledge development includes both creating new knowledge and finding new ways of applying existing knowledge.
- ***Knowledge Acquisition*** – The organization captures existing knowledge and retains it for further use.
- ***Knowledge Refinement*** – The knowledge captured is treated in some manner to make it more useful and more accessible. It may be documented in written material, reconfigured, organized, and stored.
- ***Knowledge Distribution and Deployment*** – Knowledge is distributed to groups or individuals who can make use of it. Forms of distribution include education, training programs, networks, and electronic systems among others. Knowledge may also be incorporated into processes and procedures such as manuals and templates.
- ***Knowledge Leveraging*** – Knowledge is applied to achieve certain results.

From the descriptions of Barth, Wiig, and Wright, one can begin to understand the complexity of gaining, capturing, retaining, using, sharing and leveraging knowledge. Because knowledge is constantly being generated, the scope of the task is also large and

complex. When there is a competition for limited resources, organizations need to be able to identify the most important knowledge and prioritize which knowledge is useful to the organization and needs to be shared, applied, sharpened, and kept.

### 7. 2.2 Knowledge Development in the Context of Maslow's Hierarchy of Needs

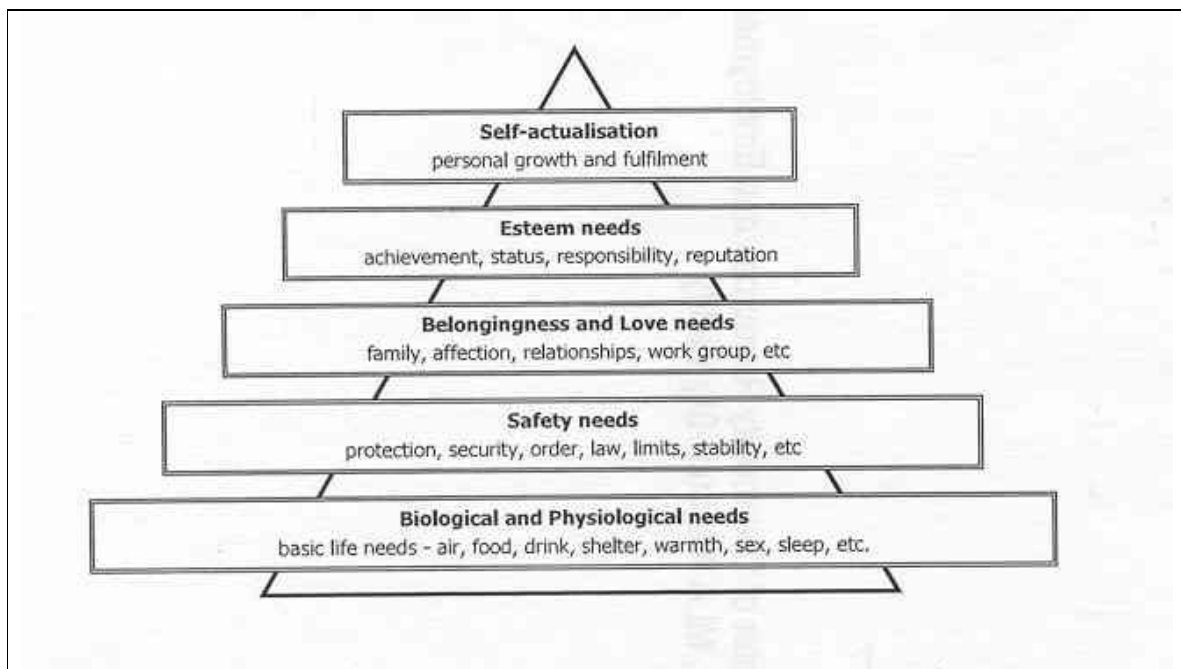
Maslow's hierarchy of needs (1943: pp. 370 – 396; 2000: <http://psychclassics.yorku.ca/Maslow/motivation.htm>) provides a starting point for understanding specific elements of knowledge development. Maslow believed that people's behaviour is determined by their needs. He (Maslow 1943: pp. 370 – 396; Glueck 1980: pp. 162-166; 341, 461, 719; [www.businessballs.com/maslow.htm](http://www.businessballs.com/maslow.htm); Gwynne 1997: <http://web.utk.edu/~gwynne/maslow.htm>) identified the following five levels of need:

- ***Biological and Physiological Needs*** – These needs are inherited needs and include the body's requirements for air, food, drink, warmth, shelter, sleep and stimulation.
- ***Safety and Security Needs*** – Some of these needs are inherited and some are learned. Safety and security needs include freedom from deprivation of biological and physical needs, freedom from bodily harm and freedom from destabilizing events. Stability includes economic and job security as well as peace and comfort.
- ***Social Needs and the Need to Belong*** – These are learned needs and include the need for acceptance, friendship, affection, love, social interaction, and group membership. People need to be needed.
- ***Need for Self Esteem*** - Esteem needs are of two types – the first is self-esteem that is the result of mastering knowledge and skills, applying them well and being able to give oneself a positive evaluation. The second type is gaining the attention and recognition of others. Satisfying the first type of self esteem provides the individual with self-confidence and self-respect. Satisfying the second type of self-esteem provides the individual with status, prestige and reputation.

- **Need for Self-Actualization** – This need refers to the need to reach one’s potential. This need includes learning at the highest level, undertaking challenging projects, having opportunities to express one’s creativity, enjoying esthetic experiences, and fulfilling one’s spirituality.

Maslow arranged the five types of needs into a hierarchy, with the needs one inherits at the base of the pyramid, and the needs one learns on the ascending levels of the pyramid as shown in Figure 9, below.

**Figure 9. Maslow’s Hierarchy of Needs**



Source: Allan Chapman. 2002: [www.businessballs.com](http://www.businessballs.com)

Maslow believed that all the needs are also present. He further believed that:

- Each need must be satisfied beginning with the needs lowest on the pyramid because survival is dependent on satisfying this level of need;
- The needs of each level must be satisfied in turn. Tension results when needs are not satisfied;
- Once needs at a lower level are satisfied, they no longer motivate people’s behaviour; and

- As individuals fulfill their needs at a lower level of the pyramid, they progress to the next level.

Maslow's model is a useful tool for understanding needs in general and people's motivation to ascend the pyramid to ever higher levels of satisfaction, individual capacity and individual performance. However, as other authors note ([www.businessballs.com/maslow.htm](http://www.businessballs.com/maslow.htm)) an overly rigid interpretation of the model can produce a rigid analysis of people. They note that people and motivation are complex and that the model should be used as a guide only. They point out that people at the lowest level of the pyramid can also be concerned about acceptance, social relationships, and the meaning of life while people at the self-actualization level can also be concerned about food and socializing with others.

Pateo links Maslow's theory to knowledge development as well as developing the tools for leading and motivating knowledge workers (2004: <http://pateo.com/art6pf.html>). He believes that knowledge workers are seeking motivation and satisfaction from the higher levels of the pyramid, namely meeting social, esteem and self-actualization needs. He notes that in a group of knowledge workers the level of need, age, and ethnic diversity will influence the motivation of the members. He emphasizes that more and more knowledge workers are displaying the self actualizing characteristics identified by Maslow including being problem-centred and realistic-oriented. Knowledge workers are also more autonomous, more self-confident and more spontaneous in their thinking. They are more likely to identify with mankind and have highly developed ethics. They are more likely to judge people as individuals. He stresses that to motivate knowledge workers, they must be treated individually.

In the Twinning Project everyone was a learner. Working in an international and cross cultural context required the use of public servants who were prepared to learn how to do this as well as who were motivated to share their knowledge. Each had specific learning needs, dependant on his or her own information needs as well as the needs of the organization. Each was a knowledge worker and occupied a position in government that required competencies in problem solving, management, and achieving results.

### 7.2.3 Knowledge Management

Of the many definitions of knowledge management, the following definition of Santosus and Surmacz (2001: [www.cio.com/research/knowledge/edit/kmabcs.html](http://www.cio.com/research/knowledge/edit/kmabcs.html)) provides context that is useful for understanding the implications for organizations:

*“Knowledge management is the process through which organizations generate value from their intellectual and knowledge-based assets.”* (Santosus and Surmacz 2001: [www.cio.com/research/knowledge/edit/kmabcs.html](http://www.cio.com/research/knowledge/edit/kmabcs.html)).

The two authors suggest that knowledge management should assist organizations achieve one or more of the following purposes (2001: p.3):

- Encourage the free flow of ideas and thereby encourage innovation;
- Streamline responses to customer needs and in doing so improve customer service;
- Enhance attaining organizational objectives such as improved revenues by reducing the amount of time products and services take to reach customers;
- Improve employees retention rates by recognizing and rewarding their knowledge assets; and
- Improve efficiency by eliminating redundant or unnecessary processes.

Stuart (1996: [www.cio.com/archive/060196/uneasy\\_1.html](http://www.cio.com/archive/060196/uneasy_1.html)) notes that application of knowledge management should result in benefits such as faster problem solving, more informed decision-making, reduced research and development costs, greater independence of employees, better products and services, improved customer relations, the ability to keep abreast or ahead of change, less redundancy and fewer mistakes. Stuart lists the following challenges that accompany implementing knowledge management within an organization:

- Ensuring only information that needs to be retained is kept;
- Ensuring information is organized in a manner that enables easy retrieval from anywhere in the organization;
- Creating a supportive, collaborative culture that shares information;
- Providing equal access to information to employees;

- Linking information to people and processes including identifying sources of expertise, keeping information up-to-date, and reviewing and revising materials for consistency and relevance; and
- Linking knowledge management to desired results including financial results.

Wright provides the following insights specifically related to knowledge management (2004: [http://open.bellanet.org/modules/DownloadPlus/upload/KM\\_and\\_international\\_development/IN\\_In\\_THE\\_KNOW.doc](http://open.bellanet.org/modules/DownloadPlus/upload/KM_and_international_development/IN_In_THE_KNOW.doc)):

- In organizations where internal competition is part of the culture of the organization, sharing knowledge can be seen as a loss of power and resisted. Mechanisms such as specifying which aspects of knowledge are to be shared and including evaluation of knowledge sharing in performance appraisals may need to be considered to overcome this resistance;
- It is not enough to capture knowledge. It is equally important to ensure that it can be retrieved easily and in ways that other users can use it quickly. One of the limiting factors in transferring knowledge is that learning is often captured in terminology heavily laden with jargon and in ways that are context-specific;
- Knowledge management should have a return on investment. To ensure a return on investment, decisions must be made regarding the prioritization of knowledge that must be retained as well as ensuring that captured knowledge is used to inform decision-making; and
- Technology is a tool to support knowledge management, not knowledge management.

As well, various authors have identified one or more of the following mechanisms to strengthen knowledge management (Anderson 2005: [www.kmnes.com/Editorial/km.htm](http://www.kmnes.com/Editorial/km.htm); Barclay and Murray 1996: [www.ktic.com/resource/KM1](http://www.ktic.com/resource/KM1); Nickols 2000: [http://home.att.net/~discon/KM/KM\\_Overview\\_About.htm](http://home.att.net/~discon/KM/KM_Overview_About.htm); Wigg 1999: [www.krii.com/downloads/compreh\\_km.pdf](http://www.krii.com/downloads/compreh_km.pdf)):

- Undertake an environmental scan to determine forces that affect knowledge management;



- Gain knowledge from data;
- Involve people with different perspectives;
- Seek connections between knowledge and other spheres of the organization;
- Develop strategies for the future while meeting the needs of the present;
- Explore solutions that cross boundaries set by different technologies and use information technology as a tool for supporting knowledge management;
- Recruit to obtain certain expertise;
- Train people;
- Capture and transfer expertise from departing personnel;
- Use rotational assignments;
- Encourage experimentation;
- Strive for continuous improvement in performance;
- Establish a common communications infrastructure;
- Use tools that foster collaboration;
- Develop communities of practice and interest and capture and share best practices; and
- Implement systems that track and share lessons that have been learned.

Hovlund's review of knowledge management and organizational learning ([http://open.bellanet.org/modules/DownloadPlus/uploads/KM\\_and\\_International\\_Development/IN\\_THE\\_KNOW.doc/wp224.pd](http://open.bellanet.org/modules/DownloadPlus/uploads/KM_and_International_Development/IN_THE_KNOW.doc/wp224.pd)) notes that much of the literature on organizational learning has been developed by the private sector and based on business rationales and profit objectives. While many ideas and practices can be adapted from the private sector, Hovlund notes that learning in the development sector must not only encourage efficiency within organizations and decision-making but also contribute to:

- Improved responsiveness to the needs of the poor;
- Partnerships that foster the recipient country's engagement in development debates;
- Decision-making processes, and
- The use of knowledge and learning to influence policy and translate policy into practice.

With respect to knowledge management in the development sector, Hovlund's findings include the following [http://open.bellanet.org/modules/DownloadPlus/uploads/ KM\\_and\\_International\\_Development/IN\\_THE\\_KNOW.doc/ wp224.pdf](http://open.bellanet.org/modules/DownloadPlus/uploads/KM_and_International_Development/IN_THE_KNOW.doc/wp224.pdf)):

- ***Changing the Context and Role*** - Donors must justify their legitimacy by building creditable relationships with their partners. They must be prepared to act as information brokers and advocates between the recipient partner and the national/international policy processes. This requires northern donors to have high quality learning and information processing systems. Aid must become more knowledge-based and knowledge must be more globalized.
- ***Monitoring and Evaluation*** – Monitoring and evaluating development requires criteria that will improve an understanding of results in the areas of policy impact and institutional change. It should be continuous rather than at the end of a project. As well it may need its own tools to assess the impact of advocacy and to map out questions and issues. Indicators need to be established for policy formulation and implementation, private sector change, strengthening civil society, democratization, and improvements in the material situation of individuals.
- ***Donor-Funded Non-Government Organizations*** – The focus on knowledge needs currently is on the information needs of the donor organization rather than the knowledge deficits of the recipient organization. Since the beneficiaries of the non-government organization are different clients than those of the funding organization the non-government organization is caught trying to meet different needs of different interests.

The non-government organizations are also often under pressure to demonstrate results through “success stories” and may experience “change fatigue” as a consequence of constant demands for adaptation and response. The non-government organizations are also often expected to do much more than program or service delivery. They may also need to be involved in research and reflection, debates and decision-making, advocacy and policy influence. The number of roles

they are expected to perform influences the type of learning that is pursued and knowledge sharing that occurs.

- ***Southern Institutions*** - Cultural, political and economic contexts influence organizations and knowledge sharing. Different cultural groups and their organizations may have different concepts of leadership, co-operation, and information sharing than those of donors or donor non-government organizations. Context becomes important in choosing an approach to strengthen capacity within the recipient country. Transferring the donor's concepts and processes must not disempower people from developing their own solutions and capacities.

From this brief overview of knowledge management it can be seen that organizations must not only manage knowledge to meet current needs but also to anticipate and prepare for future needs as well as to adapt to meet emerging challenges. The benefits of knowledge management to an organization have been identified and many methods of undertaking knowledge management developed. Knowledge management in development has unique considerations and raises the questions of:

- “Who benefits most – the donor or the recipient?”
- “Should the emphasis on information be to meet the donor's needs or should there be equal emphasis on filling knowledge gaps in the recipient partner?”
- “Should knowledge management focus on field-based information and lessons learned or policy information and strengthening policy?”
- “How much time is needed by recipient organizations to discuss, debate, analyze, reflect and research as well as apply knowledge and report results?”

#### **7.2.4 Knowledge Management and Public Administration**

Nickols (2000: [http://home.att.net/~discon/KM/KM\\_Overview\\_About.htm](http://home.att.net/~discon/KM/KM_Overview_About.htm).) states that the most important aspect of knowledge management is the ability to deploy knowledge for the benefit of the organization, that is being able to bring relevant, valid knowledge to bear, at will. He points out that deployment must occur through people and that organizations must identify opportunities in their practices to strengthen creation, sharing and application of

knowledge. Approaches of Canadian, New Zealand and South African public administrations provide examples of ways governments have responded to the challenges of knowledge management and the involvement of the people of the organization.

### **7.2.5 Some Canadian Approaches to Knowledge and Knowledge Management**

Cappe (2001: pp. 1 - 12), a former Clerk of the Privy Council of the Canadian federal government, agrees with the importance of using knowledge to achieve organizational goals. In the case of public administration he points out that knowledge management should ensure that governments are able to address policy, program and service delivery challenges that are responsive to the needs of society. He believes that to achieve their missions, governments must have strong, representative and modern public services and a culture of excellence and innovation.

Cappe also has observed that:

- Technology is a tool that can be used to improve government services and access to services as well as to change the relationship between government and citizens;
- Public servants must be equipped with the skills for the knowledge economy;
- Public services need to apply a full range of mechanisms to strengthen individual and organizational knowledge and knowledge management;
- The uniqueness of the public sector must be respected at all times including:
  - Respect for democratic values,
  - Giving priority to the public interest,
  - Practicing good stewardship, and
  - Taking into account issues such as privacy, security and accountability when technology is used; and
- Remembering that success in realizing the potential of new information and communication technologies rests with the people in the public service, not the tools of technology.

Throughout Canada, at both the national and provincial levels, there are many examples of efforts to strengthen knowledge management. Some of these efforts are described below.

### **7.2.5.1 The Canada School of Public Service**

The Canada School of Public Service ([www.myschool-monecole.gc.ca/about/index\\_e.html](http://www.myschool-monecole.gc.ca/about/index_e.html)) was created in April 2004, provides opportunities for public servants throughout Canada to gain or strengthen the knowledge and skills they need to perform their duties. This School strives to encourage pride and excellence in the public service as well as in public sector management and public administration. It supports common learning and development needs and encourages the development of a sense of common purpose, values and traditions. The School uses combinations of existing teaching methods and introduces new methods as they become available. They include:

- |  |                               |                                    |
|--|-------------------------------|------------------------------------|
| - Classroom training;                              | - Workplace learning;         | - Communities of practice;         |
| - Roundtables;                                     | - Seminars;                   | - Coaching circles;                |
| - Action learning;                                 | - Research;                   | - Web casting;                     |
| - Conferences;                                     | - Networking                  | - E-learning;                      |
| - Video and business conferencing; special events; | - Computer-assisted learning; | - Distance learning via satellite. |

### **7.5.2.2 The Province of Alberta's Personnel Administration Office**

The Province of Alberta's Personnel Administration Office ([www.pao.gov.ab.ca/learning/learningstrat/learnorg/index.html](http://www.pao.gov.ab.ca/learning/learningstrat/learnorg/index.html)) is responsible for leading the government's work in knowledge management. In 1996 the Government of Alberta introduced a policy for the public service that encourages continuous learning for employees and commits the government to providing learning opportunities. This policy recognizes that learning is an investment and that the employer and employee share responsibility for learning because it is a benefit to both of them.

The policy focuses on learning at the individual level with an emphasis on the development of competencies that strengthen employability and that can be used in government or outside of government. The policy also recognizes that learning must be undertaken continually to meet current needs and to prepare for meeting future needs. The Alberta

Government has established a fund called a Learning Account to encourage employees to develop the competencies they will need in the future. The Alberta Government has also established indicators of learning at both the individual and organizational levels.

### **7.5.2.3 The Government of Ontario's Policy Framework**

The Government of Ontario has put in place a policy framework (Ontario Public Service Excellence and Innovation Office.2002:www.ontariodelivers. gov.on.ca/english/ virtual\_library/framework2002\_harnessing. html.). The Ontario Government's approach to knowledge management emphasizes how governments can improve their practices to focus on the new knowledge-intensive economy. This government has developed three knowledge management strategies:

- Promoting awareness and stewardship;
- Achieving common processes and tools; and
- Facilitating knowledge transfer.

Within each strategy are a series of initiatives. For example, the Policy Innovation and Leadership Initiative, connects the policy community within the government. This initiative uses learning events such as policy forums to share knowledge and keeps an inventory of good policy practices, tools and research resources. Another initiative improves ease of access to archival records and another to statistical data.

Efforts are also made to empower citizens by making knowledge held by the government more available to the public. The Institute for Citizen-Centred Service undertakes research on citizen expectations in order to strengthen the design of public services around citizen expectations. It also captures lessons that have been learned; shares best practices; measures and benchmarks performance; and develops training and other tools to link technology to service delivery.

## **7.2.6 New Zealand's Treasury's Approach to Knowledge Management**

In 1999 the senior management of New Zealand's Treasury established four goals for strengthening its operations all of which required introduction and implementation of a knowledge management approach (Jones 2003: pp. 38 – 41):

- To make the Treasury a learning organization;
- To strengthen intellectual leadership for practical application;
- To set priorities in such a way that Treasury can provide added value; and
- To improve stakeholder relations through better partnerships.

The Treasury's officials established two sets of benchmarks to measure progress. One set of benchmarks measured the Treasury against industry standards and included measures such as:

- Career opportunities;
- Recognition;
- Knowledge sharing;
- Senior management trust;
- Organizational commitment;
- Communication;
- Co-operation among teams;
- Support for the strategy;
- Empowerment;
- Immediate management relations;
- Teamwork;
- Innovation focus; and
- Job satisfaction.

The second set of benchmarks included the same benchmarks as used with private industry (above) as well as the following:

- Knowledge management;

- Valuing diversity;
- Professional growth; and
- Clear roles and responsibilities.

Examples of mechanisms that the government implemented to strengthen knowledge management include:

- Regular, frequent, seminars and workshops that included representation from the private sector;
- Regular, frequent, seminars and workshops for staff that were open to all staff members;
- Using the department's intranet to support communities of practice;
- Establishment of an electronic data management system;
- Establishment of a staff data base that highlights interests, skills and areas of expertise;
- Identification of sources of authoritative cross-cutting knowledge;
- Creating and capturing information on daily and weekly work that ensures continuity of information;
- Development of a consultants' index; and
- Improved sharing, retention and building of knowledge.

After one year the Treasury's management evaluated the effects of its changes. The evaluation results indicated that:

- Trust in senior management had increased greatly; and
- A marked improvement was seen in employees' perception of knowledge sharing and a focus on innovation.

The New Zealand Treasury's senior management team believed that these changes were at least in part to the new knowledge management approach that it had introduced (Jones 2003: pp. 38 – 41).



### **7.2.7 South Africa's Frameworks for Strengthening Capacity in the Public Service**

Kroukamp (2002: pp. 453 – 458) has reviewed many of the factors that have contributed to the need for skills training in South African public servants. Historical factors that he has identified include the use of a race-based educational approach, the reliance on an apprenticeship model for imparting knowledge and skills, and the focus on content-based education. He has also identified several other factors that influence the need for changes in skills training including the following:

- The effects of globalization;
- Changes in the economy;
- The increased emphasis on effectiveness and efficiency;
- The reliance on small and medium-sized businesses to create jobs;
- Changes in society such as the impact of the HIV/AIDS pandemic on the workforce; and
- A brain drain of skilled, professional and managerial people from the country.

Kroukamp's review also notes several imperatives for strengthening the capacity of South African public servants, particularly managers in the public service (2003: pp. 468 – 471). One of these is the change from organizational models structured as vertical hierarchies to models based on competency and ability. Managers need to be more flexible and able to operate as both project or program managers and task implementers. They must be able to achieve results in a cost-effective manner. He notes that it is also important to be able to attract, develop and retain capable managers. These managers must be capable of strengthening human resource practices and skilled in integrating the theory and practice of good governance into strategic plans and departmental policy.

The South African national and provincial governments, the educational institutions and others share the responsibility for strengthening the capacity of the public service. This responsibility is articulated in several policy documents and pieces of legislation including those described below.

#### **7.2.7.1 *The White Paper on Reconstruction and Development, 1994***

*The White Paper on Reconstruction and Development, 1994* ([www.info.gov.za/gazette/whitepaper/1994/16085.pdf](http://www.info.gov.za/gazette/whitepaper/1994/16085.pdf)) set out the nature and extent of changes, including changes in the public service, which the government would be taking from 1994 onward. Of particular relevance to this discussion are the sections on public sector restructuring and capacity-building. With respect to restructuring the public service, the white paper's key policy directions included:

- Making the public service a servant of the people and one that is accessible, transparent, accountable, efficient, free of corruption and capable of providing quality service;
- Creating a single and broadly representative public service;
- Rationalization of the public service;
- Strengthening training of public servants and retraining existing public servants to fulfill new expectations;
- Strengthening productivity through enhanced performance measurement and accountability for results;
- Improved transparency and introduction of freedom of information; and
- Sound industrial relations.

With respect to capacity-building, the white paper recognized that capacity-building is essential for effective participation of civil society. It recognized the contribution that civil society, particularly through the non-government organizations, had made for many years to planning, policy development, education, and community support. It reinforced the continuing need for a vibrant, independent civil society that would exercise checks and balances on the power of government.

The white paper recommended, among other things:

- The continued exploration and use of path-breaking approaches to consultation, participation and local control;

- That government should work with the civic and community-based organizations to develop the capacity needed for the establishment of local government and foster the legitimacy of this sphere of government;
- That civil society organizations should have access to training opportunities and institutions provided for the public service;
- That government-funded projects must include a training component with emphasis on training women and youth;
- That government must provide to mass organizations, in an open and transparent manner, and in compliance with explicit criteria, resources that enable these organizations to participate effectively in a social partnership. In these partnerships there is an agreement to find solutions to public policy problems, while at the same time respecting the right of each party to its own missions and goals; and
- That government should work to empower women, youth, people who are disabled and people who live in rural areas.

#### **7.2.7.2 The White Paper on Transformation in the Public Service, 1995**

*The White Paper on Transformation in the Public Service, 1995* ([www.info.gov.za/white\\_papers/1995/transformation.htm](http://www.info.gov.za/white_papers/1995/transformation.htm).) laid the foundation for the policies, programs, structures and legislation that would be put in place to transform the public service. In this paper the national government recognized the important role that the public service plays in the executive arm of government and the importance of developing and strengthening the human resources of the country including the human resources of government. The white paper described the vision of the government as one which is committed to improving the lives of the people of the country on a continuous basis through a transformed public service that is representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all. Its vision of a unified public service included the following elements:

- Based on an ethos of quality service to all South Africans in an unbiased and impartial manner;
- Supportive of development and reduction of poverty;
- Adherence to the principles of fair labour practices for all public service workers;

- Committed to effective training and career development for all staff;
- Oriented to achieving goals efficiently and effectively;
- Consultative and democratic in its internal procedures and in its relations with the public;
- Open to popular participation;
- Transparent, open and accountable; and
- Respectful of authority including faithfulness to the *Constitution* and loyalty to the government in power.

In this white paper the national government acknowledged that the responsibility for building capacity is shared by government, educational institutions, community organizations, the private sector, and others. It stressed the importance of a partnership with civil society that makes it possible for civil society organizations to provide input into formulation, implementation and monitoring of government policies and programs at all levels – national, provincial and local. It recognized that this input would include reshaping and transforming the public service. To bring about the transformation of the public service, the recommendations in the white paper encouraged a change in organizational structures and culture with an emphasis on enhanced performance, responsiveness and accountability of state institutions. They focused on building a culture of excellence that would be visibly demonstrated in the communities and by the clients the institutions serve.

The objectives for the cultural and structural changes were:

- To empower, challenge and motivate managers, wherever they are located within the organization, to be leaders, visionaries, initiators and effective communicators and decision-makers. They must be able to respond proactively to change and the processes that accompany change.
- To empower, challenge and motivate individual public servants to work towards both the goals of the organization and government and towards their own career and personal development goals. This change would require a goal-centred approach and a commitment to initiative and productivity.

The government also recognized the strategic importance of human resource transformation and the breadth of the change involved. While the organization of government, structures and systems are visibly and relatively easy to put in place, the task is not completed without addressing the impact on people. Issues such as values, morale, motivation, fears and aspirations are equally important.

The strategies proposed in the white paper to strengthen the public service included the following:

- Devolution and decentralization of managerial responsibility and accountability;
- The introduction of new and more participative organizational structures;
- The development of new organizational cultures;
- Human resource development;
- Total quality management;
- Development of learning organizations;
- Managing change and diversity; and
- Effective, efficient management information systems.

With respect to training, the government recognized the importance of education and training in equipping all public servants with the prerequisite knowledge, skills and competencies to carry out their duties well and in strengthening the government as a whole. It stated that training should be linked to the broader processes of social and institutional reconstruction and development within civil society and within the state and should:

- Be needs-based and strategic;
- Be directly linked to the transformation and institution-building programs of the organization;
- Be linked to the policy-making process;
- Be an interactive process;
- Be related to human resource management policies; and
- Emphasize national and departmental programs.

With respect to provision of training the government indicated in this white paper that national and provincial training bodies would have roles in the provision of in-service

training and ensuring that training policies are followed. The paper further recommended that:

- Tertiary institutions would be important contributors to long-term, formative training;
- Non-government organizations should contribute to an understanding of the diverse and complex needs of local communities as well as training in human rights and civic consciousness. It should also help strengthen the skills that are effective in working with local communities such as consultation, negotiation, participatory learning and teaching; and
- External organizations, both inside and outside South Africa, should be used to provide supplementary training and training in areas where the expertise was not available within the country. External training should take the form of institutional partnerships with an emphasis on local capacity building.

#### ***7.2.7.3 The South African Qualifications Authority Act, No. 58 of 1995***

*The South African Qualifications Authority Act, No. 58 of 1995* ([www.info.gov.za/acts/1995/a58-95.pdf](http://www.info.gov.za/acts/1995/a58-95.pdf)) is legislation that provides the legal authority for education and training in South Africa. The Act puts in place the *National Qualifications Framework* with the objectives of creating an integrated national framework for learning achievements and enhancing the quality of education and training. Other objectives of the Framework are to facilitate progress along career paths, to hasten the redress of past discrimination in career development, and to contribute to the full development of learners as well as to the development of the nation.

#### ***7.2.7.4 The Green Paper on Public Service Training and Education, 1997***

*In The Green Paper on Public Service Training and Education, 1997* ([www.info.gov.za/greenpapers/1997/publicservice.htm](http://www.info.gov.za/greenpapers/1997/publicservice.htm)) the national government addressed three policy issues – lack of a co-ordinated approach to training and education across the public service; lack of a strategic approach to public service training and education; and the lack of quality controls on training and education offered by some providers. The recommendations in this

paper included a major investment in skills development and capacity building to improve the performance, productivity, quality, and cost-effectiveness of the public service. The government recommended raising the standards of training and education to international levels with a focus on competency development, equity, and adult basic education and training.

In this paper the government rejected distinctions between training and education because they often equated training with operational skills development and education with knowledge acquisition. This removal of distinctions meant that knowledge and skills are equally weighted components in a holistic capacity building process. Institutions that provide learning programs for the public service would need to provide skills training as well as knowledge training. In this green paper the government identified the following learning principles that should be considered in the formulation, implementation, and evaluation of public service training and evaluation:

- |  |   |   |
|--|---|---|
| - Access and entitlement                           | - Learning organizations  | - Equity and empowerment                        |
| - Quality and cost effectiveness                   | - Effective design and delivery   | - Monitoring and evaluation                     |
| - Flexibility and decentralization                 | - Consultation and participation  | - Elevating the status of training and trainers |
| - Needs analysis                                   | - Career pathing  | - Lifelong learning                             |
| - Competency - based approach to learning outcomes | - Integration between policy formulation, strategic planning and transformation | - Information and communication                 |
|  |   | - Adequate resourcing                           |

#### **7.2.7.5 *The White Paper on Transforming Public Service Delivery (Batho Pele White Paper), 1997***

*In The White Paper on Transforming Public Service Delivery (Batho Pele White Paper), 1997* ([www.info.gov.za/whitepapers/1997/18340.pdf](http://www.info.gov.za/whitepapers/1997/18340.pdf)) the national government set out a policy framework and implementation principles for the transformation of public service delivery. The eight Batho Pele (People First) principles are:

- *Consultation* – Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services they are offered.
- *Service Standards* – Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.
- *Access* – All citizens should have equal access to the services to which they are entitled.
- *Courtesy* – Citizens should be treated with courtesy and consideration.
- *Information* – Citizens should be given full, accurate information about the public services they are entitled to receive.
- *Openness and Transparency* – Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.
- *Redress* – If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation, and a speedy and effective remedy. When complaints are made, citizens should receive a sympathetic, positive response.
- *Value for Money* – Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

#### **7.2.7.6 *The White Paper on Human Resource Management in the Public Service, 1997***

The national government used *The White Paper on Human Resource Management in the Public Service, 1997* ([www.info.gov.za/whitepapers/1997/hrmwp.pdf](http://www.info.gov.za/whitepapers/1997/hrmwp.pdf)) to describe, in more detail, the changes that the government planned to put in place to achieve the following objectives:

- A representative public service;
- A recognition of public servants as a valuable resource;
- A public service that is focused on service delivery outcomes;
- A public service that assigns managerial responsibility for results, and for the resources consumed in producing them, to the lowest practicable level;
- Public sector organizations that hold public servants accountable for their actions; and



- A public service that conducts government business professionally, transparently and ethically.

In this paper the government restated its determination to develop a culture of diversity and furthermore, to extend the concept of diversity beyond race, gender and disability to other factors such as rural backgrounds and single parents. It elaborated on the government's intention to encourage people to consider public services as a career. It defined career management as "*the process by which the career aspirations of the individual employee are reconciled with the operational objectives of the organization*" and set out the following implications for career management:

- Primary responsibility for career management rests with the employee;
- To the extent possible, employees are able to maximize their career potential through job opportunities, training and development;
- To the extent possible, employers are able to develop their organization's human resource capacity and to assist employees meet their career aspirations;
- Managers are responsible for understanding their employees' career aspirations and for assisting them identify appropriate job, training and developmental opportunities.

#### ***7.2.7.7 The Skills Development Act, No. 97 of 1998***

In *The Skills Development Act, No. 97 of 1998* ([www.info.gov.za/gazette/acts/1997/a97-98.pdf](http://www.info.gov.za/gazette/acts/1997/a97-98.pdf)) the government put in place the legal framework for strategies designed to develop and strengthen skills of South Africans entering, or in, the workforce. It provided for learnerships that enable people to develop occupational skills and for mechanisms to assist in financing skills development. As well, it provided authority for regulation of employment services.

Specific purposes of the Act are targeted at key role players or key results including the following:

- ***Individuals*** - To increase their quality of life through improved work prospects and mobility in the job market; and
- To promote self employment.

- **Employers**
  - To encourage employers to incorporate learning into the work environment;
  - To employ workers who have had difficulty finding employment; and
  - To assist employees gain new skills.
  
- **Results**
  - To improve productivity;
  - To improve delivery of social services;
  - To increase investment in education and training;
  - To improve return on investment; and
  - To assist the historically disadvantaged obtain skills desired in the job market and to find jobs.

One of the core features of this legislation is the Learnership Training System that replaces the previous apprenticeship system. Learnerships are intended to overcome the gap between theoretical education and skills training and will be accessible to people in formal employment, pre-employment, and to specific target groups. They provide a mechanism for the combination of structured learning in colleges/schools/centres and learning experiences in enterprises. Their aim is to enable their graduates to obtain qualifications that are relevant to the work place while being recognized countrywide.

#### **7.2.7.8 *The White Paper on Public Service Training and Education, 1998***

The government used *The White Paper on Public Service Training and Education, 1998* ([www.info.gov.za/documents/whitepapers/1998/19078/](http://www.info.gov.za/documents/whitepapers/1998/19078/)) to focus on the formal mechanisms of providing education and training while recognizing that less formal mechanisms also contribute to strengthening the public service. It established the values, vision and mission and set out the principles, priorities and guidelines of public sector education and training for the South African public service.

The values that the government set out that were to guide public service training and education included:

- Equality of access,

- Empowerment of the historically disadvantaged,
- Implementation of democratic, non-racist, non-sexist policies and practices,
- A culture of lifelong learning,
- Effective career paths,
- Broad participation and involvement by all relevant stakeholders.
- Mutual understanding and respect and tolerance for diversity,
- Quality and cost-effectiveness in human resource utilization, and
- Efficiency, effectiveness and a professional service ethos; and
- Flexibility and decentralization within national norms and standards.

Some of the anticipated outcomes of the new approach are:

- More strategically planned and implemented educational and training approaches that are linked to the broader processes of transformation, institution building and human resources development;
- More effectively organized, co-ordinated and accredited education and training; and
- Education and training that is demand-led, needs-based and competency based.

#### **7.2.7.9 *The Public Service Regulations, 1999***

*The Public Service Regulations, 1999* ([www.info.gov.za/gazette/regulation/2001/21951.pdf](http://www.info.gov.za/gazette/regulation/2001/21951.pdf)) provide specific authority for provision of training to public servants. Some of the provisions of these regulations address the needs of the specific organization and others the corporate needs of the public service.

Provisions that speak to institutional needs include:

- The power of the Minister to oversee or ensure the participation of the public service in any institution that is in place and whose purpose is training in the public service;
- The ability to provide training internally or externally;
- The requirement placed on supervisors to ensure that employees under their supervision receive training in accordance with approved training plans; and

- The requirement placed on heads of departments to ensure that budgets contain adequate funds for training of employees in all categories of positions.

Provisions that speak to corporate needs include:

- The power of the Minister to require training of employees or categories of employees;
- The power of the Minister to ensure a minimum quality of education and training by requiring institutions to obtain accreditation from the South African Qualifications Authority; and
- The power of the Minister to require those who provide training to issue certificates to learners upon successful completion of their education or training.

## **7.2.8 Some South African Approaches to Knowledge and Knowledge Management**

Both the national and provincial governments in South Africa have responsibilities related to implementing knowledge management. Three examples of approaches being taken to achieve this implementation are described below.

### **7.2.8.1 The South African Department of Public Service and Administration's Approach to Knowledge Management**

Strengthening knowledge management is an essential component of the National Department of Public Service and Administration's strategy to transform the South African public service. In 2001 a unit called the Learning and Knowledge Management Unit in the Service Delivery Improvement Branch was established to address problems related to information dissemination.

The mandate of this unit is (2005: [www.dpsa.gov.za/km.asp](http://www.dpsa.gov.za/km.asp)):

- The development of the South African Public Service into a "learning" public service, that is a public service that embraces learning as a facility for improving service delivery; and
- Using the Internet to strengthen the coordination of knowledge and information created by the department for the whole public service.

Radebe (2003: p. 40) has noted that while South Africa can benefit from expertise from others in some areas, it has developed much of its own expertise, tailored to the needs and culture of the country. However, much of this information is not widely shared and solutions are often reinvented because officials in one area are unaware of progress that has been made in another area. Officials of the Department of Public Service and Administration recognized that new knowledge must be created as well as shared and that to the extent possible, both existing and new knowledge, must be documented in ways that are useful and readily available. To address these issues, the department's officials developed a knowledge management plan, put in place several systems to support knowledge management and introduced a variety of tools to strengthen sharing, co-ordinating and documenting information and applying solutions and best practices.

A key element of the knowledge management plan is the recognition of knowledge as a corporate asset of an organization and an asset that must be managed and used strategically. In describing the approach that the Department of Public Service and Administration has taken, Radebe states that the starting point for knowledge management is knowing what knowledge you need to reach the organization's objectives. She outlined the department's steps in developing its approach as follows (2002: pp. 9-11):

- ***Planning*** - The department's officials began identifying knowledge needs by reviewing the government's decisions as they were found in reports, white papers, departmental business plans and a variety of other written documents. As they began to develop action plans for implementing the decisions, the needs for knowledge became more apparent.
- ***Implementation*** – As action plans were further translated into project plans and performance agreements developed, more needs for knowledge were identified.
- ***Reviewing and Reflecting*** – During implementation gaps in information and knowledge appeared as well as weaknesses in processes. These events contributed to identifying additional needs as well as generating knowledge about efforts that do not work. The importance of developing tools to assist in disseminating information more widely and making it easily available became apparent.

- ***Establishing Learning Networks*** – During implementation the need to put in place learning networks, namely groups of people who are engaged in similar activities and who share a common purpose related to their contributions materialized. These networks may be formal or informal, face to face or electronic, an exchange of ideas among colleagues or organized partnerships. They draw out information found in people's minds and, if efforts are made to document the information, record the information for use by others.
- ***Improved Implementation*** – Knowledge gained from implementation and information sharing was applied, new knowledge generated and lessons learned. The knowledge generated and lessons learned can be used to inform the next planning activities and incorporated into strategic, business and management plans.

Specific instruments and tools developed to support the knowledge management plan include the following (Radebe 2003: pp. 40 – 44):

- ***National and Provincial Learning Networks*** – activities may include study tours, case studies, teleconferencing, networking opportunities, information on the department's website.
- ***Annual Conferences*** – Examples of annual conferences include:
  - *The Annual Service Delivery Academy* – This conference brings together managers of service delivery institutions, project managers, and front-line workers to share information, develop working relationships, and collaborate on solutions. These academies focus on case studies. Senior managers attend them to ensure linkages are established and innovations are created throughout all levels of the organization.
  - *The Annual South African Management Conversation (SAPMC)* – This conference brings together a select number of public servants, academics, civil society representatives and representatives of the private sector to discuss issues of major importance to the nation and major challenges to government. The conference also provides opportunities for academics to provide input into the theoretical underpinnings of policy and application of rigorous research methodology. Academics gain a better perspective on existing realities of

governing and policy issues that they can incorporate into their programs and research.

- *The Annual Senior Management Service (SMS) Conference* – This three day conference provides a platform for senior managers of the national and provincial governments to share experiences, identify lessons that have been learned, and engage in discussions on current issues. Its focus is on implementing the priorities of government and improving service delivery.
- *The Annual HIV/AIDS Indaba* – This conference focuses on issues related to addressing the HIV/AIDS pandemic. Using a case study approach, the conference brings together representatives from government, non-government organizations, the private sector and relevant disciplines to strengthen knowledge and improve effectiveness of solutions.
- ***A Learning Development Journal for Public Service Managers*** – This journal, entitled *Service Delivery Review*, documents information gained through the opportunities created to share information.
  - Participants are encouraged to illustrate their presentations using power point applications as well as in written narratives and to provide both to the department for finalizing and inclusion in the journal.
  - A template for presenting case studies was developed so that project managers could more easily document their experience and share lessons that were learned through actual implementation.
  - Emphasis has been on sharing information that is replicable and sharing methodologies related to effective service delivery.
  - Public servants who are making a significant contribution are frequently profiled to serve as role models for others.
  - The journal is distributed widely, including to officials such as managers of magistrates courts, and is available electronically ([www. dpsa.gov.za/ documents/service\\_delivery\\_review/](http://www.dpsa.gov.za/documents/service_delivery_review/)).
- ***Development and Distribution of Guides, Manuals and Handbooks*** – These documents focus on implementing policies and provide practical procedural

information. Examples include:

- *The Machinery of Government Manual* – This manual explains simply and briefly the structures, processes and operations of government. It is used to orient new public servants and as a teaching tool in universities.
  - *The Batho Pele Handbook* – This handbook elaborates on the purpose of the Batho Pele or people first policy and how it can be applied in the day to day work of government officials.
  - *The Guide to Learning Networks* – This tool examples how to develop, operate and manage learning networks. It includes checklists to assist in planning and implementation.
- ***The Department of Public Service and Administration's Web Page*** – The department's web page, [www.dpsa.gov.za](http://www.dpsa.gov.za) is a platform for sharing information and knowledge. Lessons that have been learned are posted on the website and often in the department's journal. The articles in the journal are listed as stand-alone items in addition to being incorporated in the journal to improve retrieval and minimize search time. Contact information is also posted to encourage networking.

The department's officials have identified the following challenges that those implementing a knowledge management system may find relevant (2003: pp. 44 – 45):

- Lack of recognition of knowledge management as a component of change management in an organization and lack of understanding of the cultural, emotional and measurement difficulties that accompany introduction of a knowledge management approach can create unrealistic expectations;
- Resource limitations including lack of predictable funding and sufficient program champions in the right positions can hamper the amount of activity that can be undertaken;
- Activities that are not acknowledged in performance contracts can limit the government's understanding of required competencies and the establishment of realistic benchmarks for strengthening competencies;



- Job evaluation systems that do not have knowledge management as one of their fields of assessment limit the ability to drive learning and knowledge management programs;
- Organizational cultures that do not encourage openness in sharing information inhibit knowledge generation and dissemination;
- Reliance on oral sharing of information limits documentation of ideas and lessons that have been learned and their retention and dissemination; and
- Insufficient time to record and capture information and knowledge, particularly by practitioners whose first priority is service delivery, limits the amount of knowledge that is documented.

From the experience the Department of Public Services and Administration's officials have gained in implementing a knowledge management approach, they have learned a number of lessons including the following (2003: pp. 44 – 45):

- Focus on practical issues because there is limited time and this scarce resource must be used to strengthen implementation;
- Focus on individuals and teams that are involved in implementing programs and services because they have practical information and experience to share;
- Focus on activity rather than rank and direct attention to achieving goals and sharing information throughout organizations in order to strengthen service delivery;
- Provide platforms for sharing information and debating approaches in an atmosphere where individuals are free to contribute ideas without fear of reprisal;
- Foster ownership of knowledge management so that public servants voluntarily participate and contribute;
- Leverage resources by recognizing learning opportunities provided by others that contribute to strengthening knowledge; and
- Build an environment of trust that supports relationship-building.

#### **7.2.8.2 The Free State Provincial Government's Approach to Strengthening Knowledge Management**

Public servants in South African provincial governments work with their colleagues in the national government and on their own to strengthen knowledge management. de Wee, a former director general of the Free State Provincial Government, strongly supported efforts to strengthen knowledge management in the Free State and throughout the country (2001: pp.1 - 19). In a presentation to the Spring School on Public Policy Management at the University of the Free State in September 2001, he stated that the capabilities of people are the main factor in the attainment of socio-economic development in South Africa. With respect to the South African public service he noted that the service must be transformed to a people-oriented, performance focused, facilitating and enabling service from a self-serving, top-down, and bureaucratic process-based system.

In his presentation, de Wee also explained some of the Free State Provincial Government's approach to training and development. These include the development of four plans that provide direction and/or support for one another and included:

- ***The Free State Development Plan*** – This plan sets out the development agenda for the province, a component of which is “*investing in the development of the people of the province.*” This component is broader than the public service but recognizes that the ability to meet the needs of the public service in the future begins with preparation in the present. Specific attention in the plan has been given to increasing literacy and numeracy rates, improving the matriculation pass rates and increasing the number of graduates from tertiary institutions.
- ***The Free State Training and Education Strategy*** - This strategy brings into effect the intent of the policy direction in the white papers, legislation and regulations. The Free State government approved the following objectives:
  - To ensure there is continuous capacity building in the provincial government and that capacity-building supports improved service delivery and performance;
  - To ensure that training programs are competency and needs-based, accredited, portable, and contribute to life-long learning;

- To ensure that providers of training are selected on the basis of effectiveness and efficiency;
  - To ensure stakeholders are consulted or involved in training related matters; and
  - To make the education, training and development of employees a responsibility that is shared by the employee, the line management, the departmental human resource units, and the central human resource unit.
- ***The Free State Bursary Policy*** – This policy brings into effect at the provincial level some of the intent of the white papers that deal with capacity-building, education and training and *The South African Skills Development Act, 1998*. It is a proactive measure to provide bursaries for education and training in order to prepare a cadre of workers capable of obtaining future jobs and contributing to the development of the province and country. Special attention is given to assisting the historically disadvantaged.
  - ***Free State Performance and Management System*** – This system is part of the loop between training and the application of knowledge in ways that meet the goals of the organization. Some of the objectives of this system include:
    - To establish a performance and learning culture within the provincial government;
    - To identify and manage employees' development needs and meet those needs wherever possible; and
    - To improve service delivery.

To further strengthen the capacity of public servants in the Free State and from other provinces and countries, the Free State has established a training institution that aimed to provide opportunities for development of practical knowledge and skills in the application of public administration and public sector management.

### **7.2.8.3 The Gauteng Provincial Government's Approach to Strengthening Knowledge Management**

The Gauteng Provincial Government's approach to knowledge management was showcased at the *Best Practices in Public Management Conference* in the Western Cape in 2003 (Balton 2004: pp.36 – 39). The Gauteng Provincial Government has introduced a new training and development strategy for its senior managers. Referred to as the Senior Management Service (SMS) Program, it addresses the Gauteng Provincial Government's two priority areas - enhanced service delivery and positioning the public sector to meet the province's needs in the future.

The SMS Program forms an integral part of the total development strategy and strengthens strategic management in the provincial government through improved talent management and employment in combination with the labour relations framework. It supports the review of management structures, flexibility in redeployment, improved training and development and ethical conduct. The learning strategy enables the province to build on value gained from other specific interventions such as current project management training interventions.

The approach has three prongs – core leadership development, program performance consulting and project-based learning. Based on the principles of adult learning, it is characterized by:

- Learning interventions that are needs-based, learner-driven and project-oriented;
- Capacity-building that is linked to work, learning, knowledge management and service delivery;
- Sensitivity to the political context of administering public policy, the roles, responsibilities and challenges facing the Gauteng Provincial Government's bureaucracy and the competencies needed in the present and in the future;
- Alignment with other learning interventions in the province and from the national government;
- Demand-pull learning—just enough learning and just when needed; and
- Embedding learning and knowledge management in management practices and operations.

Examples of the benefits of the knowledge management approach can be found in responses of senior managers and participants. The head of Gauteng's Public Works, Roads and Transport, has supported efforts to empower public servants with the knowledge needed to be innovative and effective in service delivery. She has listed the following benefits of knowledge management to her department (Chaba 2003: pp. 36 – 37):

- Sustained organizational memory;
- Accelerated learning;
- Enhanced and sustained high levels of service delivery;
- Fostering a culture of information sharing and lifelong learning;
- Strengthening and sustaining high quality standards;
- Engendering team work;
- Avoids reinventing the wheel; and
- Encourages and promotes innovation.

Factors that Chaba (2003: pp. 36 -37) believes are necessary for successful introduction and implementation of knowledge management approaches include:

- High levels of commitment to the purpose and the process;
- Documentation of experiences;
- Simple systems;
- Easy to access information;
- Information that is need/driven and mission-critical;
- Benefits that are tangible and visible to stakeholders;
- Supported by change management practices;
- A culture that rewards and recognizes effective knowledge and information management;
- Sharing of successes, failures and lessons learned along the way;
- User-friendly technology infrastructure; and
- A vibrant, living process that supports the knowledge management plan.

### **7.3 ENHANCING KNOWLEDGE TRANSFER: PRINCIPLES AND METHODS**

The Twinning Project had limited resources for sharing information, both in terms of financial resources per partnership and the numbers of officials and amount of time that officials could participate. While there were sufficient resources for some workshops, seminars and conferences, there were not enough resources for longer-term training programs or for backfilling positions to enable extended absences from the workplace. Moreover, the directors general had indicated in the meetings during the inception mission that good academic training was available locally and that their governments' need was for opportunities to examine public administration as it was being applied in actual situations. From past experience with the Canadian provincial governments they had found that study tours were the most effective and efficient mechanism for acquiring knowledge, testing ideas, examining the merit of various options, and gaining advice on the practical implementation of new initiatives (IPAC. 2000: p. 10).

In designing the Twinning Project it was important to identify principles and methods that could be applied to enhance learning in very short time frames. Because the learners were adult learners, with a great deal of life experience, the principles and methods of adult education were identified as being relevant. The theory and application of extension education was expected to contribute to an understanding of the manner in which knowledge transfer is used as a mechanism to not only build capacity, but also to apply the new knowledge to achieve a desired change. The principles and processes of communication of knowledge found in diffusion of innovation theory and practice were identified as sources of information and knowledge in enhancing the effectiveness of communication. The principles, methods, and practices of all of these disciplines also were identified as knowledge that could provide a basis for reflection and continuous learning.

#### **7.3.1 Adult Education and Knowledge Transfer**

One definition of adult education is “*the influence of learning on the capability of people to respond effectively to the problems and opportunities of their environment*” (Baker 1977: p.2). This definition implies that learning must assist the learners in ways that they can apply the new knowledge.

In the Twinning Project knowledge transfer was usually needed for one or more of the following reasons:

- To introduce immediate improvements in the machinery of government and by so doing make it possible to focus on higher priorities;
- To better understand the scope and complexity of policy implementation in order to direct, control and manage change; and/or
- To put in place the foundation that leads to social change including integration of policy, addressing the cross cutting issues of gender equality, sustainable development, poverty reduction, social capital, and HIV/AIDS, and improved service delivery.

A basic understanding of adult education assisted in designing the Twinning Project and developing appropriate knowledge transfer approaches.

### **7.3.2 Adult Education Principles**

Over many years, six principles have become accepted as useful in the development of adult education programs (Knowles 1989: pp. 77 -78). These principles state that learning activities for adults:

- Must be problem-centred;
- Must be experience-centred;
- Must be meaningful to the learner;
- Must enable the learner to examine the experience;
- Must allow the learner to set the goals and undertake the search for knowledge; and
- Must provide the learner with feedback on progress towards achievement of goals.

These principles underscore the importance of ensuring that the activity is relevant to what the learner wants and needs to know, understand and apply. Based on these principles, it can be seen that the stronger the link between what learners want and need to know, the greater the likelihood of knowledge retention and successful application.

The approach of the adult educator to the task also can influence the learning that occurs. Griffith's (1994: pp. 18 -25) examination of the application of adult learning approaches provides insights into different dimensions of adult learning that warrant consideration in strengthening knowledge transfer. Some of the approaches that he reviewed are:

- ***Behaviourist Approach*** – In this approach the process begins with the development of behavioural objectives for predetermined competencies. In this situation the educator is assumed to have or to be able to locate the relevant knowledge. He or she is assumed to be able to develop appropriate planning activities that will transfer the needed knowledge and in doing so to strengthen competencies.
- ***Humanistic Approach*** – In this approach the emphasis is on identifying the learner's needs as the learners identify them and providing learning activities that respond to these needs. This approach assumes that the learners have a full understanding of the gaps in their knowledge and through a collaborative approach the educator will be able to provide activities that meet their knowledge requirements.
- ***Critical Paradigm Approach*** – In this approach the educator must critically analyze the values, beliefs and assumptions that the learners hold and provide learning activities that challenge their thinking by exposing them to different alternatives. The assumption in this approach is that there are situations in which adults have been constrained by their situations and cannot visualize alternatives other than the current set of conditions. To assist these learners, the educator must help them become aware of other value systems and ways of thinking as well as of different options.

Some of the practical implications that Griffith's (1994: pp. 18 -25) identified for working with adult learners include the following:

- ***Learner- Educator Context*** – The relationship between the educator and learner can influence the type and amount of learning. In situations where the educator gives the impression that he or she is wiser or the ultimate authority on the subject,



the learner may be discouraged from learning or resort to conformist behaviour rather than innovative thinking and confident exploration.

- ***The Learning Process*** – Learning occurs through a series stages. In the first stage the learner reacts to new knowledge on the basis of his or her experience. In the second stage the learner integrates through a process of observation and reflection the new knowledge he or she has gained with previous knowledge. In the third stage the learner internalizes the new knowledge and begins to identify implications and draw conclusions. In the fourth stage the learner is ready to test and apply the new knowledge. An understanding of these stages emphasizes the importance of providing time for reflection and allowing learners to determine whether the new knowledge is relevant to their situation. Understanding these stages also emphasizes the need for educators to respect decisions not to apply new knowledge on the basis of informed decision-making.
- ***Flexibility in Programming*** – Adult learners operate in a constantly changing environment and therefore are constantly reevaluating their learning needs. Adult educators and adult education programs must therefore be flexible and capable of responding to changing learning needs in order to be supportive rather than directive.

### 7.3.3 Transformational Learning

In the 1980s Mezirow ([www.occe.ou.edu/halloffame/2003/Mezirow.html](http://www.occe.ou.edu/halloffame/2003/Mezirow.html)) introduced the concept of transformational learning. Transformational learning has been defined as *“learning that induces more far-reaching change in the learner than any other kinds of learning, especially learning experiences which shape the learner and produce a significant impact or paradigm shift, which affects the learner’s subsequent experiences.”* (Clark 1993: pp. 47-56).

Mezirow believed people carry with them two sets of meanings. The first is their view of the world that he called *meaning perspectives*. The second set consists of the knowledge, values and beliefs people have about their experiences and this set he called *meaning*

*schemes*. He believed that as long as people can live comfortably within their environment they would make gradual changes in their meaning schemes that occur as life evolves. He believed that they would not likely make major changes in their meaning perspectives until a major event, and often an event that was very uncomfortable, forced them to do so, although some people might do so as a result of an accumulation of meanings over time ([http://en.wikipedia.org/wiki/Transformative\\_learning](http://en.wikipedia.org/wiki/Transformative_learning)).

Cooper's review of Mezirow's concept (2001: [www.konnections.net/lifecircles/mezirow.htm](http://www.konnections.net/lifecircles/mezirow.htm)) found that transformational learning requires three elements – experience, critical reflection and rational discourse. He noted that Mezirow believed the most important part of transformational learning is critical reflection because this element is what begins the process of asking questions and seeking answers. Once the person begins analyzing the situation, he or she can critically explore the current situation and alternatives with others. In this scenario the communication aspect is as important as, if not more important than, the event that triggered the pause for reflection. The desirable results of the changes that occur, in Mezirow's view, were people with a greater sense of autonomy.

In his review Cooper also noted that other researchers disagreed with Mezirow on the most important element and the result. He found that Boyd believed the most important element was the experience itself and the result was a greater interdependent and compassionate relationship with other people. He found that other researchers explored the relationship of transformational learning to the spiritual meaning of life and searches for answers to questions such as one's purpose in life. In his review he also discussed some of the implications for teachers that may wish to use transformational learning and flagged the need to consider ethical questions and to be prepared for emotional responses on the part of both the instructor and the student.

Some organizations such as the Potter County Educational Council have extended the application of transformational learning beyond individuals to groups and communities (<http://pcpli.grmp.org/cotf-plwb-02a.html>). Their approach reflects a concern that the world is moving through a period of major transition in terms of speed of change, interconnectedness and complexity and that society must be able to transform to survive. In this scenario the emphasis is on the future and on developing capacities and tools to

anticipate and adapt to an emerging society. In the Council's view, the transformation involves people learning how to think systemically, make multiple connections, design parallel processes, and look for value in others' thoughts and words. The Council emphasizes that for transformational change to occur, a different style of leadership will be required as well as different capabilities of leaders. In the Council's view, the new kind of leadership will be process oriented and be concerned more about helping people and groups to grow than outcomes and objectives.

The Council identified the following attributes as being important in process leadership:

- |   |  |   |
|---|--|---|
| - Concern for how action impacts the situation and others | - Emphasizes openness to new ideas and choices | - Planning by self-organization and systemic approaches |
| - Considers the long-term effect                          | - Concern for search-ing for the truth         | - Emphasizes patience and caring                        |
| - Embraces diversity and openness of thinking             | - Emphasizes alternatives, feedback, and webs  | - Emphasizes integration of right and left brain        |
| - Continuous learning for innovation                      | - Interdependent and self-reliant              | - Anticipates with scenarios                            |

### 7.3.3 Adult Education Methods

The selection of method of transferring knowledge should take into consideration the educational objective or objectives (Mitchell, Corby and Scotney 1994: pp. 125-141). Renner (1978: p.81) has matched learning methods to learning needs. He has found that:

- To create awareness or strengthen one's knowledge of a subject, use techniques such as assigned reading, brainstorming, buzz or discussion groups, circle response, experiments, field trips, lectures and panels, the media, programmed instruction, role plays, practice teaching, and workshops.
- Assigned reading strengthens understanding by providing foundation information for later discussion or for more in-depth examination of a subject. It needs to be

used in combination with more participatory methods such as those used to create awareness. Additional methods such as case studies, contracts, games, learning logs, and opportunities to practice what has been learned reinforce and strengthen understanding.

- The techniques that bring about changes in values, priorities and attitudes usually involve personal contact. In particular, group activities such as buzz groups, opportunities to discuss information and its application, reviews of case studies and role play assist in this type of knowledge transfer.
- To strengthen skills or reinforce behavioural changes methods such as contracts, demonstrations, simulations, field trips and projects, opportunities to practice what has been learned, workshops and learning logs, are effective.

Mezirow identified a series of activities that could be used to encourage transformational learning. These include ([www.konnections.net/lifecircles/mezirow.htm](http://www.konnections.net/lifecircles/mezirow.htm)):

- Journal writing,
- Life history exploration,
- Group projects,
- Role play, and
- Case studies.

Cranton (2002: pp 63 – 71), adds to Mezirow's list (above), the following methods that might be useful in classroom settings:

- Films, documentaries, novels, short stories, poems,
- Art forms such as drawing, song writing, sculpture,
- Critical questioning to draw out assumptions,
- Modelling critical self-reflection,
- Debates, and
- Experiential projects.

Given the different approaches to adult learning, those who are involved in knowledge transfer will need to focus on how best to assist learners in ways that they can apply the new knowledge. Some of the principles and methods of a variety of approaches may be required to fit the specific situation.

### **7.3.5 Application of Adult Education Principles and Methods in the Twinning Project**

The learners in the Twinning Project were intelligent, educated, motivated adult learners that were in leadership positions with senior levels of responsibility. These adults were busy and required timely, relevant information. Usually, they did not want large amounts of unnecessary detail, lengthy research documentation, or technical jargon. They wanted underpinning principles, practical facts, analysis, planning documents, lessons learned, “how-to” specifics, manuals, and advice from someone that they could trust, who was knowledgeable and credible.

Their learning needs often included obtaining knowledge, strengthening their understanding or developing new skills and behaviours. To achieve their longer-term goals they may have needed to review their priorities, modify values, or change attitudes. They brought with them a wealth of experience and were motivated to make a difference. As a result of the ability of the learners to identify many of their needs, to critically analyze new information and to tailor new options to their situations, Canadian public servants needed to recognize prior knowledge and to facilitate integrating information the learners already possessed with Canadian information.

The adult learners that the program served were involved in every aspect of the design, implementation and evaluation. In the Twinning Project, the key role players in each South African province determined their needs, their objectives, desired results and performance indicators. They identified their results and provided information for reports, audits and evaluations. Key role players in the Canadian provinces provided advice on design, implementation and evaluation; identified benefits gained by their provinces; and provided information for assessments and evaluations. The South African provinces and Canadian provinces together determined the best method to use to achieve objectives and the timing

and location of activities<sup>1</sup>. This involvement improved the likelihood of the program meeting the purpose embedded in the definition of education, that is, to use learning to influence the capability of people to respond effectively.

The methods used in the Twinning Project supported adult learning. These methods included:

- Short-term technical advice including study tours, secondments and assignments;
- Planning and implementing a program of activities or a pilot project;
- Coaching and mentoring;
- Instruction including workshops and seminars; and
- Establishing and developing strong networks and sharing information and resources.

Preparation for activities was extensive. Such preparation often included:

- Preparation of a detailed itinerary that usually involved exposure to subject matter specialists, senior officials and elected office holders. (This preparation was based on the information in the activity plan (Appendix S);
- Preparation of briefing materials for visiting officials, officials hosting the visit, and elected office holders. Briefings would likely include the purpose of the visit, objectives to be achieved, a list of participants with their contact details and pronunciations of names, the resumes of each participant, information about the history of the country, a description of the state of democracy and characteristics of governance, a detailed description of the province including maps and statistical information, information regarding current public policy issues, public policies and legislation in the province, information about the Twinning Project and results to date, and any other information that may be helpful;
- Preparation of documents that may be needed such as agreements or letters of understanding;

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<sup>1</sup> Involvement of key role players in needs identification, activity design, and reporting are found in documents such as the initial work plans prepared at the *Planning for Success Workshop* held in Bloemfontein, February 2001, the activity forms submitted by the provincial co-ordinators before and reports provided after activities, the oral and written reports describing results achieved, and the reports given at meetings such as the meetings of the South African Provincial Co-ordinators Forum. These documents form part of the official record of the Twinning Project and are on file with the executing agency in accordance with the *Contribution Agreement*.

- Identification and assembly of appropriate resource material;
- Preparation of material and arrangements for media releases and interviews;
- Arrangements for accommodation, local transportation, meals and business requirements; and
- Plans for hospitality and protocol requirements.

Several approaches used by the participants in the Twinning Project contributed to responsive, timely, positive adult education including the following:

- The learners voluntarily participated in the learning activities. Participating because they “wanted to” meant that they had a high degree of interest and enthusiasm. Their enthusiasm was caught by those responding to their needs resulting in mutually satisfying and enjoyable learning experiences.<sup>2</sup> Their determination to master new ideas raised the bar for those who were responding to their needs. The attention devoted to the content to be covered, the resource people to be used, the itinerary to be offered, the discussions to be held, and the coaching and mentoring to be provided, resulted in high quality activities.
- The participants in both the South African and Canadian provinces were equals in terms of levels of responsibility. The South Africans had a clear understanding of their vision, mission and goals and asked insightful questions. The Canadians had specialized expertise and a greater depth and breadth of experience. Together they dissected problems and drawing on each party’s knowledge and experience developed tailor-made solutions<sup>3</sup>.
- In the Twinning Project the South Africans and Canadians were simultaneously teachers and learners – teaching their counterparts about their country, their province, their democracy, their government, their past and present public management practices, their experiences, their successes and their mistakes. As teachers it became important that the participants learn about their counterparts’ situation – geographical, historical,

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<sup>2</sup> Debriefings after activities were usually highly positive by both the South African and Canadian participants. The knowledge gained was identified in evaluations and the application of knowledge was reported in mission and progress reports.

<sup>3</sup> An example of a tailor-made solution is the Free State’s approach to management of young offenders. (Sempe, R. 2004: pp. 4 – 5).

economic, social, and political. It was important for them to be sensitive to social change and the implications that such change has for public policy, for the impact on citizens and the for the desired and undesired impact on specific groups such as women, the historically disadvantaged, the disabled, and the vulnerable<sup>4</sup>.

- The knowledge was applied immediately. Preparation of mission reports, development of recommendations for senior management, preparation of memoranda for cabinet, and adapting and applying the knowledge to one's own situation, enhanced retention and fostered sharing of the knowledge acquired with one's colleagues both within one's own government and with other governments<sup>5</sup>.
- In addition to transferring knowledge to address specific situations, by jointly working on actual problems, the activities of the Twinning Project contributed to strengthened competencies required to effectively execute one's responsibilities. Some of the competencies that the adult learners reported had been strengthened included the following<sup>6</sup>:
  - The ability to co-ordinate activities across disciplines and organizational structures;
  - Assessing alternative solutions more comprehensively;
  - Anticipating opportunities, risks, and difficulties;
  - Developing strategies for different scenarios;
  - Setting targets and measuring progress against predetermined targets; and
  - Seeking and sharing information.

### **7.3.6 Extension Education**

One of the purposes of incorporation of extension education concepts into the design of the *Canada South Africa Provincial Twinning Project* was to strengthen application of knowledge. Application of knowledge was essential to achieving the desired results that the South African provincial governments had identified in their work plans and that were

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<sup>4</sup> See Appendices F and I for basic information assembled for briefings about Canada and South Africa.

<sup>5</sup> Examples of immediate applications are found in Chapter 9 and Appendix R.

<sup>6</sup> Information regarding competencies strengthened is taken from oral and written reports.



needed to support specific elements of the respective government's business and strategic plans.

Another purpose of the Twinning Project was to strengthen partnerships. Extension education has been described as “*work that builds deeply co-operative, respectful, educational, democratic and participatory partnerships*” (Peters 2002: [www.joe.org/joe/2002june/a1.html](http://www.joe.org/joe/2002june/a1.html)). Using a tested model that fosters strong partnerships was important in developing and maintaining positive, constructive and potentially long-lasting relationships between South African and Canadian provincial governments.

Leagan, an extension practitioner, has summed up the extension education approach as follows (1961: p.1):

*“The process of extension education is one of working with people, not for them; of helping people become self-reliant, not dependent on others; of making people the central actors in the drama, not the stage hands or spectators; in short, helping people by means of education, to put useful knowledge to work for them.”* .

Leagan's focus on helping the people who must apply the knowledge, on the provision of useful knowledge, on the transfer of knowledge for the purpose of becoming independent, on the interactive process between the provider and the receiver, and on the application of the knowledge in actual situations for the benefit of the receiver, resonate with the intent of the Twinning Project. As Leagan states, participation is an important aspect of extension education.

### **7.3.7 Application of Knowledge for the Purpose of Change**

While knowledge transfer is a part of planned change, acceptance of knowledge and putting it into practice can be difficult (Stephenson 2003: [www.joe.org/joe/2003august/a1.shtml](http://www.joe.org/joe/2003august/a1.shtml)). Lambie and Seaman (1984: pp. 32-41; 1994: pp 46 – 56) have studied the steps and rates of adoption of new knowledge. They have also identified factors that influence the acceptance and application of new knowledge, and the nature of decision-making regarding the adoption of new knowledge.

#### 7.3.7.1 Steps in the Adoption of New Information

Lamble and Seaman (1984: pp. 32-41; 1994: pp 46 – 56) have identified three sequential steps in the adoption of new information:

- ***Invention*** – The creation or development of knowledge.
- ***Diffusion*** – The communication of knowledge from those who have it to those who might be able to use it.
- ***Consequences*** – The adoption or rejection of an idea and the changes that do or do not occur as a result of the decision.

#### 7.3.7.2 Factors Affecting the Rate of Adoption and Application

Whether knowledge will be applied depends on the person or group receiving the knowledge. Lamble and Seaman (1984: pp. 32-41; 1994: pp 46 – 56) believe that knowledge is more likely to be applied if it:

- ***Is Perceived as Being Better than the Current Situation*** – New knowledge must be perceived to be more efficient, more effective, less expensive, more convenient, simpler, time-saving, leading edge, more prestigious, or superior in some other way.
- ***Is Perceived to Be Compatible with the Organization*** – New knowledge must be compatible with the socio-cultural values of the organization.
- ***Is Seen to Be Manageable in Terms of Complexity*** – Very complex knowledge may take longer to implement.
- ***Is Able to Be or Has Been Tested Prior to Full Adoption*** - For many people it is important to be able to see a system in operation before adopting it so that they know it works.
- ***Requires Changes that are Readily Identifiable*** – Changes are adopted more quickly if the steps can be seen or are easily described and the benefits are easily identifiable.

### 7.3.7.3 Nature of Decision Making

The information in Table 25, below, summarizes the interrelationships between the kinds of decisions that may be made, the rate of adoption, the stability of the decision, and the influence on the individual that Lamble and Seaman (1984: pp. 32-41; 1994: pp 46 – 56) have identified. From the matrix in the table it can be seen that:

- The fastest method of achieving adoption of new knowledge is to be directed to make the change by an individual in a position of authority. While changes can be introduced quickly, they also require high degrees of vigilance to be sustained because people have not bought into them and some may circumvent them or discontinue them at the earliest opportunity.
- The next fastest method of achieving adoption is the optional decision. These are decisions made by individuals and depend on the readiness of the individual to adopt new practices or behaviours. However, once an individual adopts a new idea, he or she is likely to continue applying it.
- Collective decisions are the most complex type of decision because they require individuals to make individual choices as well as requiring the group to make a uniform choice. The slowest rate of adoption occurs when a decision must be made collectively. These decisions, however, have the best chance of continuing for the duration.

Table 25. Different Types of Decisions			
Factor	Optional Decision	Collective Decision	Authority Decision
Rate of Adoption	Moderate	Low	High
Stability of Decision	Moderate	High	Low
Influence of System on the Individual	Low	Moderate	High

Source: Lamble. W. 1984: p. 34.

In the Twinning Project, all three types of decisions were involved. A degree of variability in the rate of adoption and the stability of the decisions, therefore, had to be expected.

### 7.3.8 Use of Change Agents

Those involved in leading extension education are called change agents because they are not only responsible for ensuring that new information reaches the target audience, but also that members of the audience voluntarily adopt new ideas that are appropriate to their circumstances. Havelock (1973: pp 7-9) believes there are different types of support that change agents provide:

- **Catalyst** - Some support will be as a catalyst – encouraging change when change is needed.
- **Solution Giver** - Some change agents will be subject matter experts in the area where change is needed and can offer ideas and options for consideration.
- **Process Facilitator** - Sometimes the change agent can assist by helping put in place a process for initiating change and working through the steps involved in making the change.
- **Resource Linker** - The change agent may act by identifying the resources needed to implement the change and assisting in bringing together the relevant role players.
- **Administrator** - The change agent may also act by administering a program and undertaking the necessary monitoring, and reporting. This support frees up the time and skills of others to be directed to implementing changes.

Some change agents are more effective than others in promoting change and achieving results. Rogers and Shoemaker (1971: pp. 233-248) have identified several reasons for the difference.

They have noted that change agents are likely to be more successful at introducing change if they:

- Make contact with their clients and promote change;
- Are more client-oriented than organization-oriented;

- Are more concerned about meeting their client's needs than promoting specific new ideas;
- Can empathize with their clients;
- Share similarities with their clients;
- Use opinion leaders;
- Are perceived to be credible by their clients; and
- Assist their clients evaluate new ideas and their relevance to the situation.

These findings reinforced the use of practitioners in comparable positions, personal methods, and cross-cultural sensitivity in the use of a twinning model and the implementation of the Twinning Project.

### **7.3.9 Communication of Knowledge**

When learning opportunities are short and the amount of knowledge to be transferred high and/or complex, diffusion theory and practice becomes relevant because of its insights into improving the efficiency and effectiveness of communication. Rogers (1995: pp. 10 - 37) has identified four main elements that must be considered in the communication of new knowledge:

- ***New Knowledge*** – The task of the change agent is to help identify the benefit of the new knowledge for the client. He or she must be able to explain the principles, practices, advantages and disadvantages in the client's specific situation and results that can be expected from applying it. Not all knowledge is useful in every situation. Application of new knowledge always has an element of risk and the client must determine, through processes of analysis and decision-making, whether the new approach is superior to the present situation or other alternatives. Once new approaches are adopted, the clients may reinvent them to either use them in different ways or to refine them to better fit the circumstance.
- ***The Communication Methods*** – Of the various channels available for sharing information – mass media, group and individual contact – individual contact is the most effective because it is a social process. People adopt innovations more readily

when they have an opportunity to learn about it from someone who has already adopted the idea and is using it successfully. Modeling and imitation are important aspects of the diffusion and adoption of new knowledge.

- **Time** – Three aspects of knowledge transfer and application have a time component. The first aspect is the amount of time it takes for an individual or organization to move from gaining new knowledge to applying it. The second aspect is how willing individuals or organizations are to apply new knowledge in comparison to others. The third aspect is the rate of adoption in the system, which is the number of members of the system that apply the new knowledge in a specific period of time.
- **Social System** – Members of a social system adopt innovations. The norms of the system may encourage or discourage adoption in several ways. Some of the ways that social systems affect the rate of adoption include the following:
  - Innovations that are outside the norms will be adopted more slowly;
  - The opinion leaders in the system influence the rate of adoption. Opinion leaders are those individuals who have earned the respect and confidence of their peers and other members in the system;
  - The complexity of decision-making within the system influences the rate of adoption; and
  - The consequences on the system influence the rate of adoption. The more desirable the consequences are, the more they can be anticipated, the faster the rate of adoption.

The communication process can break down at any step. Several communicators (Burk and Fry 1986: pp. 106 -115; Kern 1980: pp 1 -5; Woods and Hixson 1994: pp. 142 -158) have identified specific aspects of communication to consider when planning communications strategies:

- **The Receiver, Not the Provider, Controls the Process** - Whether the receiver will accept the message depends on what the message means to him or her. The receiver

interprets the message in terms of his/her own knowledge, past experience, needs, and values. The receiver applies a variety of screens to the message. The receiver may stop listening, stop attending activities, and/or stop learning.

- ***Plan Communication to Circumvent Receiver's Barriers*** - At the planning stage, it is critical to choose messages and methods to circumvent the receiver's selective exposure, perception and retention. It is particularly important to organize well, be positive, and focus on strong points. It is also important to remember that even if a person understands technical terms well and can read scientific papers easily, he or she will read information faster and grasp concepts more quickly if it is provided at an easy-to-read level. This is particularly important in cross cultural communications and in communications where the sender and receiver do not share the same first language.
- ***Plan Communications in Advance*** - Effective communication only occurs if it is planned for in advance and is based on a thorough understanding of audiences and their interests. Changing a practice or habit usually occurs slowly. Adopting a new idea, attitude or practice takes more time. Changing a basic life pattern is the slowest and most difficult of all. It is therefore important to use more than one communications method, repeat the information several times, and to provide the same information from a variety of sources to encourage awareness, acceptance, and adoption.
- ***Select Appropriate Methods*** - Methods available for communicating include mass media, group contact, and individual contact. Once the type of information each audience needs is known, it is possible to select appropriate methods to provide this information to them. The choice of methods to use depends on:
  - How simple or complex the idea is;
  - The kind of audience that is to be reached and its size;
  - Whether the purpose is to create awareness, change attitudes, or get a specific action accomplished;
  - The communications methods available;

- The resources available in terms of skills, budget, and facilities; and
- The urgency of distributing the information.

### **7.3.10 Application of Extension and Communications Principles and Methods in the Twinning Project**

In environments such as government the risks of applying new knowledge can be high in terms of financial and human resources, time requirements, complexity, and political consequences. To minimize these risks, attention to the principles and methods of extension and communications were incorporated in the Twinning Project in a variety of ways. Examples of this incorporation are given in the following subsections.

#### **7.3.10.1 Fostering Adoption and Application of New Knowledge**

Extension education requires the establishment of both short-term and long-term objectives. In the Twinning Project short-term objectives included changes in structures, systems, processes, methods, tools, skills, and/or attitudes. Long-term objectives included more democratic governments, economic and social development, meeting basic needs, effective program delivery, improving gender equality, bringing the historically disadvantaged into the mainstream, poverty reduction, and sustainable development.

In extension education emphasis is placed on demonstrated application of new knowledge. Extension education helps people achieve goals. The end results are actual changes in individuals, groups, organizations, and societies – in what people value, in how things are done, in the quality of life, in the goals attained. In the Twinning Project objectives at the level of the individual public servant were new knowledge, attitudes, and skills, and improved competencies. At the branch, division or department level the objective was introduction of better or best practices. At the provincial government level the objectives included improved policies or programs, better use of resources, and strengthened relations. Better service delivery resulting in more needs of more people being met was another objective at the provincial government level.



The Twinning Project had several change agents, that is, people who supported the adoption and application of knowledge in some way. It used practitioners as the primary change agents because in provincial governments practitioners are both responsible for and accountable for delivering the government's agenda. They had extensive experience in translating ideas on paper into workable solutions that can be implemented. They were accustomed to working side by side, as equals on a team, tasked with a specific project to complete. They brought ideas, practical knowledge, wisdom, and credibility. The directors general, provincial co-ordinators and participating senior officials were also change agents. The project manager was a change agent too, not only in administering the Twinning Project but also in many other kinds of support that a change agent may provide.

Knowledge of the nature of decision-making had direct application to the design, implementation and assessment of the Twinning Project.

- ***Decision to Hear the Opportunity*** – IPAC, the executing agency, was responsible for creating an awareness of the opportunity to participate in a twinning project. Through an inception mission, it offered the opportunity to participate to the key role players. In South African provincial governments the key role players are the directors general or the deputy director general in the Office of the Premier and in Canadian provinces the senior deputy minister and/or one or more other officials at the senior management level. Declining to listen to the opportunity would have stopped or delayed participation.
- ***Decision to Participate*** – In South Africa the director general and a team of senior officials in the Office of the Premier had to assess the opportunity provided by the Twinning Project and determine whether it would make a useful contribution to strengthening provincial governance and if so, the nature of the contribution for the specific province. The team had to identify its niche in relation to resources available within the province, assistance available from the national government, and assistance available from other donors. They had to consult with the heads of other departments. The director general had to obtain the permission of the premier and approval of cabinet. Provincial governments may have needed the assistance of the senior officials in the Twinning Project in stimulating interest and building

support. In Canada, senior officials in the Department of Executive Council and/or Department of Intergovernmental Affairs had to review the opportunity to participate. They had to identify its niche in their programs, assess their capacity to meet the Twinning Project's requirements, build support and obtain necessary approvals. When both partners had completed all of the steps required in their specific provinces, they had completed the initial legitimizing process.

- ***Decisions Related to Acting on the Opportunity*** – Following the decision to participate, an action plan had to be put in place. This included appointing one or more officials, called provincial co-ordinators, to oversee the implementation within the province. It meant identifying a few key areas of need in which the South African province wished to use the Twinning Project's assistance and to which the partnering Canadian province could respond. It meant negotiating with the heads of South African government departments regarding needs that would be pursued and which the Twinning Project could not accommodate. It meant developing a work plan and obtaining approval of it. It also meant ensuring that the department heads that have components of the work plan assigned to them, their teams or their departments, developed their own action plans.
- ***Decisions Related to Implementing the Work Plan*** – Each component of the work plan had its own collective decisions that were required. If an internal change within the organization was needed, it may only have required the approval of the senior manager or the department's senior management team and could be made relatively quickly. However, if the change was to a major change in public policy, the entire decision-making process was required. This included:
  - Preparation, circulation and discussion of reports and proposals within the organization to create an awareness of the new idea following an activity with one's partner;
  - Stimulating interest in the new policy idea inside and outside the organization;
  - Consulting with stakeholders and obtaining enough commitment to proceed;
  - Obtaining approval for a new policy;

- Obtaining cabinet approval; and
- Obtaining approval of a detailed action plan and approval of the human, and physical and financial resources needed.

This process could take from a few months to several years depending on:

- The readiness of the provincial government to adopt the new ideas;
  - The need to involve key role players inside the government, in other spheres of government, or outside government;
  - The amount of consultation needed to obtain feed-back on the proposed ideas and buy-in for the changes to be made;
  - The number and type of approvals required and the length of time required to obtain each approval;
  - The availability of the human and physical resources required to implement the change;
  - The availability of financial resources and if financial resources are required to implement the change,
  - The budget process requirements and the likelihood of obtaining funding;
  - Continuity of political and senior officials' support; and
  - Continuity of role players and policies.
- ***Stability of Decisions*** - Beginning with provincial participation in the Twinning Project, it was essential that participation be approved by the most senior official, which is the director general in South Africa and the cabinet secretary, deputy minister to the premier, and/or deputy minister of intergovernmental affairs in Canada, and if possible the senior management team, premier and cabinet. Likewise, partnership agreements, work plans, amendments to work plans, and major changes that have an impact on the Twinning Project's work in a province should be approved by the senior public servant in the affected province and in some cases the premier. If accountability for results of the Twinning Project's support are included in the provincial government's core business plans and the director general is held accountable for obtaining results in his or her performance contract and annual evaluation, the decision's stability increases.

Most of the activities in work plans were directed at improving structures, systems, processes, and methods. Good buy-in by groups or teams was essential at the onset of the activity so that the public servants affected had an opportunity to provide input from the beginning and throughout. At the same time, individuals had opportunities to become more proficient in their own jobs as the activities were being carried out. Individuals were responsible for determining which new ideas they wished to adopt and the extent of the adoption. Some chose to use the experience as a continuing education opportunity and incorporated it into their own work plans and performance contracts. Some managers also wished to use the experience to strengthen their officials and incorporate the Twinning Project's activities into performance contracts.

Anticipation of potential problems in the application of new knowledge was necessary. Through anticipation it was often possible to determine where additional clarification of knowledge gained or reinforcement of implementation practices might be needed. As well, selection of appropriate methods was shown to reduce some of the barriers to knowledge transfer and application. Throughout the implementation of the Twinning Project, the project manager learned that to provide effective leadership she needed to be able to undertake the following:

- ***To Strengthen the Perception that the Knowledge Gained could bring Benefits Greater than the Current Situation*** - It was important to understand the nature of the relative advantage. In the context of governance the relative advantage was often in the realm of effectiveness, efficiency, simpler processes, best practices, or leading edge advances.
- ***To Strengthen the Perception that the Knowledge Gained is Compatible with the Organization*** - It was essential to understand the values of the provincial governments. In the realm of governance, the values of democratic and co-operative governance, a representative public service, social justice, and gender equality were important. Providers had to be as sensitive to the provincial government's values as to the need for knowledge and implementation know-how.

- ***To Strengthen the Perception that the Application of New Knowledge is Manageable*** - Required an understanding of the difference between the rate of change in a government undergoing major transformation and a government that introduces change incrementally. In a society undergoing massive transformation, entire systems that are no longer appropriate, or that do not support new values and directions, may need to be discarded relatively quickly and replaced with systems that reflect new values and best practices.
  
- ***To Assist Officials Understand how Changes will work in Actual Practice*** - Opportunities were provided to visit a government where the knowledge had already been tested and was being applied. This approach proved especially useful when the change was not only a shift in approach, process or method, but a change that affected key role players and their ability to meet commitments.
  
- ***To Assist Officials Identify Specific Changes Required Involved*** – The use of methods such as demonstrations and site visits to service delivery locations helped people understand the implications of and steps involved in making a change. Study tours to examine working systems and to discuss them with the people were also arranged.

#### **7.3.10.2 The Twinning Project's Communications Approach**

In the Twinning Project there were many reasons for communicating including administrative, informative and educational reasons. The communications materials and methods of the Twinning Project competed with other forms of communication for clients' time, attention, and interest. It was important, therefore, to understand people's reasons for wanting information and one's own reasons for providing information to design a communications strategy that would have a good fit between both provider and receiver.

The officials of the Twinning Project may have wished to:

- Provide information to ensure all people were aware of an opportunity;

- Ensure all had a basic and common understanding of the project and its requirements, policies and procedures; or
- Address a problem that required a change of practice and to provide a solution.

Provincial government officials, however, might have been more interested in obtaining or sharing information for the following reasons:

- An obligation to meet policy goals or political commitments;
- A need to implement cabinet decisions;
- A need to improve efficiency and effectiveness of central agencies and/or line departments;
- A requirement to improve service delivery to those most in need;
- A requirement to mainstream gender equality; and/or
- A responsibility to provide leadership and foster innovation.

A stakeholder analysis for the Twinning Project was completed and a communications strategy developed. (Appendix U). The Twinning Project had its own visual identity that was developed for the following reasons:

- For identification as a unique entity among the myriad of organizations, projects, and services in both Canada and South Africa;
- To ensure that all parties were recognized as participants;
- To present a professional image; and
- To ensure a uniformity among the various methods of communication.

A photograph library was assembled for the Twinning Project to make it possible to put a human face on the project and its activities. Individual, group and mass methods of communication were used:

- ***Individual methods*** – Individual methods were used extensively because the practitioner to practitioner approach relies primarily on personal contact. After a professional relationship has become well established individual methods can be partly replaced by other methods. Emails became the most frequent means of

supplementary communication, as they are particularly effective at bridging long distances and providing information quickly across several time zones.

- ***Group methods*** - Group methods supplemented personal methods.
  - Some practitioners provided seminars, used round table discussions, and gave lectures to provide information to more people and to broaden the number of perspectives present in the discussions.
  - Training in results based management was provided to groups of provincial public servants.
  - The South African Provincial Co-ordinators Forum and the Canadian Provincial Co-ordinators Forum met in person or by teleconference to strengthen the effectiveness of the Canada-South Africa Provincial Twinning Project and to share ideas and best practices.
  - Annual meetings of the Project Steering Committee were attended not only by the designated representatives but also by other provincial representatives.
  - The Conference *on Best Practices* was attended by representatives of South African and Canadian provinces, Namibia, and the academic community.
  - To the extent possible, the project manager used meetings and office calls for planning and follow-up with the provinces.
  - The Project's policy and procedures manual was copied to CD and distributed to the directors general and provincial co-ordinators.
  
- ***Mass media methods*** - Mass media methods were used to reach large audiences and individuals who had an interest in the Twinning Project but who were not directly linked to the Twinning Project. For this reason the Twinning Project developed its own newsletter and the Western Cape Provincial Government provided a website as part of its in kind contribution.

## 7.4 THE CONCEPT OF CAPACITY DEVELOPMENT

Capacity development is a relatively new area of study in international development (Capacity.org, 2003: [www.capacity.org/what is cd.html](http://www.capacity.org/what%20is%20cd.html)). Several definitions of capacity development are listed in Table 26. From the definitions listed, it can be seen that capacity development is a multi-disciplinary, multi-faceted approach to understanding development. It takes into consideration development at the individual, community, and organizational levels of society.

<b>Table 26. Definitions of Capacity Development</b>
“Capacity development is generally understood to be an endogenous process through which a society changes its rules, institutions and standards of behaviour, increases its levels of social capital and enhances its ability to respond, adapt, and exert discipline on itself.” (Capacity.org, 2003: <a href="http://www.capacity.org/what%20is%20cd.html">www.capacity.org/what is cd.html</a> ).”
“Capacity development is the process by which individuals, groups, organizations, institutions and societies increase their abilities to: (1) perform core functions, solve problems, define and achieve objectives; and (2) understand and deal with their developmental needs in a broad context and in a sustainable manner. “UNDP, 1997. “Capacity Development”, Technical Advisory Paper II. In <i>Capacity Development Resource Book</i> . New York: Management Development and Governance Division, UNDP. <a href="http://www.undp.org">www.undp.org</a> .
“Capacity development is an approach to development, not something separate from it. It is a response to the multidimensional processes of change, not a set of discrete or prepackaged technical interventions intended to bring about a pre-defined outcome. In supporting organizations working for social justice, it is also necessary to support the various capacities that they require to do this: intellectual, organizational, social, political, cultural, material, practical, or financial.” Eade, D. “What is Capacity Building? in <i>Capacity Building, An Approach to People-Centred Development</i> . pp 23-49. Oxford: An Oxfam Publication.”
“Capacity development refers to investment in people, institutions, and practices that will together, enable countries in the region to achieve their development objectives.” World Bank. 1997. <i>Partnership for Africa. A Progress Report</i> . New York: World Bank. <a href="http://www.worldbank.org">www.worldbank.org</a> .
“Capacity building is a process by which individuals, groups, institutions, organizations, and societies enhance their abilities to identify and meet development challenges in a sustainable manner.” CIDA. 1996. <i>Capacity Development: The Concept and its Implementation in the CIDA Context</i> . Hull: Policy Branch. CIDA. <a href="http://www.acdi-cida.gc.ca">www.acdi-cida.gc.ca</a> .
“...Capacity development is a system of continuous learning to improve the ability of the Red Cross and (Red) Crescent societies to make the most effective and efficient use of the available human and financial resources to achieve the humanitarian purposes of the movement in a sustainable way.” IFRC. 1998. <i>Framework for National Society Capacity Development</i> . Geneva: International Federation of Red Cross and Red Crescent Societies. Geneva. IFRC. <a href="http://www.redcross.ca">www.redcross.ca</a>

Sources: Capacity.org, 2003: [www.capacity.org/what is cd.html](http://www.capacity.org/what%20is%20cd.html); UNDP, 1997. “Capacity Development”, Technical Advisory Paper II. In *Capacity Development Resource Book*. New York: Management Development and Governance Division, UNDP. [www.undp.org](http://www.undp.org); Eade “What is Capacity Building? in *Capacity Building, An Approach to People-Centred Development*. pp 23-49. Oxford: An Oxfam Publication; World Bank. 1997. *Partnership for Africa. A Progress Report*. New York: World Bank. [www.worldbank.org](http://www.worldbank.org); CIDA. 1996. *Capacity Development: The Concept and its Implementation in the CIDA Context*. Hull: Policy Branch. [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca); IFRC. 1998. *Framework for National Society Capacity Development*. Geneva: International Federation of Red Cross and Red Crescent Societies. Geneva. IFRC; [www.redcross.ca](http://www.redcross.ca).



Capacity development also occurs at institutional levels, that is, at the levels of the values, beliefs, norms and standards, and rules and processes that govern society. It may also be system-wide. Several important elements are found in the definitions, including sustainable, self-determination, holistic, change, learning, and process.

Ideas found in the definitions that were of particular relevance to the design and implementation of the Twinning Project included the following:

- ***Capacity Development is an Endogenous Process*** – Endogenous refers to “growth from within” (The Oxford Dictionary. 1984: p. 243). Those whose capacity needs to be strengthened, therefore, are the ones that grow and the ones that control their own growth.
- ***Capacity Development Can Increase Individuals’, Groups’, Organizations’, and Societies’ Ability to Perform Core Functions, Solve Problems and Define and Achieve Objectives*** – Elements of this idea that resonate with the Twinning Project were the abilities that can be strengthened. To be able to perform core functions, to solve problems and to define and achieve objectives are all competencies that are prerequisite to being able to govern.
- ***Capacity Development is an Approach to Development, not Separate from Development*** – This idea accentuated the need for a holistic approach to development of which technical interventions are an important part. It emphasized the need to understand the overall context, to ensure there was alignment between and among the parts, and to ensure that specific objectives and target results cascaded from the larger development plan.
- ***Capacity Development is an Investment*** – Capacity development is a process of empowering people that requires application of resources to achieve long-term goals. To secure resources, capacity development had to be seen as an investment, prioritized within planning and budgeting processes, and supported through adequate funding, appropriate structures, experienced personnel, and other relevant measures.

- ***Capacity Development Fosters Sustainable Development*** – Capacity development should facilitate independence. Capacity development assists organizations and individuals identify existing capability, determine limitations, remedy deficiencies and reach their potential.
- ***Capacity Development is a System of Continuous Learning*** – Organizations, including governments, often face constraints in the form of expertise, human resources, financial resources, technology and time. Through ongoing learning, organizations often can improve the efficiency and effectiveness of their planning and management and in the long-term strengthen their ability to achieve more of their objectives. Part of capacity development, therefore, is strengthening a culture of learning and opportunities for strengthening learning.

#### **7.4.1 The Purposes and Dimensions of Capacity Development**

Part of sustainable development is the development of the capacity to run one's own affairs without external assistance. The working definition of capacity development used in CIDA's documents is (Bolger 2000: p.2):

*“Capacity development refers to the approaches, strategies and methodologies used by a developing country, and/or external stakeholders, to improve performance at the individual, organizational, network/sector or broader system level.”*

The Premier's Voluntary Sector Initiative (2002: p.9) provides the following definition that describes capacity development in the context of communities:

*“Capacity building is the use of organizational development models and training to develop a community's skills. The aim is to increase the ability and willingness of community members to initiate projects, programs and businesses, to organize these ventures, and to keep them operating”.*

Both of these definitions speak to strengthening individuals and groups for the purpose of improvement. In his description of CIDA's approach to capacity development, Bolger (2000: p.2) notes that the purposes of capacity development are to support sustainable development and include the following:

- To enhance, or to more effectively utilize, skills, abilities, and resources;
- To strengthen understandings and relationships; and
- To address issues of values, attitudes, motivations and conditions.

It can be seen from the above purposes, that the scope of capacity development is broad enough to enable countries, provinces or regions to undertake a wide range of initiatives and activities and to seek results that contribute to one or several goals.

Morgan (1999: pp. 1-19) explains that the current understanding of capacity development has two dimensions, namely:

- A dimension that focuses on the competencies needed by individuals, groups, and/or organizations to carry out specific functions or tasks such as policy development, service delivery and community development; and
- A dimension that addresses strengthening of capacity within a society and all of the aspects of change involved in such strengthening.

Morgan states that capacity development in both dimensions focuses on processes, human behaviour, values, roles and relationships. It is characterized by judgment, intuition, encouragement, mediation, and other qualitative, subjective attributes. He also explains that capacity building at the level of the individual includes a person's attitudes, knowledge and skills based on his or her personality, training, and experience.

The capacity of a group consists of the shared attitudes, knowledge, experience, skills, and abilities of a group of people and the norms, standards, values, systems and processes that arise out of this sharing. Organizational capacity is developed when the capacities of groups of people are shared throughout an organization and become part of the culture and systems of the organization. System capacity is developed when a sector of society or an

entire society has the values, structures, systems, processes, and competencies that enable it to manage itself and to adapt to change.

The Voluntary Organizations Involved in Collaborative Engagement (VOICE) notes that to fulfill their missions organizations need planning capacity, service delivery capacity and policy development capacity. These organizations identify knowledge capacity, particularly knowledge capacity related to policy development, as an area that often requires strengthening. VOICE also notes that developing capacity requires a collaborative approach and that both government and those who work with government often need capacity built in collaborative competencies ([www.projectvoice.ca/English/reading\\_room\\_capacity\\_essay.html](http://www.projectvoice.ca/English/reading_room_capacity_essay.html)).

With respect to working in South Africa a number of factors were taken into consideration regarding capacity development:

- **Individual** – South Africa's history has resulted in wide variation among the competencies of adults. As provincial governments moved towards developing a professional, merit-based public service, it was important to identify minimum competency levels and ensure that appointments could be made on the basis of possession of the appropriate competencies. It was important to recognize that competencies may be acquired through a wide range of experiences and capacity building activities could strengthen the application of individual aptitudes. Building competencies in individuals and identifying some of the knowledge and skills gained could help strengthen individuals in the performance of their duties and could also help human resource managers monitor the competencies within the organization.
- **Group** – Bringing about change is a social process that involves units, branches or directorates of departments, task teams and interdepartmental committees, and interprovincial forums and networks. Ensuring that knowledge was shared within groups, and applied by groups, to solve problems for the organization strengthened several people's understanding of its usefulness and how it could benefit the government. Building capacity in groups strengthened sustainability because the knowledge was more likely to be retained within the organization, province, or

country if numerous people gained and used it, even if the people who originally acquired it left.

- **Organization** - When it was possible to translate knowledge into structures, systems, processes, and programs, the retention of its value and usefulness increased to a higher level. Structures, systems, processes, and programs, once established and working well, are usually fairly permanent. This type of capacity building had a high degree of sustainability and was not overly influenced by mobility of individuals, departures of senior managers or changes in political leadership.
- **System Wide** – South Africa uses a co-operative governance model. Public servants in two or more provinces or spheres of government often needed the same knowledge and skills.
- **Collaborative Approach** – A collaborative approach was used. This approach enabled the partners from both countries to examine different aspects of the problem, to explore differences and to search for solutions that were better than those of either partner.

#### **7.4.2 Individual Capacity Development**

The South African Management Development Institute's approach to capacity development aligns jobs and competencies to the organization (Mokgoro 2002: p. 4). In the South African Management Development Institute's approach the organization must develop a clear strategy to perform in the macro environment and use the resources available in this environment. The processes have to follow from the goals and strategy of the organization to meet the expectations of its customers. As well, designing individual jobs requires an understanding of the processes.

The Presidential Strategic Leadership Development Program (PSLDP) has been designed to strengthen the following competencies that have been identified as essential for the

senior management service (SMS) (SAMDI. 2003: [www. samdi.gov.za/programmes/5Fservices/imdp/psldp.htm](http://www.samdi.gov.za/programmes/5Fservices/imdp/psldp.htm)):

- Strategic capability and leadership;
- Policy formulation and Implementation;
- Communication;
- Client orientation and customer focus;
- People management and empowerment;
- Knowledge management;
- Financial management;
- Program and project management;
- Service delivery innovation;
- Change management; and
- Problem solving and analysis.

Young (2000: pp. 3-10) has noted that public servants must possess traditional skills and values as well as new mindsets and certain skill sets to effectively share ideas and information in a knowledge society. In her view these characteristics include the following:

<b>Core Skills</b>	<b>Core Values</b>
- Critical and conceptual thinking;	- Honesty;
- Resiliency and capacity for handling stress;	- Respect for excellence and merit;
- Planning;	- Integrity;
- Superior communications and interpersonal abilities; and	- Impartiality and fairness; and
- Teamwork.	- Neutrality.
<b>Progressive Mind-Set</b>	<b>Broad Skill Sets</b>
- From telling to asking;	- Leadership and strategic orientation;
- From maintenance to innovation;	- Continuous learning;
- From risk avoidance to risk taking;	- Consensus building;

### **Progressive Mind-Set**

- From controlling to empowering;
- From having power over to sharing power with;
- From knowledge keeper to knowledge sharer;
- From directive to facilitative; and
- From prescriber to problem solver.

### **Broad Skill Sets**

- Personal influence;
- Negotiating and managing conflict;
- Creativity;
- Managing technology, information and risk; and
- Managing change, innovation and diversity.

Understanding the learning and capacity expectations of the South African governments provided a basis for understanding the capacity development requirements for individual managers and public servants. The participants in the Twinning Project sought to reinforce core values and core skills.

### **7.4.3 Organizational Capacity Development**

While personal capacity development is extremely important, both for the attainment of the potential of individual public servants and for the strengthening of the public service as a whole, major change only occurs when individual capacities are used to support the attainment of organizational goals. de Souza Silva (2003: pp. 3, 4) notes that organizations need two types of capacity to perform well – resource capacity and management capacity. Resource capacity includes financial and human resources, infrastructure, and technology. Management capacity includes strategic leadership, program and process management, networking, and linkages with groups. Political, social, cultural, and legal factors, as well as other external factors, influence the development of organizational capacity.

Development of organizational capacity is aimed at strengthening organizations to meet the requirements of day-to-day operations and to meet the challenges that organizations need to be able to adapt. Some of the organizational knowledge and change management capacities needed include the following (Khadar and Perez. 2003: pp. 5-6):

- Team-building;
- Policy development and analysis;

- The ability to acquire and use resources for enhancing and sustaining organizational performance;
- The ability to manage complex programs, partnerships, alliances and networks;
- The ability to monitor the environment and respond to change;
- Communication skills;
- Raising public awareness;
- Flexibility;
- Negotiating skills;
- Creativity;
- Self-assessment; and
- Reflection.

The Twinning Project did not have the resources to strengthen all of the aspects that organizations require to have well-developed capacity. However, its aim was to contribute to one or more aspects of capacity development at the organizational level, particularly at the levels of policy development and analysis, strengthened communications capacity, self assessment and responsiveness.

#### **7.4.4 Societal Capacity Development**

The societal perspective of capacity development has been described by Morgan (1999: pp. 1-19) as an effort to change society's rules, institutions, standards of behaviour, mores, level of social capital, and ability to respond, adapt, and exert self-discipline. In this process groups, sectors, and/or the entire society need to learn new attitudes and adopt new roles and responsibilities.

This level of capacity development can occur only if the leadership of the country accepts ownership and has high levels of commitment. If the Twinning Project were to contribute to this level of capacity development, it could only be indirectly through its influence on public servants and elected office holders in the provincial governments.



### **7.4.5 Capacity Building Mechanisms**

Bennet-Lartey (2003: p. 6) has reviewed the evolution of mechanisms used to strengthen organizational capacity and has noted that the preferred approach is to use mechanisms such as collaborative projects, partnerships, and networking. He notes that organizational capacity development requires a holistic approach that:

- Is led by the organization involved;
- Is supported by decision-makers in senior positions;
- Recognizes the importance of the processes to be used for capacity development and ensures that they are well-managed;
- Targets the needs of the organization as a whole;
- Fosters the development of an organizational environment that is conducive to learning and change
- Incorporates monitoring and evaluation of capacity development; and
- Promotes continuous cycles of action, reflection and improvement.

The findings of Bennet-Lartey emphasize the importance of selecting and putting in place structures, processes and instruments in a twinning model that support capacity building. For the Twinning project the findings also reinforce the importance of leadership at the most senior levels of departmental officials and support of elected office holders.

### **7.4.6 Capacity Development and Performance**

Cook (1999: pp. 275,276) notes that capacity building goes hand in hand with performance. He points out that while capacity defines the potential for achievement, performance represents the degree to which potential is realized in actual achievement. Both components must be identified, planned for, monitored, and evaluated if one is to be accountable for the resources applied and the results obtained. Building capacity is, therefore, remedying deficiencies in the ability to perform to the minimum or desired level, or strengthening existing abilities to bring performance to a higher level.

In his work for CIDA (2000: p.2), Bolger found that capacity development is likely to be more successful if there is:

- Broad-based participation and a locally driven agenda;
- Building on local capacities;
- Ongoing learning and adaptation;
- Long term investments; and
- Integration of activities at various levels to address complex problems.

He identified the following responsibilities of the partner receiving assistance and the partner providing assistance:

- ***The Partner Receiving Assistance*** – This partner is responsible for setting the development agenda; leading the process; and co-ordinating outside resources. This partner must ensure that a consensus exists on matters such as policies, programs and strategies; that capacity development needs have been identified; that a strategy is in place for strengthening capacity; that means exist to strengthen capacity; and that systems are put in place to support ongoing consultation and learning.
- ***The Partner Providing Assistance*** – This partner is responsible for supporting its partner's development agenda and contributing to the effective use of available capacity as well as helping fill gaps in capacity. This partner must be flexible in adapting to its partner's processes and time frames; share accountability; encourage continuous learning; and accept that development is a long-term process.

Lessons the UNDP has learned from its review of technical co-operation in capacity development confirm that (Land, A. 2002: pp. 1, 2):

- Capacity development must be demand-driven by the country that wishes to strengthen its capacity. The country must identify its needs and partners must respond to the identified needs;
- Capacity development is a long-term knowledge acquisition and application process that occurs within the country that is wishing to make changes. It must be

supported by political leaders and requires commitment to introduce and maintain change;

- Capacity development is most efficient and effective when there is local ownership. Ownership and capacity building reinforce each other;
- Capacity building is only sustainable if it works through the existing capacity base. An in-depth understanding of the existing organizational and institutional environment is required;
- Long-term objectives must take precedence over short-term results. To work towards the long-term requires flexibility, an iterative approach and a willingness to pay attention to process;
- Knowledge transfer occurs in all directions. In true partnerships the partners, regardless of where they are from, have knowledge that they can share in an equitable manner; and
- Good governance is the foundation for capacity building in all spheres of endeavour.

An understanding of the relationship between capacity development and performance helps frame a twinning project in a longer-term and more local context. Such an understanding reinforces the importance of respectful partnerships that empower the partner that is the recipient of knowledge to lead the capacity-building agenda.

#### **7.4.7 Twinning as a Capacity Building Instrument**

A twinning program in provincial governance seeks to build capacity in public sector management. This type of program twins similar governments. It is chosen because the attitudes, knowledge, skills and abilities needed to perform competently in the public sector are either not found in the private sector, or their application in the private sector does not fit the expectations and demands of the public sector.

In a twinning program on governance, strengthening capacity means improving the abilities of governments to achieve their objectives, to use their resources effectively and efficiently, and to account to their citizens regularly and fully. Capacity development may be at the macro-level i.e. the key institutions and processes of democracies or the

operational level, i.e. the functions, roles, responsibilities, systems and activities that ensure that government works well. Capacity development can also seek to enhance the competencies of public servants in selected positions with a view to enabling them to better understand and implement their responsibilities. By strengthening the competencies of public servants, one strengthens the ability of their governments to plan, formulate, communicate and implement policy, and to deliver effective programs. In the long term the quality of governance in their country, and the quality of life of their citizens, should both be improved.

From the Policy Support Project and the Programme on Governance (POG) a number of best practices were identified for twinning programs on governance (Sutherland 1999: pp. 1-78). Some of the best practices she identified were the following:

- Use of a practitioner-to-practitioner approach;
- Quality expertise obtained through the use of seasoned public servants in comparable positions;
- Careful selection of participants taking into consideration communication and mentoring skills as well as their positions;
- Providing enough time for relationships to develop and mature;
- Using a co-operative approach that includes other role players and funders;
- Flexibility in program implementation;
- Well-planned and executed activities with attention to relevance and detail;
- Building new learning into each subsequent activity;
- Professional standards including promptness, follow-up, and rigour; and
- Never prescribing the solution, but working together on developing a solution.

Sutherland's findings support those of Bennet- Lartey, Bolger, Cook, de Souza Silva, Land, Morgan and Young described in the preceding sections on capacity building. They summarize in a practical way, how the findings of the previous authors can be applied in a twinning project. The Canada South Africa Provincial Twinning Project continued to follow these practices throughout its duration as well as to reinforce the findings of all of the authors cited.

## 7.5 SUSTAINABLE DEVELOPMENT

The term “sustainable development” has two equally important components – “development” and “sustainable”. Development can be defined as:

*“The process of growth from one state to another that is better than the first. Development can be the systematic process of education, training and growing by which a person learns to be self-sufficient and to apply information, skills, knowledge, attitudes, and perceptions gained in the process.” (van Neikerk 2001: p. 303)*

Sustainable development can be defined as:

*“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”(Botchway 2001:p. 407)*

Munslow, FitzGerald and McLennan (1999: pp. 3-11) note that sustainable development occurs when:

- Peoples’ basic needs are being met;
- The resource base is conserved;
- The population level can be sustained;
- Cross-sectoral concerns are integrated into decision-making processes; and
- Communities are empowered.

They also note that for sustainable development to be achieved:

- Education of the public is needed so that citizens understand their responsibility for managing resources wisely for present and future generations;
- Citizens must be able to participate effectively in arriving at decisions;
- Political visions must be tempered with realism about power relations;
- Good governance that uses an integrated public and development management approach is necessary; and

- There must be flexibility in implementation to be responsive to the needs of specific regions and provinces.

Sustainable development is complex and requires a comprehensive and inclusive approach. The World Bank (World Bank: <http://Inweb18.worldbank.org/ESSD/sdvext.nsf/43ByDocName/SustainableDevelopment>) has identified financial, physical, human, social and natural capital as necessary if development is to be sustainable. Sustainable development concerns itself with not only the quantity of development, usually measured by economic indicators, but also the quality of development, as measured by social indicators.

While the scale of the Twinning Project limited full application of all of these elements, several were found to be relevant. These included understanding the political context, strengthening governance in the public sector and responding to the needs of the different provinces in a flexible manner.

#### **7.5.1 CIDA's Approach to Sustainable Development**

CIDA (2001: [www.acdi-cida.gc.ca/INET/IMAGES/.NSF/vl.UImages/HRDC/](http://www.acdi-cida.gc.ca/INET/IMAGES/.NSF/vl.UImages/HRDC/)) recognizes that good governance and a sound policy environment provide the foundation for initial development as well as the foundation for maintaining and building on aid initiatives. A major focus of CIDA's sustainable development strategy is building effective partnerships. The Joint Review of the CIDA-South Africa Program prepared by CIDA for South Africa's National Treasury found that, with the exception of projects CIDA financed through non-government organizations, two-thirds of the projects sampled had the capacity necessary within the organization (or continued access to external resources) to allow activities to continue on an ongoing basis. This included all of the government partners with the exception of SAQA. (CIDA. 2003: p. 17).

The review also noted the following:

- Governance problems appear to be linked more to limitations in technical capacity than to budgetary support;
- The South African partners appear to have the capacity within their ranks that is necessary to sustain the benefits gained;

- CIDA's partners maintain relatively high levels of human and technical capacity, a situation that increases the likelihood of key activities being continued after CIDA funding ceases; and
- Prospects for sustainability were better when the South African partners "owned" the projects, when enough capacity was built into the program to facilitate the continuation of activities and/or when strategies were adopted to institutionalize operations within the governments.

At a meeting between CIDA, IPAC and the directors general in August 2003, CIDA's Counsellor for Development in Pretoria, indicated that the new direction for Canadian-South African co-operation focuses on three themes: service delivery to the poor; HIV/AIDS; and tripartite relations. He indicated (2003: p.1) that this new direction would require increased local ownership and increased use of local skills, both elements of sustainability identified in the Joint Review prepared for the South African Treasury.

## 7.6 RELATIONSHIPS

Nwamuo (2000: pp.1-3) has summed up the deficiencies of traditional international development models as follows:

*"... experience has showed that donors tended to monopolize the ownership of projects and exhibited attitudes which projected them as senior partners in development arrangements. As such, they determined activities, budgets, and priorities and generally interfered with the autonomy of local institutions and mixed up field logic with headquarters logic. The result was a lack of commitment on the part of recipient partners and the non-sustainability of projects."* (Nwamuo 2000: pp.1-3)

As the international development community began to focus more on capacity development to achieve sustainable development, it also began to shift its mode of operation to mechanisms that foster more equitable relationships, that transfer more ownership and responsibility to the developing country, and that work to meet the country's needs and commonly identified goals. Both Canadian and South African provincial governments

sought a model of working together that would be more equal, building on the trust, respect and local ownership established through the Programme on Governance (Sutherland 1999: pp. 1-78).

### 7.6.1 Types of Relationships Identified by the Community-Research Alliance (CURA)

The Community – University Research Alliance (CURA) works on development projects with governments, non-governmental organizations, industry and First Nations (2003: pp. 1-2). Part of its work involves finding models of working together that encourage sharing of power, management responsibility, and benefits among the parties. In its hierarchy of power-sharing approaches, partnerships are placed at the top of the hierarchy and informing at the bottom (Figure 10).

**Figure 10. Hierarchy of Power Sharing**

<b>Partnership</b>
<b>Management Boards</b>
<b>Advisory Committees</b>
<b>Co-operation and Communication</b>
<b>Co-operation</b>
<b>Consultation</b>
<b>Informing</b>

Source: Co-Management, 2003: p. 2

Officials involved with CURA describe the amount of power-sharing at each level as follows:

- **Informing** - At the lowest level, governments inform communities about decisions that have been made. There is no sharing of power.
- **Consultation** - At the consultation level, governments ask for suggestions and advice but may or may not follow it. There is no sharing of power.



- ***Co-operation*** – Each party recognizes the other party’s abilities and needs. Mutual respect, a prerequisite for power-sharing, begins to develop. The community begins to have input into management.
- ***Co-operation and Communication*** – At this level two-way communication is added. Communities begin to influence decision-making although they are not part of it. Governments still retain all of the power related to decision-making.
- ***Advisory Committees*** – The parties identify common objectives. They agree to share power and take joint action on some initiatives.
- ***Management Boards*** – Parties establish a common vision, mission and shared goals. They jointly develop plans and implement them.
- ***Partnership*** - At the partnership level parties are equal. There is joint decision-making and community participation.

An examination of the power sharing in each of the relationships identified by CURA indicates that relationships that strive to establish equality among partners must go beyond consultation, co-operation and communication, to some form of management board or partnership.

#### **7.6.2 Types of Relationships Identified by Smarter Partnerships**

The website, Smarter Partnerships ([www.lgpartnerships.com/resources/lead-fivedegrees.asp](http://www.lgpartnerships.com/resources/lead-fivedegrees.asp)), has a similar hierarchy to that of the officials of CURA. The Smarter Partnerships hierarchy identifies the following five degrees of relationships:

- ***Co-existence*** – Parties are aware of each other and seek to understand each other’s mission, activities, and contributions.
- ***Co-operation*** – Parties agree to work together when there are opportunities to do so and each will benefit.

- **Co-ordination** - Parties agree to work together in ways that complement each other and allow each party to use its own resources better.
- **Collaboration** - Parties share some goals and agree to work together on strategies, projects, or activities to achieve these goals.
- **Co-ownership** - Parties share a common vision and commit themselves to undertake the steps necessary to achieve the vision.

From the information provided by the Smarter Partnerships website one can see that co-operation, collaboration and co-ordination can be prerequisites to establishing full partnerships. The description of co-ownership indicates that this is the most equitable of the five types of relationships because all the parties are willing to change what they do and how they do it to achieve common goals.

### 7.6.3 Types of Relationships Identified by the Government of Saskatchewan

The Government of Saskatchewan has undertaken a series of initiatives aimed at addressing the social and economic challenges facing families and communities and to manage change. The Government's Human Services Integration Forum has identified seven types of public involvement that are in use in the Government of Saskatchewan. These are shown in Table 27, below:

Table 27. Relationships Used by the Government of Saskatchewan			
Type of Relationship	Characteristics	Used When the Following are Important	Means of Implementation
<i>Self-Determination</i>	<ul style="list-style-type: none"> <li>▪ Authority transfer</li> <li>▪ Self Accountability</li> </ul>	<ul style="list-style-type: none"> <li>▪ Jurisdictional autonomy</li> <li>▪ Legal status</li> </ul>	<ul style="list-style-type: none"> <li>▪ Jurisdictional separation</li> <li>▪ Devolution</li> <li>▪ Self-government</li> <li>▪ Ability to mobilize financial resources</li> <li>▪ Self-regulation</li> </ul>
<i>Delegation</i>	<ul style="list-style-type: none"> <li>▪ Responsibility transfer</li> <li>▪ Delegated power</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local variables</li> <li>▪ Local abilities</li> <li>▪ Need for commitment</li> </ul>	<ul style="list-style-type: none"> <li>▪ Public authorities</li> <li>▪ Co-management</li> <li>▪ Self-administration</li> <li>▪ Devolution</li> </ul>

Table 27. Relationships Used by the Government of Saskatchewan			
Type of Relationship	Characteristics	Used When the Following are Important	Means of Implementation
	<ul style="list-style-type: none"> <li>Legislative responsibility</li> <li>Collaboration</li> </ul>		<ul style="list-style-type: none"> <li>Ability to mobilize financial resources</li> </ul>
<b>Partnership: Co-operation and/or Collaboration</b>	<ul style="list-style-type: none"> <li>Shared planning and decisions</li> <li>Shared defining of problems and possible solutions</li> <li>Shared resources</li> <li>Shared evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Complexity</li> <li>Empowerment</li> <li>Conflict</li> <li>Ongoing multiple inputs</li> <li>Better responses and results</li> <li>Accountability</li> <li>Public demand</li> </ul>	<ul style="list-style-type: none"> <li>Steering committees</li> <li>Planning groups</li> <li>Co-management</li> <li>Broad strategic alliances</li> <li>Formal agreements</li> </ul>
<b>Consultation</b>	<ul style="list-style-type: none"> <li>Formal dialogue</li> <li>Informal dialogue</li> <li>Government decisions</li> </ul>	<ul style="list-style-type: none"> <li>Trade-offs required</li> <li>Critical supply/demand imbalance</li> <li>Multiple interests</li> <li>Acquire public perspective</li> </ul>	<ul style="list-style-type: none"> <li>Advisory boards and committees</li> <li>Public hearings</li> <li>Royal commissions</li> <li>meetings</li> </ul>
<b>Information/Feedback</b>	<ul style="list-style-type: none"> <li>General awareness</li> <li>Informal dialogue</li> <li>Government decisions</li> </ul>	<ul style="list-style-type: none"> <li>Policy/program development</li> <li>Provide detail</li> <li>Need for shared understanding</li> </ul>	<ul style="list-style-type: none"> <li>Media campaign</li> <li>Discussion papers</li> <li>Public meetings</li> <li>Surveys</li> <li>Workshops</li> <li>Focus groups</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>Informed decision-making</li> <li>Attitude change</li> <li>Skill development</li> </ul>	<ul style="list-style-type: none"> <li>New direction</li> <li>Issue complexity</li> <li>Show more than one side of an issue</li> </ul>	<ul style="list-style-type: none"> <li>Media campaign</li> <li>Reports</li> <li>Public presentations</li> <li>Seminars</li> <li>Brochures</li> </ul>
<b>Direction</b>	<ul style="list-style-type: none"> <li>Protect</li> <li>Control</li> <li>Direct</li> <li>Prescribe</li> </ul>	<ul style="list-style-type: none"> <li>Urgency</li> <li>Safety and well being</li> <li>Lack of alternative</li> <li>Need for leadership</li> </ul>	<ul style="list-style-type: none"> <li>Funding</li> <li>Regulation</li> <li>Law</li> <li>Program criteria</li> <li>Incentives</li> <li>Disincentives</li> <li>Policy</li> </ul>

Source: Adapted from the Human Services Integration Forum's handbook, *Working with Communities* (2000: p. 11. [www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf](http://www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf)).

The author's examination of relationships that existed between the Saskatchewan Department of Community Services and Employment and community based organizations (CBOs) identified a hierarchy of 13 relationships. These relationships, shown in Figure 11 below, ranged from awareness to purely transactional to power-sharing.

**Figure 11. Hierarchy of Relationships with Community Based Organizations and the Saskatchewan Department of Community Resources and Employment (2005)**

<b>Current Relationships and Instruments to Support Them</b>	
Self-Determination	Framework Agreement, MOUs, Self Regulation Instruments
Delegation	Agreements: Framework, MOUs, Unanimous Members
Co-Management	Partnership, Formal Agreement
Collaborative	Partnership, Formal Agreement
Co-ordination	Partnership, Formal Agreement
Co-operative	Partnership, Formal Agreement
Competitive	RFP, Formal Agreement
Consultative	Formal Consultation Mechanisms, Command Papers and Group and Mass Media Communications Methods
Educational	Group and Mass Media Communications Methods and Instructional Material
Informative	Group and Mass Media Communications Methods
Directive	Laws, Regulations, Policy, Criteria, Funding, Incentives, Disincentives
Purely Financial	Fee for Service, Unconditional Grants
Co-Existence	Awareness, Informal Communication

Source: Minja 2005: Slide 7 of Power Point Presentation

From the information in preceding sections, Table 27 and Figure 11 it can be seen that relationships that are based on delegation or self-determination enable communities to take responsibility and exercise authority. Partnerships enable communities to share with government in decision-making and results achieved. Relationships that include information sharing and consultation enable communities to be heard before governments make decisions and perhaps to influence the decisions. Relationships that are based on direction and education provide communities with knowledge about decisions but little or no responsibility, authority or opportunity to influence decisions.

The approach undertaken by Saskatchewan's Human Services Integration Forum is one of public involvement, that is engaging people and communities in meaningful ways to identify needs, analyze problems, determine solutions, plan for the future, deliver services, and evaluate progress. The Government's Human Services Integration Forum has prepared a series of handbooks to guide the development and maintenance of effective relationships between government and community. Its handbook, *Working with Communities* (2000: [www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf](http://www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf)), contains principles and suggested practices for working with communities in ways that are collaborative and inclusive.

The guiding principles for effective relationships established by the Human Services Integration Forum include the following (2000: p. 4. [www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf](http://www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf)):

- ***Equity – Respect the Worth of Each Person and the Diversity of People*** – Respect for the nurturance of the diversity, cultural heritage, life experience, ways of knowing, unique potential, and capabilities of each person. People have access to the necessary supports to address their needs and to achieve their potential. A respectful, barrier-free environment is fostered where individuals have opportunities for equal access and equal benefit.
- ***Community Empowerment*** - Communities are acknowledged as diverse and unique, each with its own strengths, history, needs and vision. People in communities are recognized as those in the best position to understand local issues and to create solutions based upon their strengths and resources. Inclusive approaches seek and respect community knowledge, wisdom and direction. Hope for the future and self-reliance are recognized as important elements of achieving a high quality of community life.
- ***Co-operation and Shared Responsibility*** – The starting point is a belief in the ability of people to change the conditions affecting their lives by working together. Methods such as co-operation and collaboration foster a commitment to the

common good and nurture a sense of shared ownership of problems and issues and shared responsibility for decisions.

- ***Holistic and Integrated Approaches*** – The Forum recognizes that issues are complex and multi-faceted and that solutions are interconnected. Issues must therefore be defined as a whole rather than as parts and responses must be integrated and co-ordinated.
- ***Prevention*** – Emphasis is placed on finding the causes of problems not simply addressing the symptoms. Whenever possible supports are provided before problems require interventions.
- ***Openness and Honesty*** – Values and directions must be clearly understood. Accurate and needed information is shared so that people can make informed decisions. Confidentiality is respected and upheld.
- ***Affordability and Accountability*** – Initiatives make the best use of resources. Wherever possible resources are shared and if necessary reallocated to address shared priorities. Initiatives are also continuously evaluated to assess their effectiveness in meeting objectives.

The Human Services Integration Forum encourages interagency collaboration to achieve shared goals. This type of collaboration often requires changes in structures, processes, mandates and culture to achieve co-ordinated, integrated and responsive services. It may require independent organizations to expand their mandates, roles, protocols and policies and the use of their staff and resources. Steps in developing interagency collaboration recommended by the Human Services Integration Forum include the following (Human Services Integration Forum. 2000: p. 18. [www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf](http://www.saskschools.ca/~hsif/pdfs/workingwithcommunities.pdf)):

- ***Establish a Planning Team*** – This team must have representatives from all relevant government departments and agencies including community based organizations.

- ***Conduct a Strengths-Based Needs Assessment*** – Examine the community's strengths, critical needs, resources, services in existence, and the merits of each.
- ***Identify Partnerships*** – Identify all potential partners and the supports or services they can contribute.
- ***Develop a Plan*** - Involve all parties in developing a plan. This plan should include a shared vision, goals, and expectations. It should identify supports required and the resources available. It should clarify how resources are to be allocated. It should clearly define roles and linkages for each agency and establish protocols regarding information and resource sharing, problem solving and reporting. The plan should set out action steps with timelines and also an evaluation and accountability framework. As well the plan should contain a commitment from partners to celebrate achievements and successes.
- ***Inventory of Services and Resources*** – Develop an inventory of existing services and resources with information about each service as well as contact details.
- ***Undertake a Service Analysis*** – Evaluate potential matches between existing services and possible solutions. Seek new resources and new opportunities for collaboration.
- ***Implementation*** – Identify new options for integrated service delivery and incorporate them into the plan. Implement the plan.
- ***Evaluation*** – Develop an evaluation plan based on existing processes and methods or new methodology. Keep track of, and acknowledge, achievements and successes.

The University of Regina's Faculty of Social Work reviewed the effectiveness of a social partnership of which the provincial government is a partner. The researchers (Beaudry-Mellor, Thériault and Gill 2005: pp. 36 -38) found that:

- Social partnerships can influence public policy if the partners find ways of working together to achieve mutual ends;
- Power relationships must be set aside for relationships that value inclusion and consensus building;
- Information sharing and networking are important processes because they make it possible for government policy makers and community members to participate in a dialogue in a safe way;
- Building partnerships takes time; and
- Safeguarding and preserving a process of working which values the person, builds consensus and supports inclusion, is key to building trust and achieving goals.

The authors also note that the challenge is to legitimize partnerships between government and civil society so that they become normal practice. Such partnerships require sharing of power and setting aside one's position in order to find solutions.

Since the *Contribution Agreement* required the provincial governments to work together in partnerships and the provincial governments sought respectful relationships, the experiences of the Saskatchewan Government and the lessons that it had learned from working in partnership provided useful insights into establishing strong, constructive relationships that could lead to collaborative partnerships.

#### **7.6.4 Collaborative Relationships**

Collaboration is a way of working together. Pollard believes that the process of collaboration enables groups to achieve results that are superior to those the groups could achieve by working alone (2004: <http://blogs.salon.com/0002007/2004/11.22.html>). Collaboration is different from co-ordination and co-operation. The Voluntary Sector Knowledge Network ([http://vskn.ca/commune/collab\\_typer.htm](http://vskn.ca/commune/collab_typer.htm)) distinguishes between co-ordination, co-operation and collaboration as follows:

- **Co-ordination** - A deliberate, joint, relationship among parties that seeks to achieve complementary goals. It involves communication, some planning, division of roles and some sharing of resources, risks and rewards. It is motivated by improving



efficiency and effectiveness in meeting goals. Authority remains with the individual parties.

- ***Co-operation*** - A relationship in which parties with similar interests have joint goals and plan together, negotiate roles and share resources to achieve these goals. Each party maintains its own identity.
- ***Collaboration*** - A relationship in which parties with mutual interests engage in a much more comprehensive process to obtain the best solution to problems. They explore their differences, search for and implement innovative approaches, and allow the relationship to evolve towards a common mission. Communication and planning are comprehensive, resources are pooled, and risks and results are shared. Authority is vested in the collaborative, not the parties.

Interagency collaboration is described as a sophisticated interrelationship between and among organizations that is more demanding than co-operation in the following ways (Government of Saskatchewan. 2000: pp. 16 -20 [www.saskschools.ca/~hsif/pdfs/workingwithcommuniites.pdf](http://www.saskschools.ca/~hsif/pdfs/workingwithcommuniites.pdf)):

- In co-operative relationships, mandates and authority remain the same and sharing of responsibility is in accordance with the stated mandates. The organization's procedures, policies and activities remain separate and distinct. Agreements are based on respective mandates. In collaborative relationships organizational mandates stretch, alter and expand to meet needs and fill gaps.
- In co-operative relationships organizations have similar broad goals and serve the same clients. They work together on specific tasks for defined periods. They share some information and provide some support to one another. In collaborative relationships organizations work together to create shared vision and more focused goals based on shared principles. Partners are involved as equals with shared commitment and shared responsibility for decisions and outcomes. Organizations ensure that their job descriptions and work plans provide staff with the authority to participate in more holistic ways.

- Collaborative relationships require a high degree of trust, commitment and time. Relationships are formalized and protocols are in place to support collaboration. In co-operative relationships trust is less of a requirement and relationships can remain informal.
- In co-operative relationships organizations may share resources for joint initiatives depending on the relevance to the organization's mandate and funding criteria. There may be competition among the organizations for resources. In collaborative relationships resources are pooled for shared initiatives and an integrated funding source may be established. Flexibility is provided to use resources to fill gaps as required.
- In collaborative relationships client needs drive the service rather than existing programs, mandates or systems. Procedures and protocols are revised to strengthen linkages and integration. In co-operative relationships, services are co-ordinated but gaps and fragmentation still occur.

Hesselbein has identified a number of obstacles to collaborative relationships. They include the following (1997: [www.pfdf.org/leaderbooks/L2L/spring97/fh.html](http://www.pfdf.org/leaderbooks/L2L/spring97/fh.html)):

- Differences in language and culture among people and organizations can make communication difficult;
- When the relationship is between a funder and a non-profit organization, the funder may perceive the non-profit organization as a mere distributor with little latitude to act, innovate or utilize its real strength;
- Misconceptions may exist. One partner may view the other as too arm's length, too junior, less professional or less competent.

Hesselbein offers the following suggestions for strengthening understanding in collaborative relationships (1997: [www.pfdf.org/leaderbooks/L2L/spring97/fh.html](http://www.pfdf.org/leaderbooks/L2L/spring97/fh.html)):

- ***Retain what Works*** – Draw on the strengths of each of the partners. This may be in the form of commitment, skill, efficiency, financial resources and policy capacity.

- ***Start at the Top*** – Senior managers must provide leadership and expertise and work together. They must be able to make decisions and commit resources.
- ***Focus on a Manageable Target*** – Set specific, measurable objectives that can be achieved.
- ***Involve People Selectively*** – Involve people in the work to be done as needed. Ensure there is broad consensus on goals, well-defined roles, clear delegation and flexible implementation.
- ***Small Beats Large*** – The smaller the professional staff, the greater the involvement of volunteers, the more likely the task is to be successful.
- ***Let a Thousand Flowers Bloom*** – Select the type of partnership that best fits the task. Strive for equal partnerships.
- ***Define Success Before You Start*** – Develop a shared mission and objectives. Translate broad goals into measurable, interim targets and time frames.
- ***Put Your Partner First*** – Always keep in mind the values and objectives as well as the needs and constraints of the other partner.

Austen's examination of the factors that make collaboration work found that the process of working together can be as important as the results (2000: [www.pfdf.org/leaderbooks/ L2L/ fall2000/austen.html](http://www.pfdf.org/leaderbooks/L2L/fall2000/austen.html)). He notes that participation in collective decision-making demonstrates respect and respect fosters trust. He notes that the culture, language and form of interaction are different and that it is important to learn the basics of these elements in order to communicate effectively.

Drucker (1999: [www.pfdf.org/leaderbooks/L2L/ fall1999/new-pluralism](http://www.pfdf.org/leaderbooks/L2L/fall1999/new-pluralism)) points out the major challenge of new relationships is a change in mindset. He notes that leaders must learn how to “lead beyond the walls”, that is to accept responsibility for not only the

performance of their own institutions, but also to work with other organizations for the common good.

The Canada South Africa Provincial Twinning Project required the development of relationships that crossed the boundaries of specific institutions and worked towards achieving the common good. Collaborative relationships provided a model for cross-boundary work.

#### **7.6.5 Co-Management Partnerships**

Co-management, also called joint or shared stewardship, joint management, co-operative management, or collaborative management, is a special type of partnership that is often used in the management of natural resources ([www.divenorthsulawesi.com/nrm\\_news09.html](http://www.divenorthsulawesi.com/nrm_news09.html)). It is also a mechanism that is used to bring different cultural groups together in ways in which each party's rights, powers and obligations are respected ([www.slimmontreaty.com/land\\_comanagement.html](http://www.slimmontreaty.com/land_comanagement.html)). Often government contributes administrative assistance, scientific expertise, and legislative authority, while the community provides traditional knowledge and local experience.

The Institute for Sustainable Development Team (IUCN. 2004: [www.iucn.org/themes/ceesp/Publications/sharingpower.htm](http://www.iucn.org/themes/ceesp/Publications/sharingpower.htm)) found that co-management strategies will combine traditional knowledge with modern scientific knowledge. They may include non-traditional decision-makers and encourage the participation of the local community. The team found that all parties share decision-making, and decisions are usually made by consensus. When conflicts arise, the first approach is negotiation rather than litigation.

The benefits and challenges of co-management are said to be (CURA.2003: [http://cura.unbc.ca/cm/CJFM\\_backgrounder.PDF](http://cura.unbc.ca/cm/CJFM_backgrounder.PDF)):

- ***Benefits of Co-Management:***

- Improved communication and understanding between different cultural groups;
- Decentralized decision-making;

- Higher quality decisions as a result of increased local involvement;
- A fairer management process;
- Increased commitment at the local community level to management decisions and their implementation;
- Increased self determination and cultural autonomy;
- Community-based development; and
- Local capacity-building.

▪ ***Challenges of Co-Management:***

- Maintaining a balance among diverse values;
- Uniting different ways of working, knowledge, and belief systems;
- Institutional barriers; Vested interests;
- Building trust;
- Concerns about abuse of the process;
- Inadequate allocation of necessary time, effort, financial and human resources;
- Ensuring equality for partners; and
- Cross-cultural communication.

Abbott examined co-management relationships established between First Nations and Canadian governments. He has suggested that when co-management is used to bring mainstream and indigenous cultures together to manage a public policy problem, success can be gauged by using the following benchmarks (2001: [www.firstpeoples.org/landrights/canada/summaryoflandrights/](http://www.firstpeoples.org/landrights/canada/summaryoflandrights/)):

- The satisfaction of the indigenous people with their participation;
- The number of indigenous people involved;
- The roles and extent of involvement of indigenous people in planning, implementation and monitoring;
- The amount of control indigenous people are able to exercise in decision-making;
- The inclusion of traditional indigenous knowledge in planning;
- The level of conflict that has arisen;

- The economic well-being of the indigenous people in the community; and
- The employment of indigenous people.

A number of features of co-management had particular relevance to the implementation of the Twinning Project. Of particular relevance were those elements that would effectively involve the historically disadvantaged public servants and elected office holders. In addition, the benchmarks that Abbott suggested for measuring success would also be useful in evaluating the success of the Twinning Project.

#### **7.6.6 Characteristics of Successful Partnerships**

Nwamuo (2000: pp.1-3) points out that when partnerships work, they open the door to business, economic and social development opportunities between governments. They may lead to contract and investment opportunities for partners, their governments and their countries. They may assist countries deal with change and diversity and assist in sharing experience on a global basis. As well, successful partnerships may encourage research, the establishment of new or reinvigoration of existing institutions, and the strengthening of human resources.

From lessons learned by using the partnership model, many have identified characteristics that lead to healthy and successful partnerships (the authors cited in the preceding sections as well as Ferera 2002. pp. 1-6; Partnerships in Health Information. 2002: pp. 1-9; Vet in Schools Program. 2004: pp. 1-5; International Institute for Sustainable Development. 2002: pp. 1-4; and Smarter Partnerships. 2004: [www.lgpartnerships.com](http://www.lgpartnerships.com)). They have all identified the same core elements, namely, leadership, trust, learning and managing for performance.

The website, Smarter Partners, provides criteria, benchmarks, and self tests for assessing the state of partnerships in general and suggests resources for improving weaknesses found in any of the assessments ([www.lgpartnerships.com/howhealthy.asp](http://www.lgpartnerships.com/howhealthy.asp); [www.lgpartnerships.com/digging.asp](http://www.lgpartnerships.com/digging.asp)). The website, *OurPartnership*, provides best practices for partnerships between the public and voluntary sectors ([www.ourpartnership.org.uk](http://www.ourpartnership.org.uk)). All have underscored the importance of partnerships in bringing added value to an endeavour.

Added value may be in the form of achieving more or better results or achieving results more quickly and efficiently, through working together.

In conjunction with the World Summit on Sustainable Development, the International Institute for Sustainable Development facilitated an electronic consultation on partnerships and what makes partnerships successful. The consultation resulted in almost 500 responses with approximately one-third of the responses from developing countries or countries in transition. The results of the consultations, as taken from the International Institute for Sustainable Development's website are presented in Table 28, below.

<b>Table 28. Principal Observations of the WSSD Partnerships E-Consultation</b>
<b>Requirements for Successful Partnerships</b>
There are four requirements for partnerships to be successful: <ul style="list-style-type: none"> <li>a. There must be a compelling motive for the organizations to come together.</li> <li>b. The organizations must undertake real work together (moving beyond information sharing to action).</li> <li>c. Organizations must learn how to work with each other in partnership.</li> <li>d. Organizations must communicate the results of their partnership to others.</li> </ul>
<b>Indicators of Successful Partnerships</b>
The success of a partnership can be determined by: <ul style="list-style-type: none"> <li>a. The attainment of immediate objectives.</li> <li>b. The quality of the partnership experience itself (respect and trust demonstrated among the partners, the sharing of knowledge, the leveraging of resources, the resolution of conflict).</li> <li>c. The realization of the "multiplier" effect: when the partnership results in additional (or unexpected) benefits (influencing organizations, policies, and practices beyond immediate activities of the partnership).</li> </ul>
<b>Need for Common Vision and Values</b>
To work together effectively partners should share a common vision for and commitment to the partnership. They should share common values including a common commitment to sustainable development.
<b>Common Expectations and Understanding of Each Other's Objectives</b>
Partnerships can have significant asymmetries among the partners in terms of size, influence, and resources brought to the table. Partners do not have to have the same expectations in common, but they do need to understand each other's objectives. There must be mutual clarity and understanding among partners as to what they expect to gain or accomplish through the partnership
<b>Equitable Treatment</b>
Particular attention should be paid to the equitable treatment of southern/transitional country partners to ensure the use of their knowledge and expertise, and to compensate them fairly for their contributions.
<b>Attention to Structures, Processes, Roles and Responsibilities</b>
Attention to planning, structure and decision-making mechanisms can help to keep the partnerships on track. Partnerships can experience strong external influences on their efforts (political, religious, financial). Unless the partnership is well-organized and the institutional commitments are in place, such influences can significantly derail the partnership.
<b>Flexibility</b>
Individual organizations are always affected by working with others. Organizations should be prepared to be flexible and adaptable in their own internal business processes in order to work more efficiently with their partners. Organizations should be prepared for and embrace the change process.

<b>Table 28. Principal Observations of the WSSD Partnerships E-Consultation</b>
<b>Communication</b>
There is still a gap between problem solving at the local level and the ability to influence policies that may have led to the problem in the first place. While success may lie in addressing problems at the local level, the partners should consider how to communicate their success to decision-makers nationally, and how to inform the international community of their work.
<b>Building Capacity within the Partnership</b>
The communications tools for working together and exchanging knowledge range from instant messaging to theatre. Partners must agree early in their work on which tools they will use, building the capacity of those partners who are not as equally prepared in terms of familiarity and infrastructure as others.
<b>Monitoring and Evaluation</b>
There is a growing recognition that monitoring and evaluation of partnerships is necessary to ensure the work is being done, and to keep partners together. However, there is still very limited understanding on how to do this simply and effectively, within available time, staff, and financial resources.
<b>Long Term Support</b>
Long term support for the partnership modality can be provided by the following: <ul style="list-style-type: none"> <li>a. The donor community should move beyond “short burst project funding”. Donors could benefit from more capacity building in how partnerships function and how to support them financially.</li> <li>b. Private sector support has been observed to be very successful at the local level – direct support to communities and community-based organizations.</li> <li>c. Governments play several support roles: <ul style="list-style-type: none"> <li>(i) Maintaining or increasing political commitments to local/national partnerships and to international funding mechanisms;</li> <li>(ii) Creating the enabling conditions for partnerships (policies, incentives, infrastructure needed for partnerships).</li> </ul> </li> </ul>
<b>Accountability</b>
Partnerships can lead to improved accountability of individual sectors and organizations. The partnership modality has the potential to lead to new forms of democracy where decision-making is shared across sectors.

Source: Compiled from the results of the World Summit on Sustainable Development's E-Consultation on partnerships. International Institute for Sustainable Development. 2002: [www.iisd.org/networks/partnerships.asp](http://www.iisd.org/networks/partnerships.asp).

### 7.6.7 Partnership Programs

A partnership program is a mechanism that can be used to strengthen individuals, groups and organizations. A review of websites indicates that partnership programs are used by many disciplines and for many purposes.

Partnership programs for the purpose of providing developmental opportunities that cannot be provided internally can be between public sector organizations such as between the national government and provincial governments as is the case with the partnership program between the Republic of Namibia and the Government of Saskatchewan (Tjihehuna 2003: p. 7). A partnership can be between a provincial government of one country and a provincial government of another country such as those established by the Programme on Governance (Sutherland 1999: p. 30). They can be between local governments ([www.acdi.sfu.ca/japanese/TwinningLectures/](http://www.acdi.sfu.ca/japanese/TwinningLectures/)), community-based organ-



izations ([www.gaan.org/Twinning\\_Report\\_Final.html](http://www.gaan.org/Twinning_Report_Final.html)), educational institutions ([www.bc.edu/bc\\_org/avp/soe/cihe/newsletter/](http://www.bc.edu/bc_org/avp/soe/cihe/newsletter/); [www.idrc.ca/es/ev-69018-201-1-DO\\_TOP\\_IC.html](http://www.idrc.ca/es/ev-69018-201-1-DO_TOP_IC.html)) and service clubs ([www.rotaryzones5and6.org/twinning-zone-in-initiative/](http://www.rotaryzones5and6.org/twinning-zone-in-initiative/)).

When partnerships are used for capacity building, the following elements have been found to be important elements of success (Carden 2003: p.7):

- ***Agreed upon Purpose*** – Fosters realistic expectations between the partners;
- ***Leadership*** – From within the organization whose capacity is being developed;
- ***Joint Involvement*** -In the planning and performance of capacity development activities - promotes ownership and commitment;
- ***Consistency*** - With the missions, values; and strategies of the participating organizations – promotes ownership and commitment;
- ***Division of Responsibilities*** – fosters collaboration and co-operation;
- ***Principled Negotiation*** – to resolve power imbalances and solve problems;
- ***Flexibility*** – to enable the organization to evolve and adapt to changing circumstances;
- ***Organizational Learning*** – commitment to learning and continuous improvement;
- ***Systematic Monitoring and Evaluation*** – reflection and review strengthens learning and development; and
- ***Continuity and Persistence*** – commitment to a long-term process.

From Carden's findings and the findings found earlier in this chapter it can be seen that effective partnership programs are based on mutual understanding of each party's interests

and goals and each party's commitment to ensuring that the interests and goals are met. Effective partnership programs recognize that each partner contributes to, and benefits from, the partnership and respect the efforts and best intentions of each of the partners.

#### **7.6.8 Knowledge Transfer in Partnerships**

Franz (2003: [www.joe.org/joe/2003april/a1.shtml](http://www.joe.org/joe/2003april/a1.shtml)) examined the use of successful partnerships in knowledge transfer. She found that the partners were able to understand how the partnership contributed to broader goals and strategies.

This commitment was illustrated by the following:

- Strong communication;
- Promotion of partnership outcomes;
- Stakeholder involvement; and
- Integration of the partnership work into the overall organization.

She also identified the following drivers of learning:

- Mutual respect among partners;
- Stretching, challenging, or pushing each other's thinking and capacities;
- Trust;
- A supportive environment, and
- Successful outcomes that supported learning in the partnership.

She found that the personal attributes of the partners assisted them in overcoming challenges. These attributes included shared motivations for entering and staying in the partnership and personal support that resulted in or raised self-esteem. When she examined the types of learning that had occurred, she found that three types of learning had taken place:

- ***Instrumental Learning*** – This type of learning involves improving performance through task oriented problem- solving. All of the partnerships she studied reported

some form of instrumental learning, for example, improved group facilitation skills, increased knowledge regarding each other's work.

- ***Communicative Learning*** – This type of learning involves understanding how people communicate and the messages that they intend to convey. Most of the partnerships she studied found they had learned in this area. Specific examples of learning that they reported included learning how to work effectively with each other across different work, learning and communication styles. They reported being able to work effectively with people with different personalities and different world views. They found they were able to provide more appropriate feedback and advice and to see the partnership from the other partner's perspective.
- ***Transformative Learning*** – Franz found that more than one-half of the successful partnerships she studied demonstrated transformative learning, that is learning characterized by a change in thinking or perspective, increased autonomy, and clearer thinking when making decisions. Examples of transformations that occurred include:
  - A more holistic view of one's work;
  - A better ability to understand the processes around one's own situation;
  - Personal development; and
  - Alleviation of professional isolation.

Partnerships also were transformed and reported the following changes:

- A deepened commitment to their goals;
- Enhanced action;
- Enhanced learning; and
- Increased use of shared leadership styles.

When Franz continued to examine the factors that contributed to transformative learning she found the following five conditions that were common to the successful partnerships:

- ***Strong Partner Facilitation*** – Partners were very good at facilitating reflection on issues and problems.
- ***Critical Thinking*** – Partners questioned assumptions and were prepared to develop new assumptions based on analysis and reflection.
- ***Presence of Critical Events*** – Having to deal with critical events forced partners to work more tightly on finding solutions.
- ***Common Purpose*** – When the common purpose was strong, partners overcame obstacles and learned ways to continue.
- ***Independence with Interdependence*** – Partners needed to balance their own autonomy with the needs of the partnership in order to achieve desired goals.

How people learn is an important aspect of twinning relationships. This knowledge assists project managers understand the need to provide a variety of learning opportunities that will accommodate different styles of learning. It also helps project managers working in transformation contexts understand the nature of transformative learning and approaches that would support this type of learning.

### 7.6.9 Life Cycle of Partnerships

Partnerships have a natural life cycle, similar to other mechanisms that involve people coming together to achieve common goals (Table 29). The website Smart Partnerships describes four or five stages in the life cycle. (Smart Partnerships. 2004: [www.lgpartnerships.com/resources/learn-part.asp](http://www.lgpartnerships.com/resources/learn-part.asp)). Successful partnerships manage the first four stages well.

Table 29. Life Cycle of a Partnership	
(i)	<i>Forming</i> – identification of shared interests and opportunities; decision to work together to achieve common goals; details need to be worked out.
(ii)	<i>Frustration</i> – working through the purposes, priorities, methods, mechanisms, roles and responsibilities; partners still identifying with their own interests more than the partnerships interests.
(iii)	<i>Functioning</i> – clear roles and responsibilities; progress achieved; partners talk in terms of “we”.

Table 29. Life Cycle of a Partnership	
(iv)	<i>Flying</i> – all parties are getting the benefits they had hoped for; successes are being celebrated; partners review how the partnership is working through SWOT type analyses and plan for meeting the needs of the future (European Centre for Development Policy Management. 2004: 70); communications are integral to activities and supported.
(v)	<i>Failing</i> – parties are not able to work through the steps needed to establish a sound relationship successfully or to progress through the functioning and flying steps.

Source: Smart Partnerships. 2004: [www.lgpartnerships.com/resources/learn-part.asp](http://www.lgpartnerships.com/resources/learn-part.asp)

The National Council for Voluntary Organizations uses its website, [www.ourpartnership.org.uk](http://www.ourpartnership.org.uk), to promote best practices for people working in partnerships, particularly partnerships between the public and voluntary sectors. It describes the following process for setting up and running a partnership ([www.ourpartnership.org.uk/ann\\_cmnt/anitem.cfm?ANID=28](http://www.ourpartnership.org.uk/ann_cmnt/anitem.cfm?ANID=28)):

- **Connecting** – Connecting involves taking the time to get to know one another including each other's values, agendas, issues, constraints and work styles. Connecting includes communication between the partners in language each understands. It requires honesty, openness and time. Connections begin first between people and second between organizations. The Council believes that for connections to develop there must be a shift from an exchange perspective built upon outcomes to a relationship perspective built upon co-operation. Another aspect of building connections identified by the Council is visualizing power as "the power to achieve" rather than "one's power over another". The Council has also identified managing accountabilities, building relationships, developing shared visions and managing risks as part of connecting.
- **Contracting** – In its description of contracting, the Council includes the tasks related to negotiating, agreeing on who does what and how things are to be done and managing the money. Contracting must ensure that the bidding processes are based on need and support equity. Contracting also includes being realistic enough about the capacity of the organization in order to avoid burn-out. It includes selecting leaders with a leadership style that can manage ambiguity, clarifying roles and responsibilities and finding ways of arriving at decisions through a collaborative process. It includes written contracts that describe service levels and financial arrangements and psychological contracts between employees and their

organizations. All partners spending public money also must have a proper audit trail that documents how money has been spent.

- ***Conflict*** – Conflicts can occur when partners are in competition with one another for sources of funding or clients, when one partner believes things are moving too fast or too slow, or when partners have different perceptions of actual differences between their organizations. How tensions are dealt with can maintain or destabilize a partnership. The Council has observed that when relationships are strong, as evidenced by management teams that encourage dissenting voices, open communication and providing feedback in a respectful manner, partnerships are also usually strong.
- ***Collaborating*** - The Council believes that collaboration is a way of maintaining the momentum of partnerships. It includes sharing credit and knowledge management. It includes reflecting on how the partnerships is working and learning from this reflection. It includes devoting attention and time to developing the partnership and good project management. As well, it includes engaging with the community to ensure that those whom the partnership serves are involved and able to participate effectively.

The best practices identified by the National Council for Voluntary Organizations are generic enough to be applicable in other partnerships such as those between funders and executing agencies and between executing agencies and other organizations. They are also applicable to establishing relationships in twinning projects.

#### **7.6.10 Ending Partnerships**

At some point the parties may decide to terminate the partnership either because the partnership is not working or because the partnership has reached a natural ending. The National Council on Voluntary partnerships notes that endings can bring with them the following feelings ([www.ourpartnership.org.uk/anncmnt/anitem.cfm?ANID=28](http://www.ourpartnership.org.uk/anncmnt/anitem.cfm?ANID=28)):

- **Loss** – Of familiarity, certainty and control;
- **Threat** – To one’s livelihood, sense of belonging and sense of self-esteem; and
- **Opportunity** – To find new roles and relationships;

The Council believes it is important to acknowledge these feelings and to allow for grieving, provide reassurance, and foster confidence. Because partnership relationships represent significant investments of time and trust and have taken years to build, ending them needs attention and a change management strategy. It is important to distinguish between personal relationships that can continue beyond the duration of the partnership and ending the formal partnership and the joint activities that have been part of the formal partnership.

At this stage the following questions might be asked and approach used (Smarter Partnerships. 2004. [www.lgpartnerships.com/resources/learn-ending.asp](http://www.lgpartnerships.com/resources/learn-ending.asp)):

- Ask, “Is the partnership’s task completed or is there a better way to achieve the goals?”
- If the partnership’s task is finished:
  - Celebrate what the partnership has achieved;
  - Identify the lessons learned; and
  - Close the partnership by recognizing everyone’s efforts.
- If there is more work to do but other mechanisms are to be used:
  - Clearly establish the need for change and identify the desired outcomes in the new mechanisms;
  - Identify the opportunities that the ending partnership offers;
  - Focus on working smarter;
  - Undertake a force field analysis to identify elements working in favour and working against change (European Centre for Development Policy Management. 2004: 65);

- Help the partners and individuals affected adjust to the changes envisioned;
- Introduce incentives to support the desired change; and
- Strengthen communications.

Projects, including the Twinning Project, have endings. Understanding the feelings, differences between personal and partnership relationships and the elements of a change management strategy can assist in bringing projects to a close.

#### 7.6.11 Assessment of the Partnership Approach of the Canada South African Provincial Twinning Project

The *Canada South Africa Provincial Twinning Project* built on existing relationships and built new ones. The information in Table 30 compares the best practices and success factors identified by others to the partnerships of the Twinning Project.

<b>Table 30. Assessment of Performance of the Partnership Component of the Twinning Project</b>	
<b>IISD Benchmark</b>	<b>Examples of the Twinning Project's Compliance with the Benchmark</b>
<b><i>Requirements for Successful Partnerships</i></b>	<ul style="list-style-type: none"> <li>▪ All parties were committed to strengthening democratic governance in the new South African provinces. This commitment was documented in the partnership agreements.</li> <li>▪ Partners undertook real work as well as information sharing and achieved real and relevant results that contributed to strengthened governance and sustainable development (Chapter 8).</li> <li>▪ The provincial governments developed their own mechanisms for working together. These mechanisms ranged from regular emails, to telephone calls every two week or monthly, to establishment of personal and professional relationships among the key role players, to sharing of best practices, to annual work planning and development of terms of reference for activities.</li> </ul>
<b><i>Indicators of Successful Partnerships</i></b>	<ul style="list-style-type: none"> <li>▪ Objectives were aligned with the provincial and national government's priorities as well as those of the funding and executing agencies.</li> <li>▪ Objectives were achieved in the short (outputs) and medium term (outcomes). Some of the results were already contributing to long-term impacts.</li> <li>▪ The quality of the partnerships was very strong. Provincial partners were trustful, respectful and loyal to one another and the Twinning Project.</li> <li>▪ Knowledge was shared widely including g with one's partner and with other provinces who did not have partners or, whose partners were unable to meet the needs. Provincial representatives participated in workshops and conferences to share their knowledge.</li> <li>▪ A high amount of leveraging of resources occurred as demonstrated by the amount of in-kind contribution, the number of provincial public servants involved in activities, and the use of the Twinning Project as a mechanism to involve the academic, business and cultural communities.</li> </ul>
<b><i>Need for Common Vision and Values</i></b>	<ul style="list-style-type: none"> <li>▪ All South African and Canadian provinces are committed to both democratic governance and sustainable development.</li> <li>▪ The <i>Best Practices Conference</i> assisted Canadian and South African provinces as well as other African countries to strengthen their understanding of needs and opportunities.</li> </ul>



<b>Table 30. Assessment of Performance of the Partnership Component of the Twinning Project</b>	
<b>IISD Benchmark</b>	<b>Examples of the Twinning Project's Compliance with the Benchmark</b>
	<ul style="list-style-type: none"> <li>All provinces were, and remain, committed to establishing and maintaining successful, productive partnerships.</li> </ul>
<i><b>Common Expectations and Understanding of Each Other's Objectives</b></i>	<ul style="list-style-type: none"> <li>Partners worked diligently to understand the interests of each other and the needs to be addressed.</li> <li>Tools such as the activity planning form and terms of reference for specific activities, or groups of activities, assisted in developing common understandings.</li> <li>Mission reports provided feedback regarding knowledge gained and how it was being applied to further assist in the development and reinforcement of understandings.</li> </ul>
<i><b>Equitable Treatment</b></i>	<ul style="list-style-type: none"> <li>South African provinces led the decision-making processes by identifying their needs.</li> <li>Canadian provinces did not have to respond to needs that they did not have the expertise or the capacity to respond to.</li> <li>Partners shared equally in decision-making.</li> </ul>
<i><b>Attention to Structures, Processes, Roles and Responsibilities</b></i>	<ul style="list-style-type: none"> <li>Structures such as the Forums of Provincial Co-ordinators were established to enable input into decision-making.</li> <li>The Project Steering Committee met at least once a year to review progress and solve problems.</li> <li>The Twinning Project was a standing item on the agenda of the Provincial Management Capacity Building Board.</li> <li>Terms of reference for committees and job descriptions were prepared.</li> <li>A policy and procedures manual was prepared and distributed.</li> </ul>
<i><b>Flexibility</b></i>	<ul style="list-style-type: none"> <li>Provincial governments worked very hard to fit activities into the day-to-day requirements of governing.</li> <li>South African provinces viewed the partnerships as a means of helping them introduce change more quickly and with the benefit of lessons learned from others who had already learned what is likely to work and what may cause problems, as well as how to manage change.</li> <li>The Twinning Project pursued twinning on best practices and expertise as well as government-to-government relationships when it made sense to do so.</li> <li>Multilateral as well as bilateral relationships were pursued.</li> <li>Traditional leaders, SITA, and municipalities were included in specific activities of the Twinning Project.</li> <li>Almost all of the provinces finished their work plans by the end of March 2004.</li> </ul>
<i><b>Communication</b></i>	<ul style="list-style-type: none"> <li>The Twinning Project developed and implemented its own communications plan.</li> <li>Work undertaken by the Twinning Project such as MPCCs, inclusive education and the development of sustainable development indicators often led, or piloted, national policy.</li> <li>The Provincial Directors General reported on the value and results of the Twinning Project to the President's Co-ordinating Council.</li> <li>The Twinning Project's inclusion of other African countries in its activities supports South Africa's NEPAD initiatives.</li> </ul>
<i><b>Building Capacity within the Partnership</b></i>	<ul style="list-style-type: none"> <li>The learning networks established helped provinces learn from one another and helped enable the stronger South African provinces to support the weaker ones.</li> <li>South African Provincial Co-ordinators were able to adapt some of the methods and tools developed by the Twinning Project for use in their own governments and in their work with other donors.</li> </ul>
<i><b>Monitoring and Evaluation</b></i>	<ul style="list-style-type: none"> <li>CIDA's results based management requirements forced the partnerships to review progress and be jointly accountable for results.</li> <li>RBM is onerous in terms of time and resources and provinces were unable to devote the time to fully meet the requirements of this tool, as prescribed by the CIDA officials involved.</li> </ul>
<i><b>Long Term Support</b></i>	<ul style="list-style-type: none"> <li>The Project Steering Committee issued a news release that confirmed the partners' commitment to continuing the Twinning Project and working together. (Appendix</li> </ul>

<b>Table 30. Assessment of Performance of the Partnership Component of the Twinning Project</b>	
<b>IISD Benchmark</b>	<b>Examples of the Twinning Project's Compliance with the Benchmark</b>
	<p>T).</p> <ul style="list-style-type: none"> <li>Canadian and South African provinces are building a business case for long-term support.</li> </ul>
<b>Accountability</b>	<ul style="list-style-type: none"> <li>While the Twinning Project cannot be responsible for extending accountability into other sectors, the importance of being accountable for public resources and results has been reinforced through application and the reporting of demonstrable results.</li> </ul>

Source: Compiled by the author from the results of the World Summit on Sustainable Development's E-Consultation on partnerships. (International Institute for Sustainable Development. 2002: 1-4. [www.iisd.org/networks/partnerships.asp](http://www.iisd.org/networks/partnerships.asp)), debriefings, reports of the provincial co-ordinators, and evaluations of the Twinning Project's workshops and conference.

In every category examples of best practices in the Twinning Project could be identified. Areas in which the Twinning Project could have been strengthened were:

- Monitoring and evaluation using CIDA's results-based management methodology;
- Securing long-term financial support; and
- Extending accountability to organizations beyond the Twinning Project.

## 7.7 THE VOLUNTARY SECTOR

For the purposes of this discussion, voluntary organizations are those organizations that are made up of people who come together freely to achieve goals of importance to their members. The voluntary sector is the collective group of voluntary organizations regardless of the size, purposes or characteristics of the organizations. Organizations that would fit into the voluntary sector include charities, faith-based groups, community groups, clubs, associations, unions, societies, and co-operatives. Volunteers are people who work by choice, without pay, on causes that are of interest to them.

In a presentation to the Voluntary Sector Assembly held in Ottawa in October 2002, Broadbent (2002: [www.voluntary-sector.ca/Assembly/Broadbent.htm](http://www.voluntary-sector.ca/Assembly/Broadbent.htm)) reminded the audience that a strong participatory democracy cannot exist without a strong voluntary sector. He explained that when people voluntarily participate in co-operative endeavours with their neighbours, they are contributing to the public good, developing the attitudes and habits needed to support democratic citizenship and building the institutions that are essential supports to democracy. He emphasized the importance of volunteer, charitable and non-profit organizations not only for the work they do and for their knowledge and

creativity, but also because they are independent from the government and can be the public conscience of society.

Cappe speaking at the Third Canadian Leaders' Forum on the Voluntary Sector Association of Professional Executives in Ottawa, May 1999, described the importance of the voluntary sector to Canadians and to government ([www.pco-bcp.gc.ca/default.asp](http://www.pco-bcp.gc.ca/default.asp)). He pointed out that the voluntary sector is not an extension of the public sector and is not subordinate to the private sector. It is a sector that citizens have created because it fills a role and does work that has value to them. From the government's vantage point, the voluntary sector provides services and advises government on people's needs and how best to deliver services to meet the needs. The voluntary sector is closer to the people than government and can influence public policy by advocating on behalf of its members. The voluntary sector strengthens citizenship by involving people in the development of their communities.

#### **7.7.1 The British Compact with the Voluntary Sector**

In November 1988 the Government of Great Britain established a *compact* with the voluntary and community sector ([www.thecompact.or.uk/](http://www.thecompact.or.uk/); Lyons 2001: pp. 1-18). This compact is a general framework for strengthening the relationship between government and the sector. Not legally binding, it is more of a memorandum of understanding that derives credibility and compliance from the commitments made by the parties who signed it. The British compact is based on the principle that voluntary and community activity is an essential component of a democratic, socially inclusive society. The main elements of this compact are:

- Identification of a shared vision;
- The government's recognition of the sector's independence;
- The government's commitment to consult on matters that may have an impact on the sector and to improve funding practices;
- The sector's commitment to meet high standards of governance and to honour the government's reporting and accountability requirements,
- The sector's commitment to using best practices and to consult with its clients before making recommendations to government;

- Provision for an annual review; and
- Inclusion of a mediation process.

The development and implementation of the compact approach has influenced an examination of the relationship between government and the organizations of civil society in Canada.

### **7.7.2 The Canadian Accord**

In 2001 the Canadian federal government signed an accord with the Canadian voluntary sector. Like the British compact, the accord is a framework for a relationship rather than a legal agreement. Its strength is drawn from the work undertaken and the goals achieved together. Some of the features of the accord include the following (Canadian Voluntary Sector Initiative. 2001. [www.vsi-isbc.ca/eng/relationship/](http://www.vsi-isbc.ca/eng/relationship/)):

- ***Purpose*** – To strengthen the ability of both the voluntary sector and the Government of Canada to better serve Canadians.
- ***Shared Values*** – Democracy, active citizenship, equality, diversity, inclusion and social justice.
- ***Principles*** – Independence, interdependence, dialogue, co-operation and collaboration, and accountability to Canadians
- ***Government of Canada Commitments*** – The government committed to:
  - Recognize and consider the implications of its policies, programs and legislative instruments on voluntary sector organizations;
  - Recognize the importance of funding practices that strengthen the sector; and
  - Recognize the need for open, informed and sustained dialogue between the sectors.

- ***Voluntary Sector Commitments*** – The voluntary sector committed to:
  - Continue to identify emerging issues and trends and bring them to the attention of the government;
  - Serve as a voice for the sector; and
  - Continue to work on strengthening the relationship.

The Canadian Voluntary Sector Initiative has also developed codes of good practice for funding and policy dialogue practice and several other tools that provide assistance to the sector. As well, it has undertaken a variety of capacity building activities. Provincial governments work with the Canadian Voluntary Sector on its initiatives and are influenced by its principles and approaches.

### **7.7.3 The Premier's Voluntary Sector Initiative**

Several Canadian provinces have begun strengthening relationships with their voluntary sectors. The Government of Saskatchewan is one of these governments ([www.cyr.gov.sk.ca/voluntary\\_sector\\_initiative](http://www.cyr.gov.sk.ca/voluntary_sector_initiative)). The Saskatchewan government's initiative has the following purposes:

- To build a formal relationship between the government and the voluntary sector;
- To build capacity within the voluntary sector;
- To build awareness of the value of the sector and the ways in which voluntary sector organizations structure themselves; and
- To strengthen the relationship between the public and voluntary sectors.

Since its establishment in 2002 it has undertaken a number of activities including the following:

- Developing a common understanding between the sectors of the terms volunteer, voluntary organization, community, co-operative, non-profit corporation, community-based organization, and non-government organization;

- Established the following values: autonomy, democracy, diversity, equality, equity, excellence, importance of community, inclusion, innovation responsibility, social justice;
- Established the following principles and determined how they are to be applied: accountability, advocacy, community, consensus, open communications, and shared leadership;
- Completed a survey of all provincial government departments and documented existing relationships between the government and voluntary sector;
- Developed and distributed several publications including a description of the initiative's policy framework, a report of best practices in the sector, and a summary of board liability; and
- Initiated an annual conference between government and the sector.

The executing agency for the Twinning Project is a non-profit organization that, like other organizations in the civil society sector, requires a constructive relationship with both provincial governments and the Canadian federal government. The work of initiatives such as the Premier's Voluntary Sector Initiative and the Canadian Voluntary Sector Initiative should assist in developing more collaborative relationships between executing agencies and governments.

#### **7.7.4 Corporate Volunteer Programs**

Many private sector organizations have programs in place that encourage and enable their employees to volunteer in their communities. In February 2000 the Ford Motor Company of Canada embarked on an organization - wide volunteer program for its employees. The company began this program because of the benefits to be gained for the company, the employee and the recipients of the services from such a program. Ford reports the following benefits it has observed since it began its volunteer program (Pancer, Baetz, and Rog 2002: pp. 14-16):

- ***Benefits to the company***
  - Enhanced, closer and more trusting working relationships;

- Higher morale;
- Greater job satisfaction;
- Increased pride and positive feeling about the company;
- Greater understanding by employees of their roles and how they fit into the overall operations of the company;
- Increased loyalty to the company and coworkers; and
- Improved corporate image and visibility and improved sales.

▪ ***Benefits to employees***

- New skills, expanded networks, energizing personal growth that carries into the workplace;
- Reduced stress and a greater feeling of balance in one's life;
- Acquisition of skills, knowledge and experience;
- Increased energy for work;
- Increased contacts and broader networks;
- Enhanced feelings of self-esteem and self-worth;
- Personal growth;
- Feeling that one has made a difference;
  
- Increased appreciation for what one has; and
- Greater respect for those in need.

▪ ***Benefits to recipients***

- Benefits from the work undertaken and completed;
- Enhanced sense of community;
- Increased aid to community organizations;
- Enhanced quality of life for community members; and
- Increased level of volunteering.

Interest in virtual volunteering, that is volunteering in which the volunteers are not physically present in the organization's work site but provide services through electronic or

other means, is also increasing as use of the Internet and email increases. Virtual volunteers are able to provide many services including research, professional expertise, mentoring and coaching, writing, editing and desktop publishing. On line volunteering fosters equality by removing the distinctions of rank, location, and status. The majority of managers of volunteers report that virtual volunteers are as reliable as and provide as high quality work as on-site volunteers (Murray and Harrison 2002: pp. 1-10).

Governments, such as those involved in the Twinning Project, released their public servants to work primarily as volunteers. One might expect similar benefits to their organizations, employees and recipients.

### **7.7.5 Volunteerism and Capacity Building**

The International Year of the Volunteer, proclaimed by the United Nations and marked in 2001, celebrated the contributions of volunteers to human development at the local, national, regional and international level. Kofi Annan, Secretary General of the United Nations, has noted how well the ideals of volunteerism are aligned with the ideals of the United Nations (Annan 2002: p. 6):

*“At the heart of volunteerism are the ideals of service and solidarity and the belief that together we can make the world better. In that sense, we can say that volunteerism is the ultimate expression of what the United Nations is all about.”*  
(Annan 2002: p. 6).

The United Nations has recognized the contributions volunteers make and can make to capacity development, including contributions to strengthened governance. The authors of the article, “Volunteerism and Capacity Development” published by United Nations Volunteers (2002: pp. 1-43) describe the importance of volunteering, how volunteering contributes to capacity development, the main strengths of volunteering in capacity development, and how volunteerism might be better recognized and utilized in capacity development. They point out that international development strategies overlook or ignore the contributions that volunteers make to capacity development and in so doing hinder the effectiveness of development policies and programs.



The characteristics that give volunteers their credibility in international development are their commitment, dedication to the public good and personal sacrifice. Their willingness to act on principle and not be an agent of the state or of an organization gives volunteers an independent voice. The United Nations Volunteers believes that characteristics that are associated with volunteerism can reinforce capacity development in numerous ways. These include (United Nations Volunteers. 2002: pp. 1-43):

- ***Values of Volunteers*** – Volunteers usually have the following values:
  - Commitment and solidarity;
  - Support for value-based programs;
  - Belief in the collective action for the public good; and
  - Commitment to human rights and gender equality.
  
- ***Local Ownership*** – There is:
  - Empathy between the volunteer and the people with whom he or she works; and
  - Reciprocity of exchanging skills and experiences.
  
- ***Institutional Basis*** – Volunteers are usually requested by their hosts rather than being imposed by a third party. They:
  - Have a lower level of self-interest by the placement agency in perpetuating posts and dependence;
  - Work simultaneously within different levels of an organization or community and thus produce complementarity within programs;
  - Focus less on short-term technical advice and more on the “soft” but more important skills of communication, facilitation, and overall processes of development; and
  - Build trust and confidence;
  
- ***Sustainability*** – When volunteers are involved:

- Collective organizational capacity is strengthened; and
- There are higher levels of capacity retention because capacity development is spread throughout the organization.

Volunteering has proven to be critical to the effective functioning of the public sector. This contribution, however, goes beyond the traditional health, education and welfare sectors to establishing and supporting the development of democratic governance. During their study tours to Canadian provinces South African participants in the Twinning Project identified volunteerism as an aspect of civil society that needs to be strengthened in their own provinces.

Twinning programs have the ability to provide volunteers who can cross societal and organizational lines and in so doing assist in breaking down historical barriers. Volunteers in twinning programs are often able to establish relationships between various role players by being able to speak independently, share information and experiences, network, and bring role players together. When international volunteers work with local organizations they can strengthen local ownership and reinforce local efforts. Volunteers may also be more willing to respect local knowledge and combine local knowledge with research and technical expertise. They may be more tolerant of “learning to do by doing” and “trial and error”.

#### **7.7.6 The Economic Value of Volunteer Activity**

The use of volunteers, even when their expenses must be paid, is cost effective when compared to other alternatives. Because the volunteers are actual practitioners, they are immersed in the subject area and ready to provide and apply knowledge immediately. As they gain new information from their own work, they are able to share it immediately. The rapid sharing of timely, relevant information enables one's partners to apply the information quickly and in the long-run to put in place the processes and programs more quickly. Sharing with actual practitioners who have learned from their mistakes enables learners to avoid some of the mistakes and improve their opportunities of successful

introduction of change on the first effort. Estimating the value of the contributions that volunteers provide assists in:

- Documenting the value of their contribution;
- Describing the level of their commitment;
- Determining how budgets have been extended; and
- Explaining how goals that would not otherwise have been possible to achieve, have been reached.

The information gained from estimating the value of contributions can be used in budgets, financial reports, annual reports, and funding requests. The economic value of volunteer contributions can be estimated with eight different calculations. These are shown in Table 31 (Goulbourne, M. and Embuldeniya. 2002: pp. 4-20).

The type and number of estimates made depends on the volunteer use, the resources devoted to recruitment, training and support of volunteers, and the amount of resources available to undertake the estimates. Using only the True Value Added to Personnel (TVAP) formula for estimating the value of volunteer contributions it has been possible to demonstrate the cost-effectiveness of volunteers' use.

<b>Table 31. Methods of Estimating the Economic Value of Volunteer Activity</b>	
<b>Human Resource Productivity Measures</b>	<b>Calculation</b>
<b><i>Estimate of the Value of Volunteer Activity (EVVA)</i></b> <ul style="list-style-type: none"> <li>▪ The value of the time volunteers contribute by assigning a wage rate to each hour of volunteer activity.</li> </ul>	Total Number of Volunteer Hours X Hourly Wage Rate
<b><i>True Value Added to Personnel (TVAP)</i></b> <ul style="list-style-type: none"> <li>▪ Calculate a "true" economic value to volunteer activities by assigning wage rates and benefits to each hour of volunteer activity.</li> </ul>	Total Number of Volunteer Hours X True Hourly Value (Wage Rate + Benefits)
<b><i>Full-Time year Round Job Equivalent (FYJE)</i></b> <ul style="list-style-type: none"> <li>▪ Compare the organization's total number of volunteer hours to the number of full-time positions that they would equal.</li> </ul>	$\frac{\text{Total Number of Volunteer Hours} + 40 \text{ Hours Per Week}}{48 \text{ Weeks}}$
<b><i>Per Cent Personnel Value Extended (PPVE)</i></b> <ul style="list-style-type: none"> <li>▪ Demonstration of the degree to which volunteers extend the value of the organization's paid staff</li> </ul>	$\frac{\text{Total Dollar Value of Volunteer Activity (EVVA + TVAP)}}{\text{Total Staff Salaries}} \times 100 + \text{Total Value of Volunteer Activity}$

<b>Table 31. Methods of Estimating the Economic Value of Volunteer Activity</b>	
<b>Human Resource Productivity Measures</b>	<b>Calculation</b>
<b>Volunteer Program Efficiency Measures</b>	
<b>Organization Volunteer Investment Ratio (OVIR)</b> <ul style="list-style-type: none"> <li>A determination of what the return of the organization's investment in the volunteer program</li> </ul>	$\frac{\text{Total Dollar Value of Volunteer Activity (EVVA)} + \text{TVAP}}{\text{Organization's Total Financial Investment in Volunteer Program}} \times 100$
<b>Volunteer to Paid Staff Ratio (VSPR)</b> <ul style="list-style-type: none"> <li>To understand the volunteer management structure of the program by comparing the number of volunteers to the number of paid staff in the volunteer program.</li> </ul>	$\frac{\text{Total Number of Volunteers}}{\text{Total Number of Paid Volunteer Program Staff}}$
<b>Community Support Measures</b>	
<b>Volunteer Capital Contribution (VCC)</b> <ul style="list-style-type: none"> <li>Calculate the out-of-pocket expenses that volunteers incur and do not claim as an in-kind donation to the organization.</li> </ul>	$\text{Total Volunteer Out-of-Pocket Expenses} - \text{Total Amount Reimbursed} + \text{Total Amount Donated by Volunteers}$
<b>Community Investment Ratio (CIR)</b> <ul style="list-style-type: none"> <li>Compare the amount of the organization's investment in its volunteer program to the economic value of the time the volunteers contribute.</li> </ul>	$\frac{\text{Total Dollar Value of Volunteer Activity (EVVA)} + \text{TVAP}}{\text{Total Volunteer Program Budget}}$

Source: Goulbourne, M. and Embuldeniya. 2002: 4-20.

An example from the Province of Alberta's estimates of in kind contributions illustrates the value of volunteer support (Table 32) for one activity. This estimate does not include the value of time in follow-up through additional research, provision of resource material, consultation, correspondence, emails, or telephone costs all of which would be included in a consultant's fees but not charged by a volunteer or the volunteer's agency.

<b>Table 32. Estimate of an Alberta Contribution Using the True Value Added to Personnel Formula</b>	
<b>Element of the Activity</b>	<b>Value (\$) of an Alberta Volunteer's Support to Strengthening Capacity to a South African Government</b>
Preparation Time - Researcher	4200
Preparation Time - Consultant	11,000
Professional Time – Senior Officials	20,000
Administration Time	2300
Office Support	500
<b>Total</b>	<b>\$38,000</b>

Source: In-kind report of the provincial coordinator for Alberta.

### 7.7.8 Recognition of Voluntary Support

Those who use volunteers understand the need for recognition of the services that the volunteers provide. Such recognition not only includes saying thank-you when a task is completed, but also celebrations and recognition events. Provincial and national awards have also been established to recognize exceptional voluntary contributions.

Federal/national and provincial governments have policies in place that allow the contributions that public servants make to be recognized. The Treasury Board Secretariat of Canada's policy on recognition states (La Relève. 1998: p.5):

*"It is the federal government's policy to recognize the significant contribution that public service employees make to Canadian society through the excellence of the work they perform, the exemplary behaviours they demonstrate and the positive results they achieve."* (La Relève. 1998: p.5):

The Canadian Federal Government's Task Force on Values and Ethics concluded that recognition not only is an essential component of a well-running organization, but also an element that should be used to profile and reinforce the organization's values and desired behaviours. These values include the following (La Relève 1998: p.8):

- Respect for democratic values;
- Accountability;
- Quality,
- Client-centred,
- Professional and competent service;
- Honesty and integrity; and
- Fairness and equity.

Recognition in government and in volunteerism is important because it fosters pride in oneself and pride in what one is doing. Recognition conveys the important messages that one's contributions are valued and appreciated and that the organization supports its people. Recognition contributes to self-esteem and continued high levels of performance.

## 7.7.9 Volunteerism and the Canada South Africa Provincial Twinning Project

The *Canada South Africa Provincial Twinning Project* relied on governments releasing employees and employees participating on a voluntary basis. In 2003 the Institute of Public Administration of Canada undertook a survey of benefits that Canadian participants believed they gained, their employers gained and the country gained from participating in the Institute's international program. The benefits identified are presented in Table 32 (Beattie 2003: (14) pp. 26, 27), below.

<b>Table 33. Benefits of Participation in IPAC's International Program</b>
<b>Personal and Professional Benefits</b>
<b><i>Career Enhancement:</i></b> Recognition of enhanced performance; a broader perspective on issues; awareness of shared problems and solutions; learning new systems; better understanding of the "basics"; contributions to research; renewed vigour; and recognition by superiors and peers.
<b><i>Chances to Experience Other Cultures, Develop Friendships, and Travel:</i></b> A broader perspective on issues; self-development and personal growth.
<b><i>Opportunities to Apply Skills and Learning and Make a Contribution to International Development:</i></b> Personal satisfaction from being able to make a contribution; opportunity to participate in a development challenge; opportunity to "make the world a better place."
<b><i>Appreciation of Canada including Canadian Public Services:</i></b> Appreciation of the wealth of resources in Canada, the Canadian way of doing things, and the Canadian imperative of sharing with others.
<b>Benefits to the Participant's Ministry/Department and Employing Government</b>
<b><i>Added Value to One's Own Organization:</i></b> Contribution of new perspectives, skills, vigour, internationalization and encouragement of cross-government collaboration
<b><i>Recognition of the Ministry/Department:</i></b> An opportunity to showcase the ministry/department and its people, particularly senior management and capacities that have application in practical application e.g. international contracts.
<b><i>Knowledge-Sharing and Networking:</i></b> Both new knowledge gained and the on-going sharing of information and networking opportunities for which exchanges can create the foundation.
<b><i>Opportunities for Reward and Recognition of Staff, Improvement of Staff Morale:</i></b> Additional opportunity for recognition of staff that is facilitated by involvement in an international program.
<b><i>Commercial and Other Benefits:</i></b> Spin-off benefits such as identification of commercial opportunities.
<b>Benefits to Canada</b>
<b><i>Promotion of Canada as a Nation that Cares:</i></b> IPAC's contribution to Canada's priorities and policies; demonstrating the importance of and contributing to "interdependence", international understanding, and tolerance internationally; support to the image of Canada as a helpful player internationally; sharing some of our wealth and in some instances supporting specific types of international priorities of the Canadian government; showcasing Canada as a source of knowledge and resources in the field of governance.
<b><i>Mutual Benefits:</i></b> Sharing of knowledge; benefits resulting from improvements in the developing country; commercial opportunities.
<b><i>Contributions to a Global Perspective:</i></b> Potential to contribute to a broader global knowledge and understanding in Canada.

Source: Beattie, R. 2003: (14) pp. 26, 27).

Participants in the Twinning Project possessed the characteristics of volunteers identified by United Nations Volunteers. Their motives and satisfactions were also characteristic of

volunteers. The policies and practices of the Twinning Project respected the volunteer nature of contributions in a number of ways:

- ***Flexibility in Scheduling Activities*** – Activities were scheduled at times that were mutually convenient to all parties. If a province could not provide activities, other sources of expertise were found. In the partnership agreements the Twinning Project recognized the need to respect the fact that provinces are participating on a voluntary basis. Each partnership agreement contained the following provision to acknowledge the need for public servants to serve their own governments first:

*“Canadian and South African provinces are participating in this Project on a voluntary basis and in addition to the ongoing work of governing a province. The extent of work plans and the number, kind, timing and duration of activities will depend on the capacity of each partner to participate, while at the same time responding to the needs and pressures of their own government.”*

- ***Addressing Concerns Regarding Administrative Burden*** – At the April 2003 Steering Committee meeting the Canadian provinces noted that reporting consumes up to 25% of the time that provincial co-ordinators have to devote to the Twinning Project and a much larger proportion of time than is required by other CIDA – funded projects. They noted that formats for reporting need to be consistent and that the frequency of reporting should be in proportion to the resources expended and the length of time required to achieve results. In response to this concern, CIDA provided the prescribed formats for reporting and the project manager assumed responsibility for collecting and reporting all information and related calculations.
- ***Estimating Economic Value of Contributions*** – The Twinning Project developed an in-kind policy and methodology for calculating in-kind contributions (Appendix N). Estimates are based primarily on wage and benefits but do not accurately capture the value of preparation and follow-up and the reach of efforts. Limited resources prohibit calculations beyond these estimates. Since the program had only

one employee calculations related to volunteer program efficiencies and community support measures were not calculated.

- **Recognition** – Certificates of appreciation were given to participants and organizations that made significant contributions to the Twinning Project as well as to the founding directors general and deputy ministers.
- **Reward** - Group activities were organized at attractive venues (within Treasury Board guidelines) as a small measure of acknowledging often up to 10 years of dedicated support and commitment.

## **7.8 THE TWINNING PROJECT AS A CAPACITY BUILDING PROJECT IN GOVERNANCE**

The purposes of the Canada South Africa Provincial Twinning Project, as set out in the *Logical Framework* and the *Contribution Agreement*, were to improve the capacity of the provincial governments of South Africa, through twinning arrangements with Canadian provinces and to increase the efficiency and effectiveness of delivery of government services which address basic human needs. The *Contribution Agreement* (CIDA-IPAC, June 2000. Attachment A, pp. 1, 2) stated:

*“The Project itself is basically the management of capacity building activities and linkages between South African and Canadian provinces to facilitate the effective development of governance capacity by supporting senior staff from each country to work together on a practitioner-to-practitioner basis, both in South Africa and Canada. The renewed program will be conducted through the interaction of executive level public servants to support capacity building and the improvement of government systems and processes. The improved ability of governments to deliver their mandates will assist governments in reducing poverty and delivering basic needs and services to citizens.”*

The actions of the Twinning Project had to comply with the following principles and requirements:



- Projects had to respond to the needs of the recipient country;
- The partners shared joint responsibility for planning and implementing projects;
- All provinces participating in the Twinning Project were required to contribute resources to the development initiatives; and
- The partners shared joint responsibility for the development results of the project.

The requirements for the Twinning Project that reinforced capacity development included:

- The expertise to be shared had to be in public administration and public management;
- The project was practitioner focused at the senior levels of government officials; and
- Participation was voluntary.

The Twinning Project's practices fostered or strengthened capacity building in the following ways<sup>7</sup>:

- The relevant principals, including directors general, premiers, and cabinets, supported and led the changes;
- The directors general ensured that work undertaken through the Twinning Project supported both provincial and national priorities and was co-ordinated with the work of other role players including other donors;
- Directors general were accountable to the cabinet and to the legislature for effective use of the resources provided by the Twinning Project and demonstrable progress. Service delivery projects such as the Multi-Purpose Community Centres and the Restorative Justice Program were rated highly by clients and others;
- Canadian expertise was only used as a source of reliable information. The South African provincial public servants did all the work required to apply the new knowledge;
- The Twinning Project used Canadian officials who were both responsible for and accountable for developing and implementing public policy. They were able to

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<sup>7</sup> These examples were identified in debriefings, oral and written reports of provincial co-ordinators and participating officials, and results achieved. Many were also identified in conferences and workshops.

provide advice based on practical experience as well as to synthesize this experience into theories of public administration. They could analyze the issues in the context of effective public management in different situations;

- Canadian provinces provided opportunities for South African provinces to examine different approaches to solving specific problems or to pursuing potential opportunities. Canadian officials became colleagues of the South African participants as the South Africans developed their own policy options and implementation plans;
- South African public servants brought knowledge of the needs, the context, and the institutional and organizational situation. They evaluated their counterparts' information and selected those elements that are relevant in the South African context. They introduced them to their own governments and provided the leadership needed for their adoption, refinement, implementation and continued use;
- The relationships established, whether at the province to province, expertise – based, or best practices level, were all based on respect and trust. Partners shared their knowledge and experiences willingly and freely, including their mistakes and lessons learned;
- Work plans were developed, reviewed annually, and adjusted as changes in the priorities, the environment or needs were identified. As long as the new change fit within the overarching framework, the change was made quickly to ensure timeliness and to prevent delays in implementation;
- Capacity building strengthened individual competencies and thus improved the quality of the public service. It also strengthened the organization's capacity by strengthening systems, including performance measurement systems and thus reinforced an integrated approach to capacity development;
- The Twinning Project provided a springboard into academic, cultural, trade and economic development sectors thus broadening its ownership, reach and impact;
- Learning networks were established between the South African provinces and between the Canadian and South African provinces. Networks were strengthened through sharing of information and joint problem solving at the conference on best practices, through annual newsletters, and through a website. Activities of the Twinning Project helped strengthen linkages among the South African provinces so

that South African public servants developed their own learning networks and mechanisms for sharing expertise and assisting each other; and

- All South African provinces benefited from the activities of the Twinning Project.

## **7.9 CONCLUSION**

Knowledge is being recognized as an important asset to organizations and knowledge management is increasingly being recognized as a key responsibility of organizations. Because knowledge within organizations exists at the levels of individual, groups, and communities of people, and because new knowledge is constantly being generated, the task of acquiring, sharing, using, and retaining knowledge requires an understanding of the theory, principles and practices of disciplines that have developed an understanding of learning, knowledge transfer and knowledge application.

Knowledge transfer or knowledge sharing as part of capacity building is receiving greater scrutiny as those involved in international development gain a better understanding of the multi-faceted and complex nature of capacity building. Knowledge management in development situations must also take into consideration the balance between meeting the donor's need for information to justify the program or project and the recipient's need for information to fill its knowledge gaps. Partners must have a clear understanding of the nature of knowledge transfer in their relationship and clarify whether the emphasis is to be on field-level knowledge and best practices, research and development, or policy support and advocacy.

An examination of knowledge management approaches in public administration in different governments reveals the importance of differentiating between the management of knowledge and the tools used to manage knowledge. Government officials emphasize that the potential of effective use of information resides in public servants. A variety of different approaches for developing learning organizations and different mechanisms for strengthening knowledge management can be found. A more detailed examination of South Africa's approach revealed it is strongly supported through policies, legislation, leadership at the highest levels, and national and provincial government action plans. Both government bodies and educational institutions are committed to linking capacity building to work, learning, knowledge management and service delivery.

An understanding of adult education principles and methods can assist in the tailoring of knowledge transfer to the specific context. Some of the principles and methods of transformational learning may warrant attention in the South African context since the governments in all spheres are in a process of transformation. The principles of extension education focus on the application of knowledge and the effective use of change agents. Consideration of extension concepts assisted in keeping the project's time frames realistic, anticipating needs and strengthening knowledge transfer. Building a communications strategy into the Twinning Project assisted in using appropriate communications methods and sharing of knowledge. An understanding of some of the principles and current thinking on capacity development contributed to a better understanding of sustainability, particularly the importance of building capacity at the individual, group and organizational levels. Local ownership is another important element of long-term sustainability.

Reviews of best practices in working relationships between donors and recipients have underscored the importance of the relationship bringing added value to an endeavour. Added value may be in the form of achieving more or better results or achieving results more quickly and efficiently, through working together. Twinning is a special type of partnership. It is similar to other partnerships however, when twinings are between a wealthier partner and a less wealthy partner, and when twinings are cross-cultural in context, many of the principles and practices of power-sharing, collaboration, co-management, and transformative learning can apply.

The United Nations recognized the importance of volunteerism when it declared 2001 the International Year of the Volunteer. Various countries are recognizing the importance of a strong voluntary sector in strengthening citizenship and participatory democracy through memoranda of understanding and government funding initiatives. The use of volunteers to support capacity building can be an effective and cost-efficient method. Such use can be a win-win situation for the volunteer himself or herself, for the organization that the volunteer supports and if the volunteer is employed, for the volunteer's home organization.

Over the years, researchers and practitioners in extension, diffusion of innovations, communications, adult education, partnerships and volunteerism have identified conditions

that encourage the transfer and application of knowledge. Many of the findings are common among the research and experience of the different disciplines. These include a common vision and values; local ownership and leadership; equality between parties; a long term focus; good process; flexibility; an iterative and client-centred approach; appropriate methods with an emphasis on personal contact; and real progress in terms of demonstrable change.

Capacity development is both a means to an end and an end in itself. In capacity development the components targeted at strengthening vary in accordance with the needs of the individual or entity. The components to be strengthened may be attitudes, values, skills, systems, competencies, practices, processes, rules, linkages, and relationships. An examination of the twinning project revealed many examples of application of the practices that all of the disciplines have identified as supportive of capacity development.

## **CHAPTER EIGHT**

### **MEASUREMENT OF CAPACITY DEVELOPMENT IN GOVERNANCE**



## CHAPTER 8

### MEASUREMENT OF CAPACITY DEVELOPMENT IN GOVERNANCE

#### 8.1 INTRODUCTION

Measuring capacity development is part of performance measurement. It must be tailored to the sector and used to measure those things that are relevant to the purpose and critical to the performance of the sector. With respect to strengthening governance in the public sector, Olowu (2002: pp. 345-353) has identified institution building, technological adequacy, and human resources as the aspects of governance that must be strengthened if strong, strategic, effective and democratic states are to be built. The United Nations has elaborated on strengthening governance in one of its reports as follows (United Nations: 2001: p. 13):

*“For many developing countries and countries in transition, there can be little doubt that weakness, instability, and lack of credibility of basic institutions continues to be a hurdle and formidable challenge which they must face ... One size does not fit all ... One of the major lessons of the past two decades ... is the danger of hastily designed and brusquely implemented reforms which undermine the strength of existing institutions before any new structures are put in place ... Institutional reforms must be home-grown, demand and government-driven, carefully thought out and mutually consistent ... Building domestic capacity to make effective choices in policy is the task of capacity building which governments must undertake with support from the international community.”*

This chapter examines the principles that underpin measuring capacity development including the principles of accountability and performance measurement. It then benchmarks the Twinning Project’s performance against the principles and identifies challenges and ways of incorporating improvements.

## 8.1 ACCOUNTABILITY

Aucoin and Heintzman (2000: pp. 45 -55) have identified several purposes of accountability, changes that influence how accountabilities are exercised, and implications for implementing changes. They have suggested the following purposes of accountability:

- ***Control*** – To prevent abuse and misuse of public authority.
- ***Assurance*** – To assure the public that their values guide the use of public resources, that resources are being used for the purposes intended and that the rules are being followed.
- ***Continuous Improvement*** – To encourage and promote learning so that governance and public administration and management will be strengthened.

With respect to the changes that influence how accountabilities are exercised the authors have found there is:

- Increased devolution of specific aspects of public management;
- A greater degree of shared governance and collaborative management (including partnerships); and
- A shift to measuring performance on the basis of results achieved rather than inputs provided and activities undertaken.

The authors have also found that when these changes are implemented, accountability is affected in the following ways:

- Delegated authority, professional or managerial judgment, a focus on results, enhanced transparency, and risk management replace command and control systems supported by strict rules and procedures;
- Those who review performance must be able to evaluate the substantive aspects of performance not just compliance with deadlines, formats, and key strokes;



- All critical dimensions of performance must be considered in the assessment of performance and accountability; and
- Environmental scanning, benchmarking, linking reporting to strategic plans, and program reviews are procedures used to strengthen planning, policy development, and program delivery.

Thomas (2000: pp. 1 -12) frames accountability in the context of answerability. He believes that accountability has the following components:

- The assignment or negotiation of responsibility to a party or parties, including a mandate, authority and resources;
- An obligation by the responsible party or parties to answer to the authorizing authority for the performance of assigned responsibilities;
- An obligation on the part of the authorizing authority to monitor performance and to provide guidance; and
- The bestowal of *rewards* and *punishments* to reflect the success or deficiencies in performance.

Romzek's study of public sector accountability in an era of reform has revealed a number of important insights including the following (2000: pp. 21 – 44):

- Public servants have multiple accountabilities, some within the organization and some from outside of the organization;
- Accountability relationships fall into four types: hierarchal, legal, political and professional. Each of the four types of accountability can be present within an organization. In most cases only one or two types are dominant. There can be shifts in the priority that one type of accountability exerts at different times. Accountability expectations can conflict. The expectation under one type of accountability can be opposite to those under a different type. As well, one type of accountability can trigger another type of accountability;

- As public sector organizations seek to improve their efficiency and eliminate slow and cumbersome processes, they have undertaken different approaches to public administration. One of these is greater use of non-profit organizations and the private sector for service delivery. Recent changes in approaches to public administration have created a shift from a hierarchal type of accountability that relies on rules and process requirements to flexibility, discretion, entrepreneurship, empowerment and customer service. Accompanying this change is a shift to accountability for results and the use of performance indicators to measure progress; and
- Realignment must occur within the organization to support new approaches. Work must be aligned with the organization's goals and behaviours. Administrative processes and evaluation methods must also be aligned to fit new approaches.

The wisdom of the authors cited here provides the foundation for understanding accountability in public administration. Of particular significance are the additional insights related to accountability when partners from outside a specific government or specific government organization are part of the accountability equation.

### **8.2.1 Accountability within Networks and Partnerships**

More collaborative work arrangements, such as partnerships, require different approaches to shared governance and accountability. For collaborative arrangements to work, the Office of the Auditor General of Canada has identified several requirements that it believes must be met including the following (Barrados, Mayne and Wileman 2000: pp. 496-511):

- ***Results*** – Reporting of only significant results, namely what has been achieved and if appropriate, what has not been achieved.
- ***Roles and Responsibilities*** – Roles and responsibilities must be clarified, clearly understood by all parties and confirmed in agreements.

- ***Performance Expectations and Objectives*** – All parties must agree to the work to be done, the standards to be met and the resources to be allocated. This must be documented in an agreement.
- ***Protection of the Public Interest*** – The objectives must be in the public interest. Public service values must be protected. Controls to ensure appropriate use of public funds must be in place.
- ***Transparency***- Transparency includes access to information that provides clear explanations of the roles and responsibilities of all of the parties; written agreements that set out in detail expectations, requirements, commitments and obligations; and progress reports.
- ***Adequate Accountability***- Effective accountability practice entails clearly defined roles and responsibilities of all of the parties; credible reporting of performance; and assessment of accomplishments including lessons learned and adjustments required.

Other measures that the Office of the Auditor General has identified to enhance accountability in collaborative relationships include (1999: p. 239):

- Performance expectations that are balanced with capabilities;
- Well defined management structure;
- Appropriate monitoring regime;
- Partner dispute resolution mechanism;
- Specific evaluation provisions;
- Procedures to deal with non-performance;
- Appropriate audit regimes;
- Public access to information;
- Citizen complaint and redress mechanisms;
- Public consultation/feedback mechanisms; and
- Policies to promote pertinent public sector values.

Acar and Robinson (2004: pp. 332 – 334) have examined accountability challenges and difficulties experienced by members of networks and partnerships and potential ways of addressing them. Challenges they have found include the following:

- ***Lack of a Well-Defined Administrative Hierarchy through which to Determine and Control Activities of Members*** – Managers often do not have the formal authority to control or influence the behaviour of those upon whom they are depending for performance. As well cultures of the different member organizations may be different.
- ***Asymmetrical Power Relationships among Partners*** - When members do not have the same power to influence decisions concerning policies, processes and accountability requirements, the endeavour may change for the weaker member from a collaborative one to a liability.
- ***Unequal Significance of the Purpose of the Endeavour to all Members*** - While all members may have an interest in the work to be done, some may have more of a vested interest than others. The degree of interest may affect the degree of commitment to the work and its results as well as to accountability expectations, requirements, and processes.
- ***Participation is Usually Voluntary*** – Policies and processes cannot be mandated in voluntary relationships.
- ***Differences in Goals and Objectives*** – Partnerships and networks develop in response to need identified by different sectors of society and individuals and groups within the various sectors. Those who have contributed to identifying the needs often have different values and expectations. Developing an accountability system to fit all of the interests can be difficult.
- ***Relationships may be Temporary*** – When relationships are short term, it is difficult to apply accountability methods used in stable, permanent organizations.

- ***The Dynamic Nature of Participation*** – Members may join at different times and leave over the course of the initiative. This pattern of participation makes it difficult to hold members accountable.
- ***Nature of Collaborative Work*** - To work collaboratively requires time. Expecting results too soon can be unrealistic. Limiting one's expectations to only results defined on the basis of program objectives can overlook other beneficial results for the members and their communities.

The authors were able to identify several specific difficulties experienced by members of networks and partnerships (2004: pp. 335 – 340). These difficulties included:

- ***Difficulties in Availability of and Access to Information*** - With respect to accountability, members found they did not have the personnel required to document and monitor activities and to collect, analyze and evaluate relevant information. They did not have the financial resources to gather and analyze the information and did not have the resources to put in place a database for this purpose. Depending on the sources of the information, timely, regular and adequate information was not always possible. In addition, it was often difficult to apply the information to results when the desired results addressed multiple issues and disaggregating specific contributions was required.
- ***Differences in Meanings*** – Each set of members is accustomed to the opportunities and constraints within their own context, however these may be different from one organization to another. Philosophies, including one's philosophy of partnerships and networks may also be different. Terminology may have different meanings as well.
- ***Frequent Changes*** – Changes that may disrupt working relationships and progress include staff turnover, changes in resources available, and changes in the operating environment.

- ***Reliability Uncertainties*** – Partnerships often rely on voluntary contributions from their members or others. If people do not volunteer or members do not provide resources, the partnership flounders and loses credibility.
- ***Training*** – Members found the primary difficulty regarding training was too little time to do it.
- ***Assigning Credit*** – Assigning credit to a partnership for its contribution to achieving larger goals usually presents itself as taking too much credit. Members felt it was important to keep in mind that efforts from many sources contributed to the final results.
- ***Lack of Formal Authority*** – When one does not have formal authority, it is difficult to hold others accountable.
- ***Lack of Support from Top Management*** – Partnerships that are not supported by top management of all of the members, struggle to move forward.

As a result of their findings regarding challenges and difficulties, Acar and Robinson proposed the following solutions (2004: pp. 335 – 340):

- Partnerships must be provided with adequate personnel and financial resources to meet accountability requirements.
- Development of relationships, establishment of good communications and provision of support and incentives are mechanisms that might be considered to overcome constraints related to organizations operating in different contexts.
- Where the impact or outcomes of partnerships are too difficult or costly to measure or disaggregate, focus on developing appropriate processes and procedures.
- It is essential to recognize that in collaborative work results are jointly shared and credit cannot be assigned to individual members.

- Senior officials within each organization that is a member of a partnership must recognize the challenges that will arise from different sectors, organizations and people working together and establish mechanisms for dialogue that will foster a better understanding of differences and opportunities to address them.
- Ensure that accountability is a continuous, dynamic process so that staff turnovers, fluctuations in the availability of volunteers and changes in expectations can be accommodated.
- Combine both formal and informal mechanisms of accountability to assist in overcoming the limitations of exercising accountability without authority. This involves building respectful, trusting effective personal relationships.

Thomas (2000: pp. 1 -12) has also identified several conditions that lead to shared leadership and collaboration including the following:

- Greater openness of governments to outside influences and greater interdependence among issues;
- More emphasis on horizontality and co-ordination, both at the policy and administrative levels;
- Better educated, knowledgeable workers who are less deferential to authority;
- Less reliance on authority and hierarchy and greater emphasis on decentralization and empowerment; and
- An increased co-ordination challenge due to fragmentation arising from decentralization, contracting out, partnerships and other changes.

### **8.2.2 The Impact of Stronger Accountability Requirements on Organizations of Civil Society**

Phillips and Levasseur (2004: pp. 451-474) undertook a review of accountability issues that arise between government and civil society organizations. Their review examined the changing context of governance in Canada, and its impact on community-based and non-

government organizations. The highlights of their findings and conclusions are presented below.

#### **8.2.2.1 Existing Accountability Relationships**

More and more governments are moving services to the private and civil society sectors. Executing agencies, non-government organizations, and community-based organizations fall into the civil society sector. Governments are also moving towards horizontal governance that depends on collaboration with a variety of organizations that are external to government. As a result of this trend, the following changes are occurring:

- Funding is moving from unconditional grants for operations to project-based funding governed by government-controlled contract-like contribution agreements;
- The accountability regime is focused on government control, particularly ensuring that all the rules regarding financial accountability are adhered to;
- The application process is lengthy. It begins with completion of an application form and provision of background information about the organization and its staff;
- A detailed proposal that describes the activities, scheduling, deliverables and anticipated results needs to be prepared. Several reviews by officials at different levels of the organization then are required;
- Monitoring procedures are also extensive. Organizations usually have to submit quarterly financial cash flows; and
- Monitoring in larger projects includes site visits, inspection of records, measurement of outcomes and financial and program audits. Funding for the next quarter is withheld until all monitoring requirements are met.

The Twinning Project fell within the changes being introduced as a result of the trend to enhanced accountability.



### **8.2.2.2 The Impact of New Accountability Relationships on Non – Profit Organizations**

Generally civil society organizations appreciate the movement to strengthened accountability because of the positive effects respecting improved control, greater transparency and better governance. However, these organizations do not believe the changes have resulted in better accountability. The negative impacts they have reported include the following (Phillips and Levasseur 2004: pp. 451-474):

- The time and resources needed to prepare, negotiate, manage and report has increased substantially. This is a major hardship for small organizations that do not have the personnel or skills to undertake these activities. As well, time is diverted from providing services to clients to meeting the requirements of the government;
- There is little provision for multi-year funding. To continue the same work requires an annual application, another justification of the need and competition for resources. As each funding approval is treated as a new project, a history of joint work may not be considered and a long-term relationship is therefore difficult to establish and maintain. Organizations may be asked to rewrite and resubmit their proposals several times. The government may also require organizations to make in-kind contributions in the form of rent, basic operating expenses and time of senior staff;
- After projects have been funded, the government attempts to micromanage the organization and its work. Organizations are not allowed to charge a flat percent for an administration fee but must calculate separately the costs of every administrative expense. Reports can be scrutinized to the last kilometer and pencil;
- Organizations are becoming more conservative, more cautious and more reactive. They attempt to package proposals in ways that deliver results within one-year time frames. Innovation, risk-taking, creativity and shared learning are being lost;

- The time frames for obtaining approvals are lengthy. When approvals are received, there is no recognition of costs incurred by the organization because of the delays, and the government may still expect the organization to meet the milestones within the original schedule. Some staff may have to spend time updating proposals as the information becomes obsolete and some staff may have to be released.
- If the delays are lengthy and services need to be cut back, the credibility of the organization suffers;
- When funding from non-government sources is used to cover costs and prevent service reductions, philanthropy money is being used to subsidize public services.
- If there is no provision to extend deadlines, employees have to work harder to catch up leaving them burned out at the end of the project.
- There are difficulties in attracting and retaining qualified staff to work in unpredictable situations;
- The government's program officers have had to reprioritize their time to monitoring and auditing and reduce the amount of time they spend providing advice, working with the organization's staff to improve the project, and nurturing new ideas.
- There is a high turnover rate among program officers which contributes to lack of corporate memory and continuity between the government and the organizations; and
- Organizations, particularly those in preventative services, are finding the requirement to obtain measurable results in a one-year time frame unrealistic and impossible.

The findings of Phillips and Levasseur corroborate the research undertaken by the Canadian Council on Social Development (2003: [www.ccsd.ca/pubs/2003/fin. Index.htm](http://www.ccsd.ca/pubs/2003/fin.Index.htm)). The Council's comprehensive examination of the status of non-government organizations

across Canada found that current government policies and approaches are having the following effects:

- ***Volatility*** – Non-profit organizations spend more and more of their time identifying potential funders, preparing proposals and balancing revenue streams and revenue swings. These organizations cannot plan ahead and have difficulty retaining and recruiting qualified staff. They have difficulty ensuring consistency in program delivery and the quality of programs and services.
- ***Requirement Overload*** – Organizations, particular smaller organizations, spend much of their time managing short-term contracts, short-term hiring, and discharging temporary staff. They also are burdened with providing multiple reports to multiple funders. Each funder has separate requirements, forms and deadlines.
- ***Mission Drift*** – Organizations adapt to fit the funders needs not the mission of their organization. Moving away from their mission moves them away from their reason for existence and the source of their credibility with their constituents.
- ***More Fragile Organizations*** – Project funding threatens the entire security of the organization. If one funder withdraws funding, the single withdrawal may undermine the interlocking web of funding for the organization’s overall budget. This situation is exacerbated if funders do not provide resources for administration or infrastructure and tie their funding to participation by other partners.
- ***Advocacy Chill*** – The advocacy role of non-profit organizations is often regarded as being too risky. There is a fear that if an organization “speaks out” funders may refuse to consider their proposal or discontinue funding.
- ***Human Resource Fatigue*** – Paid staff and volunteers stretch themselves to the limit to be faithful to the organization’s mission while accommodating funders’ new requirements. Burnout is becoming a major problem.

Phillips and Levasseur point out that the consequences for democracy are serious if the issues that they have identified are ignored. They have identified the following potential consequences (2003: pp.149 -156):

- The destabilization of the role that non-profit organizations play in building social capital, connecting communities, delivering services and speaking for the vulnerable;
- The blurring of the traditional roles of the public, private and civil society sectors in such a way that non-profit organizations are being transformed into a service arm of the state;
- The loss of the character and autonomy of non-profit organizations through the imbalance of power and financial control;
- The erosion of organizational responsiveness to community needs as a result of targeted funding and increased controls on program content and decision-making;
- The discouragement of activities, including advocacy and community outreach, that are not directly related to the goals of the funder; and
- The migration of non-profit organizations to profit - oriented organizations as a result of the strictness with which the market models of funding, governance and accountability are applied by government funders.

As noted in chapter five, the Twinning Project, which bridged between an executing agency of civil society, provincial governments, and national governments, experienced some of the same problems identified by Phillips and Levasseur and the Canadian Council on Social Development. The problems of enhanced accountability are important not only because of the inefficiencies and difficulties involved, but more importantly because of the implications for democracy. Of particular relevance is the importance of the strengths and weaknesses of accountability models in projects that are to build capacity in good governance. If the end result is making organizations of civil society extensions of government, democracy has been undermined, not strengthened.

### **8.2.2.3 Opportunities for Improvements in Accountability Relationships with Non – Profit Organizations**

Non-profit organizations believe that it is essential for government to work with them to make the contracting process work effectively both as a means of service delivery and relationship building (Canadian Council on Social Development 2003: [www.ccsd.ca/pubs/2003/fm.index.htm](http://www.ccsd.ca/pubs/2003/fm.index.htm)). Canadian Voluntary Sector Initiative [www.vsi-isbc.ca/eng/relationship/](http://www.vsi-isbc.ca/eng/relationship/); Premier's Voluntary Sector Initiative. 2003 [www.cyr.gov.sk.ca/voluntary\\_initiative\\_.html](http://www.cyr.gov.sk.ca/voluntary_initiative_.html)).

They have suggested the following ways of improving the current situation:

- Provide multi-year funding and sustained funding;
- Relate the application requirements and accountability requirements to the degree of risk involved in a project or the size of its budget;
- Recognize the track record of organizations with a long and positive history with the government;
- Train program officers and promote greater stability in their positions to prevent the high staff turnover;
- Develop a better dialogue between government and the organizations so that there is a better understanding of the issues by both parties;
- Support more investment in technology to assist organizations meet the tracking requirements; and
- Clarify government funding priorities so that organizations do not spend time developing proposals for projects that will not be funded.

As a result of their findings and the findings of others, Phillips and Levasseur have concluded (2004: pp. 451-474):

- The key to horizontal governance lies in redefining government's relationships with organizations that are external to government and developing appropriate mechanisms for sustaining constructive relationships with them;

- Collaboration is central to horizontal governance and any relationships between government and organizations of civil society;
- A new model of governance must find a balance between the exercise of appropriate controls when public money is spent on public services through civil society organizations and the establishment of ongoing, positive relationships with these organizations.

### **8.2.3 The Auditor General of Canada's Directive to CIDA**

In October 2000 the Auditor General of Canada (2000: pp. 14-1 to 14-35) tabled a report with the House of Commons, one chapter of which assessed the Canadian International Development Agency's (CIDA's) performance regarding the managing of contracts and agreements. This report contained the findings of an audit undertaken to determine whether CIDA's contracting/ contribution processes respect Government Contracts Regulations, Treasury Board guidelines and its own policies; whether they are fair and transparent; and whether they meet operational requirements and development needs.

Some of the concerns arising out of the audit were:

- Projects had unclear or unrealistic expectations of what was to be achieved;
- Projects that were behind schedule did not have a sound analysis of how the time would be made up;
- Provisions for sustainability were not included in contracts and contribution agreements. The following sustainability criteria should have been included:
  - Stakeholder ownership of activities;
  - Commitment of sufficient resources to maintain benefits achieved through the project;
  - Sufficient institutional capacity;
  - Ongoing relevance to maintain the benefits achieved through the project; and
  - Indications that the national and international environment are conducive to maintaining the project benefits;

- Progress reports from projects are often received late and it may take a few iterations to satisfy CIDA project officers;
- CIDA 's expectations regarding reporting requirements are often not clearly provided to executing agencies; and
- Outcomes were difficult to measure often due to a lack of baseline data.

As a result of the findings in this audit, the Auditor General recommended several changes, one of which was the requirement that CIDA apply results based management to all of its development programs. In the recommendations, the Auditor General stated the following (2000: pp. 14-25):

- Expectations for results need to be clear and realistic;
- The capacity of the host country partner needs to be properly assessed;
- The sustainability of project benefits needs to be addressed in agreements where appropriate;
- Agreements need to be tendered competitively where applicable;
- Assumptions critical to a project's success need to be managed; and
- Operational issues such as staff turnover and progress reporting need to be dealt with smoothly.

The website of the Treasury Board of Canada contains a document, "The Managing for Results Self-Assessment Tool" ([www.tbs-sct.gc.ca/rma/account/transmod/tm01\\_e.asp](http://www.tbs-sct.gc.ca/rma/account/transmod/tm01_e.asp)) in which the Auditor General and the Secretary of Treasury Board reiterate the importance of focusing on results. They also acknowledge that public servants need tools that provide practical guidance in managing for results and have developed the self-assessment tool in response to this need.

### **8.3 PERFORMANCE MANAGEMENT**

Performance management is closely related to accountability. Performance management can be defined as "a method of regularly assessing progress towards stated objectives" (Department of Finance. 2004: [www.gov.sk.ca/finance/accountability/default.htm](http://www.gov.sk.ca/finance/accountability/default.htm)). Performance management includes the measurement of performance, the use of

information gained from this measurement in decision-making, and the use of the information by government and others outside government for accountability purposes.

### **8.3.1 The Relationship between Performance Management and Good Public Service**

Wye (2002: p. 4) stresses the relationship between performance and public service as the single most important lesson in government to have emerged in the 1990s. He believes that career public servants want to provide the best service that they can and continuous improvement through performance measurement is a way to fulfil the vision of excellence in public service. The basis for performance improvement is information and Wye lists a number of ways information gained from performance management activities can be used, including the following (2002: p. 49):

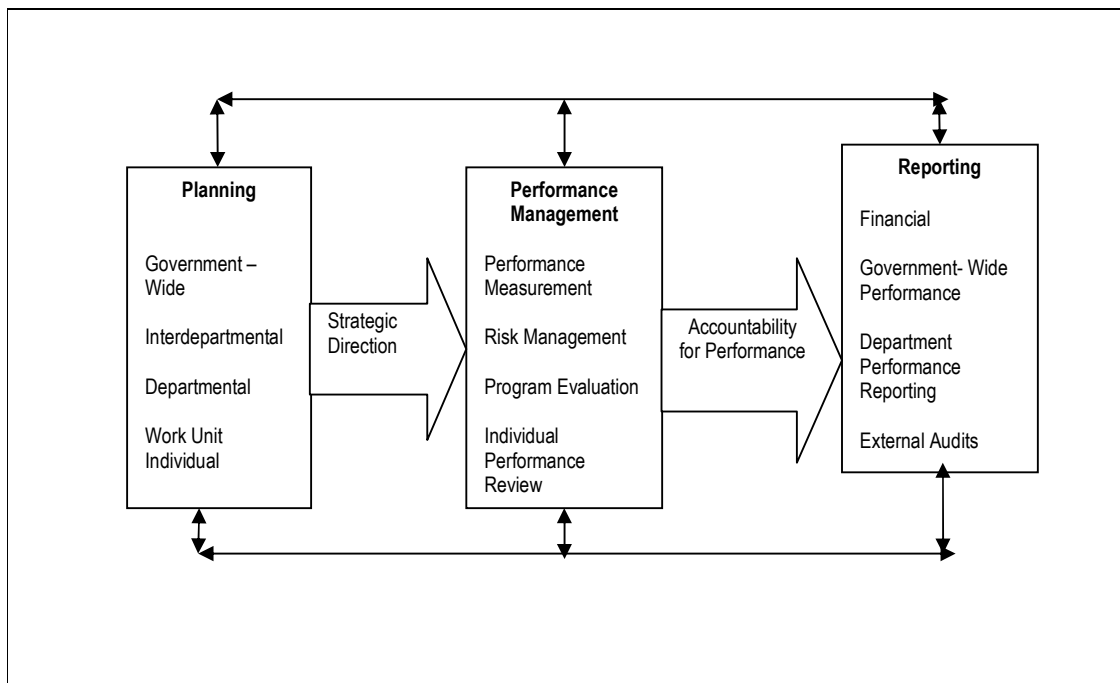
- To improve public service;
- To improve service quality;
- To improve management performance;
- To support budget requests and make budget decisions;
- To provide incentives;
- To assess/evaluate programs and design program changes;
- To conduct research;
- To communicate to elected office holders, parliament, citizens and stakeholders;
- To build accountability;
- To support public dialogue about priorities;
- To clarify program and policy purposes;
- To reward good performance;
- To identify best practices;
- To seek continuous improvement;
- To support economies of scale and type;
- To streamline intergovernmental service delivery;
- To avoid overlap and duplication; and
- To co-ordinate similar programs across agencies.



### 8.3.2 The Relationship between Performance Management and Strategic Planning

Performance management begins with a strategic planning process that identifies the organization's vision, goals and objectives. A performance management framework has several components, three of which are planning, performance management and reporting. An example of these components and their interrelationships is shown in the diagram of the Government of Saskatchewan's Accountability Framework in Figure 12 (Department of Finance, 2004: [www.gov.sk.ca/finance/account-ability/default.htm](http://www.gov.sk.ca/finance/account-ability/default.htm)), below.

**Figure 12 Government of Saskatchewan's Accountability Framework**



Source: Department of Finance, 2004: [www.gov.sk.ca/finance/account-ability/default.htm](http://www.gov.sk.ca/finance/account-ability/default.htm).

From the diagram in Figure 12 it can be seen that:

- Planning occurs at five levels – government-wide, interdepartmental, departmental, work unit, and individual;
- Performance management includes an assessment of the risks that might prevent an organization from achieving its objectives as well as more in-depth program evaluation to determine program efficiency and effectiveness;
- Individual performance review is part of performance management; and

- Reporting includes both financial and performance reporting. It occurs government-wide and at departmental levels. In addition performance is also examined by external audits. Performance reporting compares results achieved to the original targets. Information obtained in the comparison provides information regarding progress, continuous improvement and feedback for future planning.

Performance management can clarify organizational goals and directions. It can also clarify linkages between strategic and operational plans, strengthen political and administrative accountability and strengthen public confidence in the use of public funds. However, performance management is not an exact science and requires much common sense and sound judgement. Thomas has identified some of the practical and political lessons that accompany the use of performance management including the following (2000: pp. 1 -12):

- Treat accountability as a process to be continuously monitored and refined as new information becomes available and circumstances change. It is not a problem to be resolved once and for all.
- The public does not see accountability as only in the light of legality of actions. The public also considers the professional, ethical, and moral aspects and whether public servants were or were not trying to do the right things for the right reasons.
- Both accountability and performance are subjective, multi-dimensional and dynamic concepts. They are value-laden and political. The idea of a completely objective approach to the measurement of accountability is unrealistic and undesirable.
- Performance measures rarely explain unequivocally the reasons that certain results did or did not occur. The dynamics of the situation will determine whether it is necessary to seek further information.
- Performance measurement flows into the wider political arena. In this arena attention can be focussed on deficiencies instead of progress.

- Performance measures are means to serve the democratic process not ends in themselves.

### **8.3.3 The Use of Information Gained Through Performance Management**

Fairfax County's (2004: pp. 41 – 50) guidelines for performance measurement emphasize the importance of using the data gathered to improve performance but also caution that performance measurement data is an aid for judgement, not a substitute for it.

Some of the key messages the county includes in its guidelines regarding the use of information are the following:

- When gathering data, keep it focussed, flexible, meaningful and consistent. Collect only the data that is needed and will be used and make sure it is linked to the strategic plan. Collect information from a variety of sources using a variety of methods, including manual methods if appropriate. Choose a few, basic well-aligned measures and make sure that everyone involved understands the meaning of the terms used.
- Plan for collecting different kinds of information for different levels of the organization. At the senior management level, data that enable top management to determine how well organizations are meeting their strategic goals is essential. Program managers are more likely to be interested in unit costs and customer satisfaction. They may also need to track performance in such areas as employee morale, skill capacity and/or deficiencies, and safety. Line supervisors and employees need to monitor operational performance and customer satisfaction.
- The purpose of data analysis is to convert it to performance information and knowledge. This may require trend analysis, determining deviations from the norm or expectations, and aggregating or disaggregating the data to examine certain results and the factors involved.

- Making performance measurement work is as important as establishing good performance measurement indicators and collecting, analyzing and reporting performance information. Managers and employees throughout the organization who understand it and are committed to make it work must support the system. The people within the organization must be accountable for their own role in achieving desired objectives and kept informed of progress.
- There are many uses for performance information including allocation of resources, conducting employee evaluations, and improving processes.

Braff (2003: p.2) emphasizes that when performance management systems are used, open lines of communications between all members of the organization are critically important. Without openness to change and open lines of communication he explains that organizations are unlikely to reach their full potential. When an organization embraces openness, he states that employees are likely to be more innovative, to take measured risks, to be flexible, to solve problems on their own, to embrace a team-based approach, and to take on leadership roles.

#### **8.3.4 Performance Management and Quality Management**

Another aspect of performance management is quality management (2005: [www.mapnp.org/library/quality/quality.htm](http://www.mapnp.org/library/quality/quality.htm)). Quality management is a systematic way of ensuring that all essential activities take place as planned and are carried out efficiently and effectively.

Quality management includes standard measurements such as benchmarks that are capable of comparing one organization's performance to that of another. It may include continuous improvement. Continuous improvement is the process of incrementally improving the quality of an organization's performance and customer satisfaction. Total quality improvement (TQM), a set of management practices throughout an organization, is part of continuous improvement that focuses on meeting or exceeding requirements consistently.

Quality management is based on a number of principles that include the following ([www.ogc.gov.uk/sdtoolkit/ reference/ deliverylifecycle/quality\\_mgmt.html](http://www.ogc.gov.uk/sdtoolkit/reference/deliverylifecycle/quality_mgmt.html)):

- ***Customer Focus*** - Recognition that organizations depend on their customers.
- ***Leadership*** – The organization has a common purpose and direction.
- ***Involvement of People*** - The organization's culture fosters individual participation and that people's abilities are used to the fullest.
- ***Process Approach*** – The essential activities of the organization are identified and managed.
- ***Systematic Approach to Management*** – Processes are well-managed to ensure visible improvements in efficiency and effectiveness.
- ***Continual Improvement*** – Improvement is demonstrated on an ongoing basis as a means of improving the overall performance of the organization.
- ***Factual Approach to Decision-Making*** – Accurate, reliable data and information support decision-making.
- ***Mutual Beneficial Relationships*** – Interdependencies are recognized and mutually beneficial to enhance the ability to create value.

While quality management concepts originated in the private sector, they can also be applied to the public sector. Godfrey describes several examples of applications of quality management principles in government that have resulted in improved service quality and reduced costs (1997: [www.qualitydigest.com/may97/html/ qmanage.html](http://www.qualitydigest.com/may97/html/qmanage.html)). Some of the changes introduced that improve quality that he has identified include flattening organizational structures, simplifying contracting procedures, and establishing partnerships that support the organization's strategic plan.

Strengthening performance management was an area of interest of several of the South African provincial governments participating in the Twinning Project. However, implementing performance management required an understanding of the principles of accountability and how the knowledge gained from the application of this methodology is used to benefit the organization and the public.

#### **8.4 MONITORING AND MEASURING CAPACITY DEVELOPMENT**

Monitoring capacity development is recognized as beneficial for several reasons. These include (Morgan 1999: pp. 1-19):

- Improved project and program design;
- Better management control;
- Better stakeholder management;
- Improved resource allocation;
- Better contract management;
- Improved organizational learning;
- Improved abilities to meet goals;
- Building a shared understanding; and
- Strengthened organizational survival.

Measuring capacity development requires the methodology, competencies, time and resources to identify changes in the capacity of individuals, groups and organizations. Current mechanisms for measuring capacity development include use of a logical framework analysis; outcome mapping and results based management. Tools such as document reviews, self-assessment workshops, interviews, case studies, direct observation, questionnaires and surveys may supplement these mechanisms.

#### 8.4.1 Limitations in Current Mechanisms for Measuring Capacity

Various development specialists have identified weaknesses in the current mechanisms for evaluating capacity building and the need for different and better methodology. Some of the critics' criticisms and their recommendations are the following.

- **Land** (2002:www.capacity.org/14/editorial.htm) – Land points out several weaknesses including the following:
  - *Expectations that are Set Out by Individuals or Groups that are External to the Organization* – The need for knowledge exists within the people who are seeking it. They are able to identify their knowledge gaps and to determine when their knowledge needs have been met.
  - *A Lack of Understanding of the Nature and Complexity of Capacity Development* – Current practices in capacity development focus on capital, technology and knowledge transfer with an emphasis on transfer from a developed country to a developing country. This approach fails to take into account knowledge that exists within the developing country and the complexity of organizations and the environment in which they operate.
  - *Expectations of Results in the Short-Term* – Current approaches too often seek results in the short-term and to achieve these results resort to prescriptive approaches. Rather, what is needed are approaches that accept existing capacity and understand that there will be a time lag between knowledge acquisition and application. Flexible and iterative strategies are needed that acknowledge the importance of process.
  - *Overemphasis on the Donor's Requirements and the Donor's Tools* – Projects' frameworks, schedules, time frames for use of funds, and incentive schemes are usually established by the donors and are usually inappropriate for capacity development. They need to be replaced with flexible approaches that take into consideration the fluid and iterative nature of capacity development.

- *Excessive Documentation Burden* – Each donor and each project has its own reporting framework and requirements. The variety of different approaches and requirements contributes to an onerous workload, particularly for weak organizations.
- **Horton** (1999: [www.capacity.org/2/level3/editorial.htm](http://www.capacity.org/2/level3/editorial.htm)) – Horton’s criticisms also address the limited understanding current approaches have of capacity building. He has the following specific criticisms:
  - *Emphasis on Logical Frameworks and Demonstrating Socio-Economic and Environmental Impact* – Emphasis on results as identified in logical frameworks and being able to provide examples of results in the complex areas of socio-economic and environmental impact shifts the focus away from the purpose of capacity-building, namely away from strengthening learning and decision-making. The emphasis on results also changes the focus from evaluating to auditing.
  - *Emphasis on Detailed Planning and Control of Implementation* – A rigid approach to planning and control can reduce creativity, responsiveness, and reflection. Successful capacity-building, however, depends on flexible management and reflective evaluation.
- **Editor, Capacity.org.** (1999: [www.capacity.org/2/level3/introductory.html](http://www.capacity.org/2/level3/introductory.html).) – This editor’s criticism relates to the imbalance that is created between the donor and the recipient. He believes that it is important to balance the relationship so that recipients can become active participants. To achieve this balance he recommends that recipients lead the evaluation process and that both donor and recipient negotiate the terms of evaluation and jointly consider the results of the evaluation.

#### 8.4.2 Indicators for Measuring Capacity Development

Capacity development requires identifying appropriate indicators. Some indicators are needed to measure capacity building as a discrete element while others measure



governance capacity and others sustainable development. Some focus on process and behaviour while others address product and performance.

#### **8.4.2.1 Process and Behavioural Indicators**

Morgan's discussion of a generic framework for setting indicators for assessing capacity development provides important insights into the various aspects that need to be considered in developing realistic indicators. He has identified the following considerations (1997: pp. iii-v; 1999: pp. 1-19):

- Consider both the needs of the organization and the broader community;
- Understand the complexity of the learning involved and the need for adaptation to occur as well as changes in attitudes to be made. These steps are part of being able to assume new responsibilities and to participate in collaborative problem-solving;
- Being able to see one's contributions as well as those of others' to a common purpose and their interconnections is essential to the design of relevant indicators;
- Provide adequate attention to the three components of capacity-building – process, product, and performance. Adequate attention to process is needed to enhance the sustainability of results, while adequate attention to both process and product is needed to enhance performance;
- Recognize that power, control, risk, uncertainty, social energy, commitment and local ownership are elements that accompany capacity-building;
- Understand that indicators have three purposes:
  - To manage performance at the field level as part of the process of capacity development;
  - To report performance as part of accountability; and
  - To shape contractual relationships.

The first purpose, which is field level performance, is the one which supports local ownership and commitment. The other two purposes supplement this purpose;

- Ensure that capacity development indicators focus on process and behavioural change rather than on “inputs, outputs, outcomes and impacts”. Results in the early stages will not be visible in the form of outputs or outcomes; and
- To avoid making indicators a form of conditionality, ensure that they are designed by those working at the field level.

When Morgan refers to process and behavioural indicators, as he has in the above considerations, he is referring to the following (1997: pp. 30 – 31):

- ***Process Indicators*** – Activities, strategies, methodologies, and interventions used to develop capacity. Process indicators track the growth and development of individuals, groups and organizations. They can be intrusive and risk-laden because they address human performance and the willingness of people to apply knowledge to bring about a change, perhaps a change they do not support or that they perceive as threatening. To be relevant they must be attached to departmental or government missions, to organizational strategies or business plans, or to program or policy goals.
- ***Behavioural Indicators*** - Abilities, skills, understandings, attitudes, values, relationships, knowledge, conditions, structures, systems, and networks that enable individuals, groups, and organizations to achieve their objectives over time.

The examples in Table 34 below elaborate on capacities in the realm of process and behavioural performance (Morgan 1997: pp. 30 -31).

<b>Table 34. Examples of Capacities That May be Developed</b>	
<b>Technical and Organizational</b>	<b>Behavioural and Personal</b>
▪ Policy formulation and decision making	▪ Quality of decisions
▪ Knowledge, technical skills, and awareness that improve organizational performance	▪ New ways of thinking ▪ Determination
▪ Groups or teams that can meet or exceed their objectives within their resources	▪ Outreach ▪ Ability to collaborate
▪ Data, statistics, information and the ability to produce and analyze it	▪ Different awareness ▪ New perceptions
▪ Systems and structures	▪ Ability for self-awareness and critical analysis
▪ Critical mass of supportive stakeholders	▪ Courage and bravery
▪ Access to financial and physical resources and assets	▪ Organizational renewal and ability to adapt
▪ The ability to reach shared understandings, commitments and rules	▪ Motivation and incentives ▪ Attitudes, and values
▪ Level of service delivery	▪ Shared memory of achievements
▪ Strategic planning	▪ A systematic understanding of issues
▪ Financial accountability	▪ Confidence, pride, and self esteem
▪ Service delivery	▪ Solidarity, identity, cohesion
▪ Communication systems	▪ Leadership
▪ Abilities in knowledge management	▪ Social capital
▪ Trained staff	▪ Ability to manage change

Source: Morgan P. 1997: pp. 30 -31

#### 8.4.2.2 Governance Indicators

The relationship between good governance and capacity development is described, as follows, by Land (2002: [www.capcity.org/14/ editorial1.html](http://www.capcity.org/14/editorial1.html)):

*“Good governance i.e. well functioning governing institutions and transparency and accountability mechanisms and processes, provides the foundation for individual, organizational and societal capacities to flourish and the foundation for effective use of development co-operation.”* [www.capcity.org/14/ editorial1.html](http://www.capcity.org/14/editorial1.html).

As can be seen from the examples in Appendices C and E, capacity building efforts used to strengthen governance have often included the following:

- Organizational, administrative and policy reform;
- Decentralization of government;
- Strengthening the judicial system;

- Combating corruption; and
- Helping governments deliver programs and services.

The OECD, a leader in governance and development, has recognized that attaining good governance is a process over time and that the core elements of the policy agenda for strengthening governance are institutional sustainability and capacity building. The OECD considers good governance a measure of quality and performance of any political/administrative system and the stability of a society. It includes in its indicators the following (OECD. 2003: pp. 4 - 5):

- The rules, processes and behaviours by which interests are articulated, resources are managed, and power is exercised in society;
- The way public functions are carried out, public resources are managed and public regulatory powers are exercised; and
- Sound public administration.

The World Bank (2002: p.1) also recognizes the importance of good governance in its programming. The Bank's work provides useful insights into fostering sustainability in governance. A key element of the Bank's strategy is helping clients build the institutions (laws, organizational structures, practices, and norms) to make and implement good policy and deliver services themselves.

The Bank believes it is important to start with what exists on the ground and focus more on the "best fit" rather than always on the "best practices". They are willing to identify initial indicators of progress and to gradually refine them as more knowledge and experience are gained. They recognize that this approach entails a number of challenges including a long-term vision, patience, a willingness to work in partnership, a broad set of analytical and interpersonal skills, and a tolerance for less-readily measurable indicators of success.

CIDA has undertaken a considerable amount of work in the identification and collation of indicators that are being used in capacity-building projects. The examples provided in CIDA's material on results based management identify indicators that may be used to

measure progress in strengthening governance. They include those in the following lists (CIDA. 2000: pp. 87-105).

▪ ***Indicators for Short Term Results*** – These include:

- Number of staff trained in new methodologies and proportion of them using new methodologies (male/female);
- Views of the public about the performance of provincial management (male/female);
- View of citizen groups on the quality of interaction (by group);
- Quality of participation by different population groups in the consultative process (male/female);
- Instances where governments have co-operated, issues have been addressed and results have been achieved;
- Quality of and time taken to complete operational plans;
- Number of participants attending training activities (male/female);
- Competency levels of staff trained via activities provided;
- Proportion of project plans that meet quality standards (adequate background analysis; coherent results logic; feasibility;
- Number and type of citizen groups involved;
- Nature of contacts;
- Cost effectiveness of projects (as assessed by auditing procedures);
- Frequency of public consultations and numbers of the public involved (male/female);
- Change in the techniques and processes used by officials for strategic planning and financial management;
- Effectiveness of financial management and accounting systems;
- Extent to which decision-makers apply new knowledge;
- Extent to which decision-makers refer to available data for decision-making;

- Trainee and stakeholder perception of the usefulness of techniques;
- Receptivity of government to review, rationalize, enact legislation;
- Level and nature of interaction between the spheres of government.

▪ ***Indicators for Medium Term Results*** – These include:

- Level of financial and human resources allocated to the implementation of the operational plan and sectoral strategies;
- Evidence that annual work plans and monitoring activities are being applied by relevant officials;
- Diversity of stakeholder groups represented in public participation processes;
- Nature of public participation (male/female) in strategic and sectoral planning;
- Number and scope of new projects/programs initiated;
- Extent to which new strategies are used by employees;
- Type and nature of collaborative processes implemented;
- Increased confidence and willingness to discuss sensitive issues;
- Policies defined, implemented, monitored;
- Existence of statutes;
- Client satisfaction with government or a specific aspect of government. (male/female).

▪ ***Indicators for Long-Term Results*** – These include:

- Consultative mechanisms that have been created and the extent to which they are used for planning, implementation, and monitoring;
- Extent and quality of stakeholder participation in planning, decision-making and implementation (male/female);
- Instances where citizens
- Quality and number of

- |   |  |
|---|--|
| groups have participated;   | exchanges between partners;  |
| - Extent to which planning and management tools and systems are applied to other areas of responsibility; | - Degree of openness in public procedures including clarity of rules and consistency of application; |
| - Extent to which citizens have access to government information (male/female);                           | - Views of the public about the performance of provincial management (male/female);                  |
| - Visible evidence in the form of co-operative mechanisms;  | - Changes in attitudes and practices.  |

#### 8.4.2.3 Sustainability Indicators

Both the South African National Government (Bakane-Tuoane 2002: Power Point Presentation) and CIDA ([www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)) place a high priority on sustainability. In its resource materials CIDA states (2001: p. 33):

*“In the CIDA project context, sustainability usually refers to sustaining project/program outcomes. The basic objective for sustainability is to ‘institutionalize’ the project/program outcomes in partner organizations before the end of CIDA funding. This institutionalization happens when local partners make the changes identified in the Logical Framework Analysis and the result becomes part of their organization. This means permanent changes in institutional knowledge, processes, systems, performance and resource usage as predicted at the outset of the project/program.”*

CIDA has used the indicators of relevance, effectiveness and efficiency to measure some of its projects’ contributions to sustainable development. CIDA applies the following meanings to these terms (Lavender, A. 2004: pp. 7-12; CIDA. 1999: AII -2):

- **Relevance** – Relevance is characterized by alignment with the needs and priorities of the partners and the donor’s policies, priorities and programs.

- **Effectiveness** – Effectiveness includes achievement of results, development of capacity, establishment of partnerships, sustainability, equality, and collaboration.
- **Efficiency** - Efficiency includes management of the preparation and implementation of the project.

#### 8.4.2.4 Gender Equality Indicators

Countries the world over, including South Africa and Canada, are striving to attain gender equality. Some of the key terms, concepts, principles and questions that must be understood in any discussion of this issue are defined in the Saskatchewan Government's *Gender-Inclusive Analysis: A Guide for Policy Analysts, Researchers, Program Managers, and Decision-Makers* (1998: pp.5-34). CIDA has provided various guidelines for assessing the incorporation of gender equality into projects and programs. The following examples of indicators are drawn from its *Handbook on Developing Results Chains* (2000: pp. 63-105).

- **Indicators for Short Term Results** – These include:
  - Level of understanding of the mandate of the Office of the Status of Women or similar office by line departments;
  - Extent to which gender analysis is incorporated into other types of analysis e.g. statistical analysis;
  - Existence of monitoring mechanisms/checklists for mainstreaming gender equality;
  - Number of programs adopted by departments following up the national action plan;
  - Degree to which gender equity concerns are identified as a priority in development plans;
  - Extent to which gender analysis is incorporated into policy formulation;
  - Number of women involved in planning and decision-making;
  - Level of technology transfer and number of jobs created by gender; and



- Per cent of the population that have basic knowledge about women's rights (male/female).
- ***Indicators for Medium Term Results*** – These include:
  - Perception of the office of the Status of Women by line departments and civil society with respect to credibility and respect;
  - Number of initiatives launched or supported by the Office of the Status of Women or similar office;
  - Extent to which gender analysis is incorporated into policy formulation;
  - Degree to which gender equity concerns are priority action areas;
  - Quality and frequency of reporting on gender issues;
  - Number and quality of meetings between civil society and government;
  - Degree to which women carry greater leadership roles in all spheres of government and civil society; and
  - Degree to which women feel empowered.
- ***Indicators for Long-Term Results*** – These include:
  - Changes in the wage gap between women and men reduced;
  - Number of employed and socio-economic status changed by gender;
  - Level of economic, political, and social transparency;
  - The number of women in senior management positions;
  - Quality and number of policies, laws, initiatives seeking to improve women's situation and to reduce disparities;
  - Degree of influence by and participation of women in social, economic, legal and political spheres; and
  - Degree to which women have increased access to and control over the benefits of development.

A *Gender Toolbox for Measuring Progress in Strengthening Gender Equality* was developed at a workshop of Canadian Executing Agencies held in Pretoria in October 2001, attended by the Twinning Project's project manager.

Participants identified the following indicators of strengthened gender equality (2001: pp. 1 – 4).

- A gender balance or a critical mass of women and men exists on the Project Steering Committee;
- The relevant sex disaggregated data (quantitative and qualitative) that the project needs is identified;
- A gender audit in the early stages provides a preliminary scan of the existing gender commitment, opportunities, barriers and resources;
- A gender equality planning and reporting framework is developed which includes gender-specific results statements and related indicators;
- A gender strategy is created for the project that includes tactics for engaging partners in gender equality initiatives and designates a person to oversee its implementation;
- Data collectors and analysts of surveys, needs assessments, and research processes receive a gender orientation;
- There is a gender balance of project staff and consultants;
- Efforts are made to achieve a gender balance in trainers and trainees;
- All consultants hired are screened for gender sensitivity and, where applicable, for skill in performing gender analysis;
- All terms of reference and job descriptions include responsibilities for advancing gender;
- Baseline surveys, needs assessments and research tools are all designed to gather pertinent sex-disaggregated, quantitative and qualitative data;
- All project materials make gender equality explicit and feature the use of gender-inclusive content, language, graphics/photos;
- Data collection is strategically mainstreamed throughout project activities;
- There is a gender balance of data collectors;
- Gender analysis training and resources have been provided;
- Gender is on the agenda of each Project Steering Committee meeting;
- Project teams and partner groups have organizational cultures that advance gender and racial equality and accommodate diversity and employees living with HIV/AIDS;

- There is visible recognition of the efforts made by gender champions and the gender equality successes achieved by the project;
- Gender analysis is used routinely in planning and implementing the project;
- All training materials are put through a gender, race and cultural lens;
- Explicit mechanisms are in place to ensure women are full partners in decision-making at all levels of the project;
- Gender sensitization and skills in gender analysis are being built among project and partner teams;
- Resources of the Office of the Status of Women and the Commission for Women's Equality are accessed;
- There is collaboration with the OSW; and relevant gender focal point(s) are included in project activities;
- Annual work plans explicitly outline how gender equality is being advanced in activities;
- The project team shares gender lessons learned with others;
- Sex-disaggregated data and gender lessons learned are captured in CIDA reports and in case studies; and
- The project team and key partners are aware of the RSA and CIDA gender equality policies and expectations.

## **8.5 RESULTS BASED MANAGEMENT (RBM)**

Results based management is a methodology for measurement of performance. This section describes the results based management model that is used by CIDA and that CIDA requires all projects that it funds to use.

The agency's definition of results based management is as follows (1999:3):

*"...a means to improve management effectiveness and accountability by involving key stakeholders in defining realistic, expected results, assessing risk, monitoring progress towards the achievement of expected results, integrating lessons learned into management decisions and reporting on performance."*

CIDA's resource materials on results based management identify the following reasons for using a results-based approach to performance measurement (2000: pp. 1-14):

- To comply with the requirement to provide the Parliament of Canada and the Canadian public with long-term information on commitments, spending, and performance accomplishments;
- To identify and report on results achieved;
- To assist in planning, implementation and evaluation of phases of programs and projects;
- To assist in the preparation of a program or project proposals;
- To assist in the continuous monitoring and if necessary readjustment of program or project directions; and
- To encourage continuous learning.

Results based management assumes that each project has a life cycle and an annual cycle and that several components are integrated into these cycles (1999: pp.1-22). The cycle consists of the following four stages:

- Design work and planning,
- Adjustment,
- Annual performance appraisal, and
- Continuous performance monitoring.

Upon completion of continuous performance monitoring, the cycle begins again. The components of the cycle include the following:

- Stakeholder participation;
- Defining expected results;
- Identifying assumptions and risks;
- Selecting performance indicators;
- Collecting performance information; and
- Performance reporting.

## 8.5.1 Terms and Definitions Used in Results Based Management

CIDA's (2000: p.10) definition of a result is "*a describable or measurable change in state that is derived from a cause and effect relationship*". A series of short term and medium term results should together contribute to a long-term result. In the projects and programs CIDA funds, developmental results are expected. Development results are identifiable changes in human development. These results should take into consideration the project's contribution towards poverty reduction, gender equality, and the environment.

Terms used in the use of results based management that must be understood if the measurement mechanism is to be applied are listed in Table 35, below (CIDA. 2000:1-14; Treasury Board of Canada Secretariat. 2004: [www.tbs-sct.gc.ca/rma/account/transmod/tm03\\_e.asp](http://www.tbs-sct.gc.ca/rma/account/transmod/tm03_e.asp); CIDA. 1999:1-23).

<b>Table 35. Key Terms and Definitions Used in Results Based Management</b>
<i>Activity</i> – An operation or work process internal to an organization, intended to produce specific outputs (e.g. products or services). Activities are the primary link in the chain through which outcomes are achieved.
<i>Input</i> – Resources used to carry out activities, produce outputs and/or accomplish results.
<i>Logic Model</i> – An illustration of the results chain or how the activities of a policy, program or initiative are expected to lead to the achievement of the final outcomes, usually displayed as a flow chart.
<i>Impact</i> – Developmental results arising out of a combination of results and achieved in the long term.
<i>Outcome</i> – An external consequence attributed to an organization, policy, program or initiative, and delivered to a target group or population. An outcome is an intermediate stage towards a long-term development goal. They are medium term results and should be achievable within the lifetime of the project and are linked to project objectives.
<i>Output</i> – Direct products or services stemming from the activities of a policy, program or initiative, and delivered to a target group or population. Outputs are short-term developmental results that flow from a set of activities.
<i>Performance Measure</i> – An indicator that provides information (either qualitative or quantitative) on the extent to which a policy, program, or initiative is achieving outcomes.
<i>Planned Results (Targets)</i> – Clear and concise statements of results (including outputs and outcomes) to be achieved within the time frame of parliamentary and departmental planning and reporting (1-3 years), against which actual results can be compared.
<i>Operational Results</i> – results related to the administration and management of resources that are aimed at achieving developmental results and that determine the efficiency and effectiveness of CIDA as an organization.
<i>Developmental Results</i> – actual changes in human development.
<i>Resources</i> – human, organizational, intellectual, and physical/material inputs that are directly or indirectly invested by an organization.
<i>Reach</i> – breadth and depth of influence over which an organization wishes to spread its resources.

Source: CIDA. 2000:1-14; CIDA. 1999:1-23

## **8.5.2 Implementing Results Based Management**

The results based management approach used by CIDA is based on the following specific implementation principles and expectations (CIDA. 2000: pp. 1 – 37):

- A participatory approach;
- Use of a logic model;
- Use of an iterative process;
- Continuous performance measurement;
- Monitoring by an external monitor; and
- Performance information and reports;

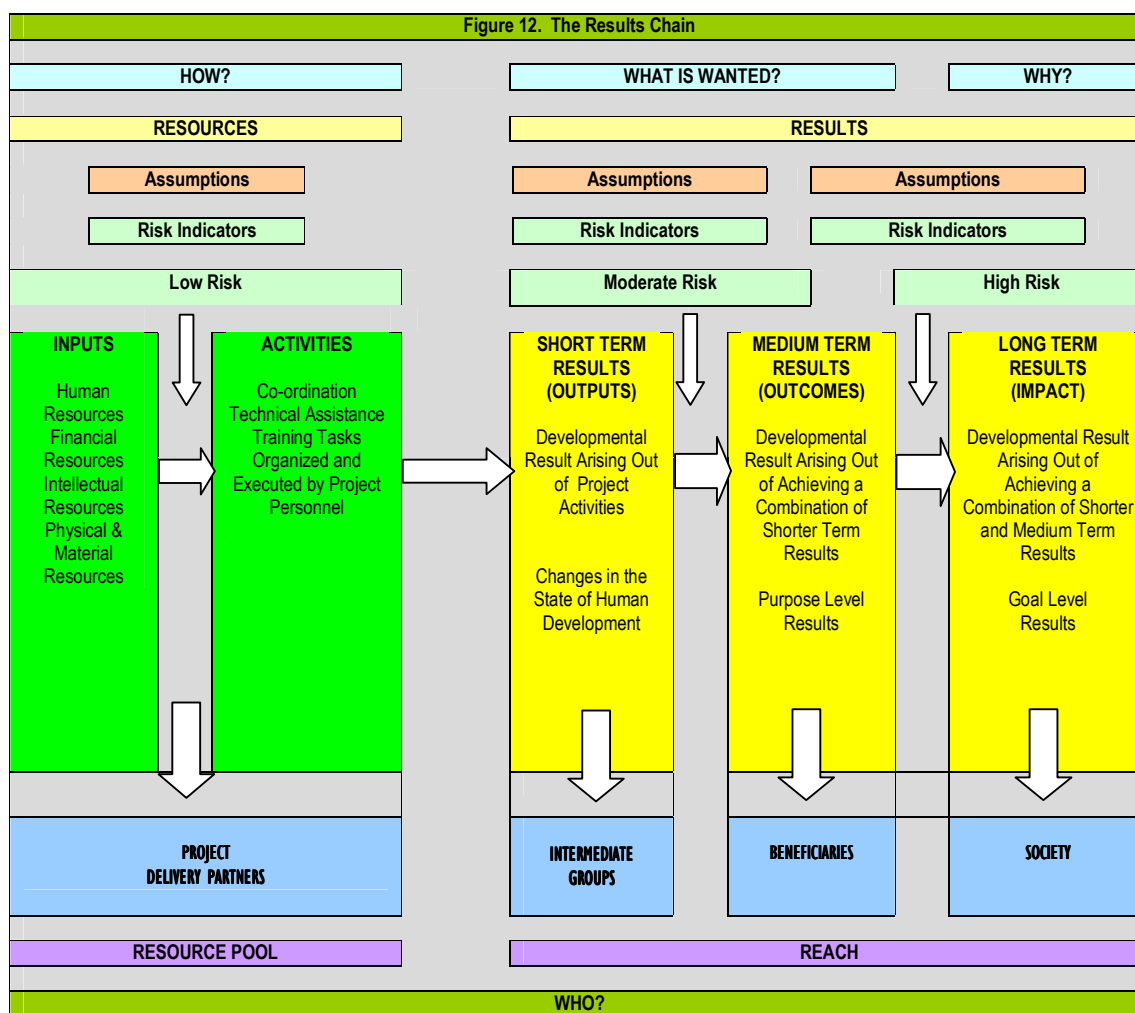
### **8.5.2.1. A Participatory Approach**

When a participatory approach is used, all key role players must be involved in the design, planning, implementation, identification of desired results, provision of resources, implementation of work plans, program review and modification, and accountability. Both men and women should participate and a consensus form of decision-making should be used. Adherence to the participatory principle is expected to achieve the following benefits (Baldwin. 2002: p.2):

- Greater ownership and commitment and acceptance of responsibility for accountability;
- An expanded information base for program/project design and planning;
- Clarification of roles and responsibilities;
- Support for working towards results;
- Setting of realistic results as targets and greater confidence in the targets set;
- Empowerment when progress is made and results achieved; and
- Enhanced quality, effectiveness and sustainability of the project.

The results chain is illustrated in Figure 13, below.

**Figure 13. Results Chain used in Performance Management**



Source: Compiled by the Author from CIDA's workshop material including the diagrams in *Training Workshop: Introduction to Results Based Management*, January 2000 pp. 1-37.

The results chain is the causal or logical relationship linking activities and short term results (outputs) with the medium term results (outcomes) and long term results (impacts) of a given policy, program or initiative that they are intended to produce. The results chain underscores the importance of focusing on results and the importance of establishing a direct cause and effect relationship between activities and results. The importance of this approach is emphasized in CIDA's evaluations (Lavender 2004: p. 13).

#### **8.5.2.2 Use of a Logic Model**

The logic model is based on cause and effect. The assumption that underpins this model is that an activity produces a developmental result and a series of activities, building on each other, produces one or more higher-level developmental results. CIDA's materials provide

the following example to differentiate between an activity and a developmental result (1999: p. 6):

*“An activity consisting of a two-day RBM workshop should produce the developmental short term results of participants’ raised level of awareness, knowledge and skills in applying RBM.”*

CIDA’s resource materials state that the following expectations should be taken into consideration when applying the logic model:

- Short term results are results that can be expected to be achieved early in the project;
- Medium term results are results that should be achievable within the lifetime of the project. Medium term results should be ones that have as a prerequisite, achievement of short term results;
- Impact level results or long-term results are results that are only likely to be achievable after a project has ended. Long term results should have as prerequisites medium term results;
- Results identified should be in proportion to the budget, other resources and the time frame available; and
- The depth of change should be in proportion to the circumstances of the country and the extent of the reach.

When the model is applied, the product that is prepared is called a logical framework or logical framework analysis (LFA). To meet CIDA’s requirements, the development of the framework entails (CIDA. 1999: pp. 11 -13; 2000: pp. 9 – 20; 2000: pp. 42-43 and Appendices 1-1 to 1-8):

- Identifying the necessary preconditions of success and the assumptions on which these conditions are based;
- Assigning to each assumption a rating of low, medium, or high in terms of risk;
- Development of risk management strategies and assigning resources to apply them;



- Regular and frequent environmental scanning to identify potential risks that threaten the achievement of results.

All key role players should be involved in identifying the assumptions, risks and risk management strategies and incorporating these into the Logical Framework (LFA).

### **8.5.2.3 Use of an Iterative Process**

The overall plan for the project and performance measures should be modified as required to reflect changes in the program/project as it progresses towards the achievement of results. As lessons are learned, decisions should be made to reprioritize work to be done, reallocate resources and/or modify expectations in order to ensure the sustainability of the project and achieve the best results possible (CIDA. 1999: pp. 21 – 22).

### **8.5.2.4 Continuous Performance Measurement**

Performance measurement is customized to meet the performance information needs of the project managers and stakeholders. It should (CIDA. 1999: pp. 14 -15):

- Provide more accessible and transparent information;
- Focus on measuring progress towards the achievement of developmental results;
- Foster performance self-assessment;
- Delegate responsibility for identifying and reporting results to project managers and stakeholders; and
- Use qualitative and quantitative performance indicators developed by the stakeholders.

Performance measurement requires the identification of two to three appropriate indicators per result to track progress. CIDA's position on qualitative and quantitative indicators is that both can be equally subjective or objective depending on their use. (1999: p. 19).

In its performance measurement system, CIDA requires the determination and reporting of the following information (CIDA. 2000: pp.9-26):

- ***Results*** – outputs, outcomes, and impacts, both intended and unintended;
- ***Performance indicators*** – for outputs, outcomes and impacts; quantitative and qualitative including indicators that are sensitive to the historically disadvantaged;
- ***Level of risk*** – the amount of control that can be exerted in achieving results;
- ***Beneficiary reach*** – direct and indirect reach to organizations or individuals, disaggregated by gender where possible;
- ***Time frame for achieving results*** – the amount of time to achieve the result after completing the activity; and
- ***Data sources, data collection methods, responsibility for data collection and frequency of data collection*** – for each output, outcome and impact.

#### **8.5.2.5 Monitoring by an External Monitor**

CIDA uses program/project monitors to independently review and report on the performance of projects. These monitors may be officials from a branch of CIDA that is not responsible for the project. They could also be a Canadian consultant or a consultant from the country that is benefiting from the project, engaged on contract to undertake an assessment. The monitor reviews the baseline data, project narratives, financial reports and performance information. He or she undertakes field visits, participates in management meetings, and provides technical advice (CIDA. 1999: p. 16).

#### **8.5.2.6 Performance Information and Reports**

Baldwin (2002: p. 19) identifies several uses of performance information:

- ***Monitoring*** – to compare what was achieved by the project with what was planned for the time frame;
- ***Making adjustment decisions*** – if changes are required to determine what they should be;
- ***Strengthening results*** – to strengthen linkages in cause and effect relationships;
- ***Strengthening project management capacity*** – to incorporate improvements that make the project more efficient or effective; and

- ***Reporting to stakeholders*** – to report to project participants, executing agencies and funders.

CIDA requires at least two types of reports – the annual project progress report which compares results achieved to results expected and the bilateral project closing report which records results and provides historical data and useful information about the project from inception to completion. These reports provide the following information (CIDA. 1999: pp. 22-23; 2000: pp. 28-30; 2002: pp. 47 -56; Bracegirdle, P. 2001: pp. 75 – 89.)

- Actual results achieved against planned results for outputs, outcomes and impact;
- A description of the activities undertaken during the reporting period that have supported the achievement of results and any variances from the work plan;
- The identification of key management or development factors, issues or challenges affecting the achievement of results;
- A thorough analysis of factors, issues or challenges affecting the achievement of results;
- A description of how the project addresses gender and environmental issues;
- An initial assessment and updates of the beneficiary reach for outputs, outcomes and impacts;
- Initial assessments and updates of the identified risks and mitigation plans for high level risks;
- New or emerging risks;
- Information on required modifications to planned project/program results and associated resource allocation;
- Recommended modifications to the approved annual work plan;
- Identification of actual versus planned results and funds disbursed with explanations for variances;
- Degree of sustainability of results over a period of time; and
- Lessons learned under the following key success factor headings:
  - Achievement of results,
  - Cost-effectiveness of results,
  - Relevance of results,
  - Sustainability of results, and

- Partnership.

The results of the Twinning Project found in Chapter 9 and Appendix R were tracked and reported in accordance with CIDA's results-based accountability model.

## **8.6 OUTCOME MAPPING**

The International Development Research Centre (IDRC), an agency of the Canadian federal government, has made a commitment to strengthen its own capacity for project and program evaluation, to strengthen this capacity in developing countries that it works with, and to attempt to redress the control of the evaluation agenda by donor countries. To this end IDRC has established the following guiding principles for evaluation (2005: [www.idrc.ca/evaluation/](http://www.idrc.ca/evaluation/)):

- Evaluation is intended to improve project or organizational planning and delivery;
- Evaluations are designed to lead to action;
- No single, best, generic evaluation method exists;
- Evaluations should enlist the participation of relevant stakeholders;
- Evaluation processes should meet standards for ethical research;
- Monitoring and evaluation planning add value at the design stage of a project or program;
- Evaluation should be an asset for those being evaluated;
- Evaluation is both science and art;
- Evaluations are means of negotiating different realities; and
- Evaluations should leave an increased capacity to use evaluation findings.

From more than 30 years of experience in trying to evaluate its projects in developing countries, IDRC's Evaluation Unit found that measuring results through the linear, results-based management approach was problematic. They found that they were trying to assess the impact of their contribution on results that were achieved through the efforts of many contributors in situations that were far too complex for a linear approach.

They found that the faster that a developing country could take ownership, the greater the likelihood of commitment and sustainable, long-term results. Furthermore, they found that if the project had been implemented successfully, the donor would have little credit to claim because the donor's influence is highest at the beginning of a project before there are results and lowest at the end when the results become apparent. By the time evaluation takes place, the influence of the donor should be very little and the influence of the beneficiary and its partners very high (IDRC. 2001: [www.idrc.ca/evaluation/](http://www.idrc.ca/evaluation/)).

### **8.6.1 Purpose and Goals of Outcomes Mapping**

IDRC has been working with the Pacific Institute for Research and Evaluation to develop a new methodology for identifying and reporting progress in achieving the goals of development projects and programs. This approach, called outcome mapping, recognizes that people are responsible for introducing and implementing development and that the behaviour of people, therefore, should be the focus of measuring progress. This approach, therefore, shifts the focus to people and organizations and away from the products or impacts of a program. This approach also recognizes that while a project or program can influence the achievement of results, it cannot control them, as the responsibility for and control of the achievement of results belongs to the people who live in the country and their partners (IDRC. 2005: [www.idrc.ca/evaluation/](http://www.idrc.ca/evaluation/)).

The goal of the outcomes mapping approach is to measure capacity development better and more realistically. The perceived advantages of using outcome mapping are ([web.idrc.ca/en/ev-26979-201-1-DO\\_Topic.html](http://web.idrc.ca/en/ev-26979-201-1-DO_Topic.html)):

- It recognizes that results, particularly complex and long-term results, are the cumulative effect of many role players and that a single project or program cannot claim credit for their achievement;
- It is based on a learning and user-driven approach and therefore focuses on changes in behaviours, relationships, actions and/or activities of the people with whom the project or program works;
- It monitors only within its sphere of influence that is on the changes made by the people, groups or organizations with whom the project is working directly;

- It focuses on how projects or programs facilitate change rather than how they control or cause change;
- It looks at the logical links between interventions and outcomes, rather than trying to attribute results to any specific intervention; and
- It stresses that learning as one moves forward is as important as the results achieved.

### 8.6.2 Application of Outcomes Mapping

Outcome mapping applies specific and sometimes different meanings to the terms it uses than does results-based management. In outcome mapping the term “outcomes” refers to changes in the behaviour of people, groups and organizations with which a project or program works directly. Those individuals, groups or organizations with whom the program interacts directly to effect change and with whom the program can anticipate some opportunities for influence are called “boundary partners”. Indicators of changes in behaviours are called “progress markers” not indicators (Earl 2005: pp. 1- 4)

Smutylo points out that when outcomes mapping is used in a donor – beneficiary context, the emphasis is on targeted behaviours, actions and relationships. Performance concentrates on “improving” rather than “proving”, on “understanding” rather than “reporting” and on “creating knowledge” rather than “taking credit” He explains the process that is used as follows (2001: pp.1 – 29):

- ***Planning and Design*** -The beneficiary is responsible for choosing its strategic direction, setting its goals, determining the desired changes and identifying its activities. The donor is responsible for assisting the beneficiary clarify its vision, mission, partners, challenges, and progress markers. The donor also is responsible for equipping the beneficiary with the tools, techniques and resources that they need to achieve their goals.
- ***Implementation*** - During the implementation of the project or program knowledge and skills must not only be transferred but also be adapted and applied. Tools such as an “outcomes journal” that measures behavioural changes in individuals, a “strategy journal” that monitors strategies and activities, and a “performance

journal” that monitors organizational practices, are provided to the beneficiary to track progress.

- **Evaluation** - During the evaluation phase, the degree to which progress has been made and desired changes have been achieved are assessed. The beneficiary and its partners are responsible for demonstrating progress, making behavioural changes at the individual and organizational levels and improving their effectiveness. The donor is responsible for its contributions to the process.

While this methodology is relatively new, those who have used it report satisfaction with the approach. Verma, for example, reports the following benefits achieved in a project in India (2003: [www.idrc.ca/evaluation/ev-41463-201-1-DO\\_TOPIC.html](http://www.idrc.ca/evaluation/ev-41463-201-1-DO_TOPIC.html)):

- Stronger monitoring and evaluation system;
- Beneficiaries brought into the monitoring and evaluation process earlier and better;
- Provision of indicators for sustainability;
- Provided the team with conceptual clarity of their project;
- Brought a human dimension to the project;
- The methodology was found to be empowering;
- The approach increased capacity and skills; and
- The approach brought cohesion to the team and its partners.

Ambrose used outcome mapping to measure performance in a project in Ecuador. He has noted that outcomes mapping goes beyond information creation and disseminations and fosters exploration of other areas of development and development research. The following lessons have been learned by the participants in this project (2004: [www.idrc.ca/en/ev-66580-201-1-DO\\_TOPIC.html](http://www.idrc.ca/en/ev-66580-201-1-DO_TOPIC.html)):

- Outcomes mapping encourages learning at different levels and among different groups;
- Outcomes mapping is flexible. This flexibility enables the participants to focus on what matters most, primarily people, their experiences, aspirations, perceptions and attitudes;

- The learning involved encourages creativity in monitoring and evaluating;
- Outcomes mapping supports both institutional and social learning. It makes it possible for people to learn, negotiate, plan and act in collaborative and interactive ways; and
- Outcomes mapping provides the feedback necessary for constant improvisation, learning, and improvement of the performance of those involved.

## 8.7 PROCESS CONSULTATION MODEL

The United Nations Development Program (UNDP) has a great deal of experience in building capacity in developing countries. Much of its work targets the development of capacities similar to those the *Canada South Africa Provincial Twinning Project* also aimed at strengthening. These include the following (UNDP, 2002: [www.undp.org](http://www.undp.org)):

- ***Development Management Capacities*** – These include situation analysis or needs assessment; transparent decision-making; defining goals, strategies and policies; establishing legal and regulatory frameworks; mobilizing and managing resources; planning activities and managing their implementation; monitoring progress against plans; evaluation of results and the impact of activities; and conflict prevention and management.
- ***Adaptation Capacities*** – These include organizational learning; analysis of changing conditions, emerging needs and global and regional influences and their effects; organizational re-engineering; and management of organizational development.
- ***Synergy Capacities*** – These include establishing and working with partnerships; establishing and working with networks; and fostering participation and participatory processes.

During a review of their work in the Philippines, the UNDP also undertook a review of their model for implementing UNDP-funded assistance. Their model was similar to that of CIDA's model. They used a contract, similar to CIDA's contribution agreement, which



included a definition of the capacity problem that was to be addressed and the solution to be provided. The contract also set out objectives, desired outputs, a work plan, inputs and a budget. A project management approach was to be used and results were expected to be tracked using a results-based management methodology. This approach focused on delivering results on time and within budget. As well, capacity development projects were to be based on a comprehensive situation analysis.

The UNDP's examination of the application of their model identified the following weakness (2002: pp. 1 - 21):

- The results-based approach assumes that problems and needs can be determined with precision at the onset of the project, a situation which may not be true;
- Officials of the recipient country may be required to implement results based management. If the problems and solutions are so readily identifiable at the onset, and all that is required is contract-administration, the officials are not empowered to take ownership and little learning occurs;
- If officials are primarily required to administer an onerous set of responsibilities and tasks, they may have little commitment to this work and it may not be done as the funding agency intended;
- Officials may not have the knowledge, skills and resources needed to implement results based management and external consultants may be employed to do this on their behalf; and
- The funding agency may not provide the resources required to undertake the comprehensive situational analysis required to design an appropriate project or to measure change.

An alternative model that the UNDP is exploring is the *process consultation model* (2002: pp. 1 - 21). The goal of this model is internalization of learning, ability to diagnose problems and develop solutions, decision-making, and developing implementation capacities. Process consultants are provided by the funding agency to serve as a catalyst, advise, facilitate, mentor, and coach. The officials of the recipient organization are responsible for the design and implementation of solutions and the decisions involved.

The process consultation model, therefore:

- Recognizes that much is unknown at the beginning of a project;
- Recognizes that the people who best know and understand the situation and the implications of various solutions are the recipients and that the recipients need to have full decision-making authority;
- Provides competent advisors to serve as consultants to the recipients but trusts the recipients to learn as they make their own decisions;
- Has a high tolerance for identification of general results at the beginning of a project with refinement of the results as the project is implemented and lessons are learned.

This process consultation model also has challenges. The UNDP has identified the following challenges:

- The process is fluid because the targets change as new information becomes available and people make their own decisions;
- Process consultation is harder to operationalize using typical project management and results-based management methods; and
- The process consultation model requires longer time frames, patience and flexible scheduling.

The UNDP concluded that the process consultation model, while less predictable and controllable, might have greater effectiveness with respect to learning, empowerment and sustainability (2002: p 21). They recommended that further work be done to determine when and how to use this model.

## **8.8 LESSONS LEARNED REGARDING CAPACITY BUILDING**

The *Canada South Africa Provincial Twinning Project* used a project management and a collaborative partnership approach to build capacity in provincial governance. It used CIDA's results based management methodology to plan and account for results. It operated in the context of co-operative governance and an environment of transformation.

The experience of the participants in the Twinning Project with this design has provided several insights into the use of twinning as an instrument of capacity building. These insights have corroborated the findings of Phillips and Levasseur and the Canadian Council on Social Development regarding the need for a better understanding of shared governance between non-profit organizations and government as well as appropriate mechanisms to support collaborative working relationships.

### **8.8.1 Requirements of the *Contribution Agreement***

The *Contribution Agreement* (Appendix B) contained several provisions, specifically provisions 5.0, 9.4, 9.5 and 9.6 of Attachment A, which attempted to accommodate partnerships and a partnership approach. This agreement, however, was signed only by the funding and executing agencies. None of the Canadian or South African provincial governments participated in its development approved it or signed it, although their resources were to be used to implement it. Nor did the South African Provincial Management Capacity Building Board that represents all of the South African provinces sign it. The provinces were not able to consider the agreement's provisions or requirements until the inception mission, after the agreement was in place and the major decisions had been taken.

Lack of involvement in the negotiation process created a "take it or leave it" situation for the provincial governments. Provincial government representatives responded by seeking opportunities to influence decisions particularly through their input during the inception mission, the structure of the steering committee, the partnership agreements and work plans. A lesson that is learned from this situation is the importance of establishing a collaborative relationship at the onset. If obstacles exist at the beginning, those affected will seek to rebalance the situation throughout the implementation.

### **8.8.2 Use of a Steering Committee**

Provisions of the *Contribution Agreement* provided for the establishment of a project steering committee, partnership agreements, and development and approval of work plans. The *Contribution Agreement's* provisions authorized the steering committee to approve project strategy and direction and to review financial and operational issues and status.

Both Canadian and South African provinces were represented on the Steering Committee as well as the funding and executing agencies.

The proposed design of the Steering Committee envisioned the designation of two individuals to represent the Canadian provinces and two individuals to represent the South African provinces. This model differs from the Provincial Management Capacity Building Board Model developed by the South African directors general and the United Nations Development Programme to oversee their Provincial Management Capacity Building Project (1997: pp. 27 -39).

In their model, all those affected by the decision were able to be present for discussions and participate in the decisions. In the UNDP's project this board was responsible and accountable for project implementation and results. The funding agency provided them with the authority to manage it in the best interests of the provinces. This delegation of both responsibility and authority provided the project with a high level of local ownership and helped prepare the South African provinces for assuming full responsibility for capacity building when the project ended. The South African directors general required the UNDP's model to be applied to their method of participation in the steering committee. The Canadian provincial officials also requested this model be used for their participation.

The South African and Canadian officials considered the Twinning Project's steering committee to be the project's duly appointed management board (March 2004: Minute 2.1.b.). At every meeting of the steering committee, those with both voice and vote as well as those who were only observers were identified. The provincial officials wished to ensure that the project would be responsive to the context and needs, that problems would be resolved promptly and that opportunities would be pursued in a timely manner. They had meetings with CIDA officials to discuss issues that arose (Minutes of a Special Meeting, November 26, 2002). The South African directors general valued the Canada South Africa Provincial Twinning Project enough to include it as a standing item on the agenda of the Provincial Management Capacity Building Board meetings (Bakane-Tuoane, Steering Committee Meeting, April 4, 2003).

Over the course of the Twinning Project the steering committee met annually and reviewed work plans, progress, resource use and other matters relevant to the operation of the project

(Minutes of the Steering Committee's Meetings for 2001, 2002, 2003 and 2004). Decisions were made, direction provided, minutes circulated and, if amendments were necessary, minutes corrected. Provincial governments ensured that designated officials attended the steering committee's meetings and brought forward issues for resolution.

The creation and use of a steering committee was found to be a valuable component of the design of the Twinning Project. It served an important and effective forum for discussions and decision-making. However, regardless of the decisions made by the steering committee at its meetings, the funding agency later chose to overrule several of the decisions (2003: Minute 4.2.2; Lemelin, M. 2003: pp. 1-2; 2004: Minute 6.0; CIDA. Email dated May 7, 2004). With the exception of the meeting of 2001, officials from the funding agency were in attendance at these meetings. It also overlooked the involvement of the provincial governments in a review that affected them (CIDA. 2002: pp. 1-8; Minutes of a Special Meeting, November 26, 2002).

Lessons that might be learned from the use of a steering committee include the following:

- Key role players must be able to influence decisions if they are expected to be actively engaged in the process.
- Collaboration requires involvement of people in those things that affect them. People who are affected by the results of a review or a decision need to be consulted in advance, involved in a meaningful way and kept updated.
- Communication is an important aspect of establishing and maintaining good relationships. Communication requires planning and needs to be done before, during and after activities that affect the various role players.
- Officials participating in meetings need to have the authority to speak for their organizations at meetings where they represent their organization. It is unfair to other committee members to have decisions overturned when all representatives have had an opportunity to express their concerns and to participate in the decisions.

- Predictability in decision-making relies to a large extent on people's reliability in keeping their word. Lack of predictability may begin undermining trust and respect; and
- Without succession management, such as ensuring those who have an interest in the work are part of the decision-making process, important knowledge and skills and the corporate memory are not transferred, and in the case of an international project, not shared with the beneficiary.

### **8.8.3 Partnerships**

The *Contribution Agreement* provided for the participation of all South African provinces, including the provinces that did not have partners. However, the agreement required the South African provinces that were not yet twinned to take the leadership in finding a partner, an extremely difficult task given that the only Canadian provinces that were also untwinned were the smaller provinces with fewer resources, and the French-speaking Province of Quebec.

The *Contribution Agreement* did not acknowledge the contributions that might be made by the governments of the three Canadian territories or of the many aboriginal governments. The challenge created by these limitations forced the steering committee to earmark funds for the untwinned provinces (2001: Minutes 6.3 and 6.4) and the project manager to seek new forms of partnership (Monama 2004: p.42). Learning networks also had to be developed to broaden the diffusion of new knowledge (*Syaphambili*. 2004: pp. 44 – 47).

A framework agreement between the Canadian federal government and provincial governments on provision of support for international development, throughout the duration of the Twinning project, did not exist. When Canadian provinces become involved in international relations their efforts usually are focused on immigration, trade, tourism, and cultural development. When they do become involved in ongoing development projects, it is usually for purposes that support their values and principles and when funding is available from an outside source.

Without a formal agreement or a memorandum of understanding on international development between the Canadian government and Canadian provincial governments the project manager was left to persuade the Canadian provincial governments, one at a time, to participate. She had to work with them to assess their capacity to provide support. She also had to work with each South African provincial government to determine its interest in participating and to find a best fit.

This was a very time consuming task exacerbated by the large geographic distances between Canadian provincial capitals, between South Africa and Canada and between the South African provinces. Nevertheless, by the end of the Twinning Project all of the South African provinces, nine of the Canadian provinces and three aboriginal governments were involved either as full partners, new entrants, or in a supporting role. (See Chapter 9 for a full description of each government's participants and contributions).

The *Contribution Agreement's* provisions also required provinces who wished to formalize their twinning relationships to sign partnership agreements. The template that contains the core elements of the partnership agreements is found in Appendix O. The signatories to the partnerships agreed to use the *Canada South Africa Provincial Twinning Project* as a mechanism for sharing information, experience, and skills to foster and support democratic governance, primarily in South Africa, secondly in Canada and thirdly, internationally. The parties agreed to the following matters as set out in the *Contribution Agreement*:

- The goal, purpose and outcomes (key result areas) established for the Twinning Project;
- The obligations of the Canadian and South African provinces and IPAC; and
- The program delivery mechanisms and acknowledgement requirements.

In addition, the parties included and agreed to the following requirements:

- ***Complementary to Other Efforts*** – This Project and this Agreement were to be complementary to other initiatives and agreements that may exist between South African and Canadian provinces and between initiatives and agreements that the South African provinces may have with other donors.

- ***Sharing Among South African Provinces*** – The Project was to be cognizant of the desire of the South African provinces to foster development throughout all South Africa and to support each other in achieving democratic governance objectives. The South African Provincial Capacity Building Board was to be responsible for providing direction to the steering committee and project manager on the use of resources and the sharing of resources among the South African provinces, including South African provinces that were not formally twinned with a Canadian province.
- ***Respect for the Ongoing Needs of Governing*** – Canadian and South African provinces were participating in this Project on a voluntary basis and in addition to the ongoing work of governing a province. The extent of work plans and the number, kind, timing and duration of activities would depend on the capacity of each partner to participate, while at the same time responding to the needs and pressures of their own government.
- ***Selection of Canadian Participants*** – Canadian provinces agreed to identify public servants who had the combination of knowledge, experience and abilities that are best able to enhance the capacity-building requirements of the South African partner and to release the individuals identified from their duties without loss of employment pay or benefits for the duration of their assignments. All participants were required to work with their provincial co-ordinator and the co-ordinator of the partner province in the development of objectives, activities and tasks for specific assignments and to prepare an evaluation of the results of the assignment upon completion.
- ***Selection of South African Participants*** – The South African Provinces agreed to identify public servants who were best able to integrate and apply knowledge and skills shared by their Canadian colleagues and to release the individuals identified from their duties without loss of employment pay or benefits for the duration of their assignments. All participants were required to work with their provincial co-ordinator and the co-ordinator of the partner province in the development of objectives, activities and tasks for specific assignments and to prepare an evaluation of the results of the assignment upon completion.



- ***Emphasis on Application*** – The participating provinces were to make every effort to ensure that accountability frameworks, work plans, and activities were feasible, deliverable, and practical.
- ***Trust and Respect*** – All participants were to respect all confidences, including all information shared with them or to which they have gained access in the course of carrying out responsibilities related to this Project.

As can be seen from the provisions in the partnership agreements, the parties that signed the agreements were fully aware of the nature of the project, the initial expectations of the funding agency, their respective commitments and obligations and the nature of a voluntary twinning arrangement. As true volunteers they were willing to, and throughout the duration of the Twinning Project did, share expertise and experience. They worked to strengthen local ownership, reinforce local efforts, establish relationships between a wide variety of role players, and assist in breaking down historical barriers (Bakane-Tuoane 2002: Power Point Presentation; Chapter 9 elaborates on these contributions).

Partnerships have their own life cycle from forming to becoming fully functional and operating smoothly (Smart Partnerships.2004: [www.lgpartnerships.com/resources/learn-part.asp](http://www.lgpartnerships.com/resources/learn-part.asp)). The partnerships that existed at the onset of the Twinning Project entered the Project at the functioning stage. The Provinces of Gauteng, KwaZulu Natal, Limpopo, and the Western Cape entered at the forming stage. The Northern Cape, whose partner was unable to provide support for the last half of the project, moved from a well-functioning stage to a forming stage when different arrangements had to be created. By the end of the project some of the partnerships had progressed to full partnerships while others were still maturing in their relationships.

Throughout the Twinning Project the majority of the participants shared their expertise on an in kind and totally voluntary basis. While they were technically providing or applying expertise as part of their jobs, in reality, they were adding another set of responsibilities to already heavy workloads. As with any other volunteer program, both formal and informal recognition of the volunteers' contribution is desirable (Ontario Ministry of Agriculture and Food. 2004:[www.gov.on.ca/OMAFRA/English/rural/facts/96-017.htm](http://www.gov.on.ca/OMAFRA/English/rural/facts/96-017.htm)). Unfortunately policies of the funding agency and the *Contribution Agreement* did not make provision for

this type of recognition, regardless of the Canadian federal government's policy on "Pride and Recognition" (Bourgault, J. and Gusella, M. 2001: pp. 29-47) and the widespread use of recognition programs by the South African (Limpopo Provincial Government. 2005: [www.limpopo.gov.za/awards/premier\\_excellence.htm](http://www.limpopo.gov.za/awards/premier_excellence.htm)) and Canadian provincial governments (Ontario Provincial Government. 2005: [www.gov.on.ca/MCZRC/english/citdiv/honours/amythest.htm](http://www.gov.on.ca/MCZRC/english/citdiv/honours/amythest.htm)).

Based on the recommendations of the South African Provincial Co-ordinators Forum, including guidelines for their use, the steering committee approved the awarding of certificates of appreciation to project participants and others who had made a significant contribution (2002: Minute 6.5). They were usually awarded at an event of the Twinning Project, and if this was not possible at an event organized by the official's employer. These certificates provided some recognition of often several years of commitment and involvement of participants and respect for the value of their contributions.

With the introduction of its new strategy for South Africa, the funding agency determined that the partnerships should be ready to exist on their own and that further funding would not be required. Since international development is not a core business of most Canadian provincial governments, they are usually unable to budget for funding international twinning projects that build capacity in governance and were unable to make a financial commitment to absorb the funding required to sustain the partnerships. The South African provinces believed they still needed some support to fully establish their new systems and ensure their systems were not only properly aligned and well functioning. They also wanted to ensure that they governments were capable of providing leadership and support to other African countries via NEPAD (Minutes of a Meeting Between the Directors General and CIDA Officials. 2003: p. 2). The funding agency did not have a change management plan for ending the Twinning Project.

Lessons learned from the Twinning Project's experience with the partnership model include the following:

- Collaborative relationships built on trust, respect and equality are the foundation of long-term relationships and effective partnerships.

- Partnerships can take different forms. Flexibility is required in their design and development.
- Voluntary partnerships take time to develop and mature at different rates.
- Agreements are important in clarifying expectations, roles, responsibilities, accountabilities and obligations. They are also an effective and transparent communications tool.
- Partnership agreements make it possible for all parties to the agreement to set out the conditions under which they are participating.
- Recognition of commitment and excellence in public service is an important element of partnerships in public administration. They not only acknowledge the contributions of individuals but also reinforce best practices being introduced.
- Twinning partnerships rely on predictable, stable funding to fulfill their purposes.
- A change management plan that celebrated the Twinning Project's achievements and recognized the participants' efforts could have been used to build on the relationships established and draw upon the expertise and networks of the existing partnerships in the new strategy for South Africa.

#### **8.8.4 Project Management**

Using a facilitator provided by the funding agency, participants developed a consolidated project plan that included desired results, identification of beneficiaries, baseline data, performance indicators, activities, a risk assessment and risk management options. The steering committee reviewed the consolidated plan and approved the framework for the Project. South African provincial governments, in consultation with their respective partners and the project manager were to finalize the work plans for each partnership. Provincial government officials were required to obtain the approvals of the senior

government and elected officials. Resources were to be determined on the basis of each province's activities and approved within the overall budget.

The steering committee also established the following principles for the allocation of resources (IPAC, 2000: p.16):

- The focus of the use of resources provided was to be short and medium-term results;
- Canadian partners were to be given the first opportunity to meet the needs of their South African partner. If they were unable to do so, the project manager was to attempt to find another Canadian government that could meet the needs;
- Activities to share expertise and skills with a specific South African province could be broadened to share this knowledge and experience with other South African provinces;
- The South African Provincial Management Capacity Building Board would be the source of advice and direction regarding the co-ordination of and use of resources among the South African provinces;
- The project manager would attempt to identify alternative ways of meeting needs that could not be met through the Twinning Project; and
- The Twinning Project would work with other projects or other governments and organizations to strengthen capacity in the southern African region.

The South African provinces welcomed the planning workshop at which the South African provinces and Canadian provinces met to learn the elements of results based management, identify the outcomes for the project as a whole and work with their partners on a four-year plan. Every year, provincial partners together determined what would be done in a given year and established targets and indicators based on these decisions. Because ownership of the Twinning Project's contribution was at the highest level of provincial government, only the director general in consultation with the Premier or cabinet could authorize changes. They also were the only ones who could approve amendments to their own plans. Each partnership was also provided with a financial allocation to use for the duration of their involvement in the Twinning Project. Provincial governments owned their work plans, allocated resources, activities and results.

This approach was highly satisfactory to the South African provinces and their partners because it fostered local ownership and supported learning and capacity building. It also respected a responsive and iterative approach, and provided the flexibility needed to fit activities into the cycles and requirements of government. The funding agency, however, was concerned that it did not meet its requirements or provide the steering committee or the funding agency with the information required to authorize expenditures or the release funds. The funding agency expected work plans and reports that included the following information (Baker, J. 2003: pp. 1 - 114; CIDA. 2002: pp. 47 -56):

- ***A Detailed Description of the Context and Any Changes in the Context (Project Context/Rationale Report)*** - This included any changes that occurred at the level of impacts, outcomes, outputs, and activities. It included identification of all risks and an estimate of their significance from low to medium, and explanation about each risk identified.
- ***An Up-to-Date Logical Framework Analysis (LFA)*** – This included a description of the project and the resources allocated for the project, expected results in terms of impacts, outcomes, and outputs, performance expectations for each impact, outcome and output, and risk assumptions for each impact, outcome and output.
- ***An Up to Date Work Breakdown Structure (WBS)*** - The work breakdown structure was to be displayed in a hierarchal format that identified each impact, outcome, output and activity and the relationships between them. A numerical system was to be used to tie activities, outputs, outcomes and impacts together.
- ***A Detailed Description of How Performance was Being Measured (Performance Measurement Framework)*** – This framework was to include, in table form, each impact, outcome and output and for each of these the performance indicators and reach. As well, for each impact, outcome and output, the report was to indicate how data would be obtained and who would be responsible for obtaining the data.

- ***A Summary of Planned to Actual Results for the Reporting Period and Cumulative Results (Results Summary)*** – This report required a paragraph summarizing the results for each outcome. It also required a description of the expected results for the life of the project for each output, the results anticipated for the reporting period, the actual results for the period, an explanation of any variances between planned to actual results for each outcome and output, and a description of progress to date for each output.
  
- ***A Summary of Management Activities Undertaken and Completed (Management Summary)*** – The information in this report included reporting on activities such as submission of annual work plans, quarterly and annual reports, preparation of steering committee minutes and meetings with officials. This report was to be presented in table format under the headings “planned management activity”, “planned completion”, “actual time frames” and any “variances”.
  
- ***The Financial Plan based on Results (Overall Budget by Year)*** - This report was to be provided in a table that listed, for each year of the Twinning Project, by output and type of expenditure related to each output (training, equipment, materials, travel, etc.) the expenses incurred and a forecast of expenses expected.
  
- ***The Allocation of Resources for the Overall Budget (Planned to Actual Budget)*** – The information required for this report was to be broken down by output and by category of expenditure for each output. It was to be provided under the following headings: “project budget for the current year”, “cumulative expenditures for the past periods”, “forecast expenditures for the period just ended”, “planned expenditures for the upcoming period”, “total forecast to the end of the upcoming period”, “planned expenditures for the remainder of the project”, and “total forecast for each output and category of expenditures”.
  
- ***Description of Factors Affecting Performance and Recommendations*** – Reports were to indicate what factors contributed to successful achievement of results and any issues that may emerge that might warrant attention or risk management. They were to also include recommendations to address problems if appropriate.

- ***The Estimated In-Kind Resources of all Provinces Involved (In-Kind Reports)*** – The *Contribution Agreement* and partnership agreements required tracking and reporting of in-kind contributions.

In addition to the above requirements, the funding agency required identification of all individuals participating in activities and the dates, times, purposes, and locations of all activities (Gantt Chart, February 2003). Regardless of whether the work plans and any changes had been approved by the directors general, premiers, or project manager, the funding agency's officials in Hull/Gatineau also approved every input, activity, participant, output and change. The implications of control of all decision-making, major and minor by the funding agency's officials in its head office include the following:

- Many of the decisions such as travel dates and times, and locations of the offices of the officials that would be participating in the activities were routine, minor and operational. Tying the schedule to specific office addresses limited the flexibility needed to respond to additional contacts, field trips or new meetings. These were administrative decisions that often required knowledge of local logistics and time pressures. Delays in being able to make decisions because of the need for detailed, logistical information could result in thousands of dollars lost in cheaper airline fares as well as losses of windows of availability of key officials.
- Provincial governments needed to be able to respond to opportunities and address emerging needs quickly. Seeking approval from a steering committee or the funding agency each time a change in an activity or personnel is required, or an opportunity arises, can prevent opportunities from being taken advantage of, limit the effectiveness of the use of resources and prevent timely responses.
- The only officials that know their provincial government's officials well enough to determine which officials should participate in given activities are the senior officials of the respective government. The key selection criteria were the ability to study an example, identify its strengths and weakness and be able to adapt and apply the information in the context of a South African provincial government.

Only someone familiar with the learning required and potential learners could choose appropriate participants.

Project management was also frustrated by the inadequacy of information provided to the project manager and the inconsistency of the funding agency in its expectations. Sources of these frustrations included the following:

- The detailed reporting requirements and formats outlined above were not provided to the executing agency or project manager until June of 2003. Without this information the project manager, executing agency and provincial governments were not able to set up the templates for collecting or reporting the information in the format the funding agency expected.
- It was never clear whether the project manager was to submit a budget for approval using an inputs-activities based format, an outcomes-based format, or the more detailed budget using the format approved by the steering committee (2002: Minute 3.2), or all three.

Some lessons learned from the development and implementation of work plans and submission of reports include the following:

- Leadership at the most senior levels of the bureaucracy and by the premier and cabinet contributed to high levels of ownership.
- By providing the provincial government officials with the responsibility and authority to determine their own needs, results, indicators and activities, through learning to do by doing, they strengthened their own knowledge and skills in planning, resource allocation, project management, and accountability.
- Identification of what might be done is the first step in developing work plans. Collaborative processes require consultation and planning process within one's own government in order to build support for the work to be done, to identify trade-offs and to finalize priorities. Time had to be allowed for these steps to take place.



- By being able to determine how they wished to use their resources for the duration of the project and within the framework approved by the steering committee, provincial governments were able to plan for a longer term, adjust their work plans to meet emerging needs, collaborate with other provinces for efficiency, and achieve more results.
  
- The reality of the planning and decision-making situation is more dynamic than was envisioned in the *Contribution Agreement* and *Results Based Management*. It requires all role players to accept that ownership of work plans resides in the provinces in which capacity is being built. Planning and decision-making must be flexible enough to adapt to the needs of specific situations and timely enough to be responsive to changing needs.
  
- Collecting, entering, analyzing and reporting information is a task that requires good organizational and written communications skills. The formats prescribed by the funding agency make it a time-consuming, detailed, voluminous and meticulous task. All provincial officials involved with the Twinning Project had difficulties meeting the full range of information collection and reporting requirements in addition to their normal workloads. This is a signal that the reporting requirements are too onerous for voluntary projects receiving relatively small amounts of funding and support.
  
- When the funding agency retained control of decisions concerning provincial needs and how and when they should be met, the project lost much of its ability to be responsive, iterative, creative and collaborative.

#### **8.8.5 Implementation of Private Sector Processes**

Governments may borrow ideas, practices, and skills from the private sector and use them to operate in a more business-like manner. Governments must, however, adapt the ideas, practices and tools they borrow from business to fit the values, needs, and culture of public

administration and public management and the context of serving a democratically elected government.

Some governments have introduced changes to be more business-like while at the same time maintaining all of the democratic accountability requirements. They use business planning processes that link department plans to the strategic government plan and performance measures to track results at the level of the government, the department, the program, and the individual. They strive to measure those aspects of performance that are significant. Some factors to consider when governments adopt private sector practices are described below.

#### **8.8.5.1 Implications of Co-operative Governance**

The design of any governance project or program for South Africa must take into consideration the co-operative approach to governance used in the country. The close co-operation between the national, provincial and local governments requires public servants to discuss new initiatives in intergovernmental forums such as the local government, the MIN/MECs, FOSAD, and the President's Co-ordinating Committee.

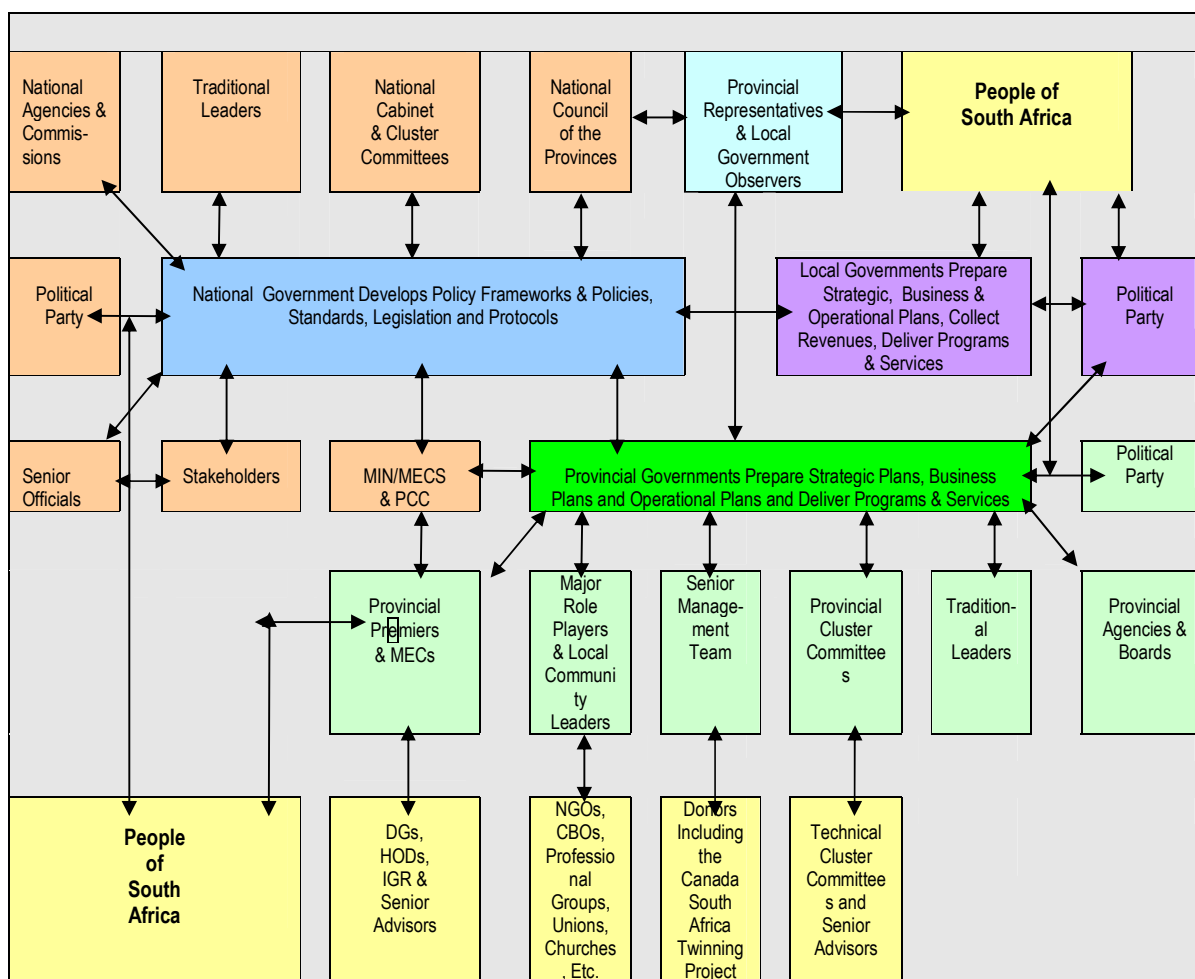
Co-operative governance imposes many more demands on capacity building initiatives because of the additional amount of time often required to build support, obtain decisions, implement change and observe and document progress. Some of the linkages found in co-operative governance are depicted in Figure 14, below.

As can be seen in Figure 14, linkages are found between:

- The public and the political parties;
- The political parties and the elected representatives;
- The spheres of government;
- The committees and other structures established to discuss common issues;
- The governments and traditional leaders; and
- The various spheres of government and donors.

The more role players involved, the longer it took provincial government officials to move an initiative forward. The process required to obtain all of the necessary approvals to proceed with the development of a sustainability framework and indicators in the North West Province is an example of such a situation (Schoeman 2004: pp. 22 – 23). However, the consensus form of decision making, and the extensiveness of consultation involved, helped ensure that once approvals were received, the initiative was able to proceed.

**Figure 14. Interrelationships Involved in Decision-Making in Co-operative Governance**



Source: Developed by the project manager in conjunction with South African provincial co-ordinators.

### 8.8.5.2 Limitations of Log Frames and Results Chains

Gasper (2001: pp. 8 -9) has reviewed the strengths and weaknesses of log frames and results chains. One of the strengths he has noted is that they provide an approach to

understanding the effectiveness of design models. He suggests, for example, that they are helpful if they are used to explore program assumptions and criteria and the contributions that programs make to achieving public policy objectives. He also points out that they can restrict thinking and impede learning.

He notes, however, that because they have been used primarily to monitor the detail of achievement of initially established objectives, they may ignore changing conditions and new information. He believes that their use in monitoring and evaluating contractual relationships has imposed rigidity by looking at past knowledge instead of thinking critically about changing circumstances. He argues that the greatest form of accountability is learning how to respond to reality rather than rigid adherence to possibly outdated plans.

As described in an earlier section, the UNDP has also identified weaknesses in the logic approach and results-based management model. The UNDP is exploring the process consultation model as an alternative for at least some capacity-building situations.

Participants of the Twinning Project found that results chains often helped understand cause and effect relationships and risks and risk management options. Difficulties however, were found in capturing the complex set of circumstances or numbers of players involved, or the personal and behavioural aspects of capacity building. They were difficult to use when achievement of results depended on a variety of interlocking factors, contributors, and activities.

Results chains were also limited in their ability to adequately address the rapid changes in the environment that occurred. They could also be used as a micromanagement tool to limit activities to what had been approved by the steering committee several months previously, without regard to the emerging needs identified by the director general or cabinet. They also tried to fit learning into linear patterns and lacked the flexibility required for “just in time learning”. In addition, not all of the provincial officials who were required to implement results –based management had experience in applying this methodology. Most also were pressed for time to implement it.

### 8.8.5.3 Developing the Results Based Management (RBM) Framework

Preparation of a Results Based Management Framework is an extensive and lengthy process. All of the information and formatting requirements for work plans and reports must be met. The information identified for the Twinning Project's RBM Framework is found in Appendix R. An examination of the Twinning Project's framework indicates a number of significant features including the following:

- ***The Need for Nine RBM Frameworks*** - The provinces are autonomous with respect to how they govern themselves. Each of the nine South African provinces required its own RBM Framework. Collating this information into a project framework resulted in four outcomes, 27 outputs, and several performance indicators per result.
- ***Use of a Primarily Qualitative Approach*** - The baseline data and indicators are primarily qualitative because identifying current systems and ways of strengthening them, implementing policy, and improving competencies often require descriptive information. The use of qualitative information is within the funding agency's guidelines.
- ***An RBM Framework for a Complex Project can be a Large Document*** - The Twinning Project's RBM Framework, including results achieved, is 76 pages. Preparation and updating of this type of a framework, when all required information is available, takes at least a week of a manager's time.
- ***Repetition within the Framework*** - There is a great amount of repetition in the RBM Framework. For example, the assumptions and risks almost always related to obtaining approvals, availability of expertise in a timely manner, continuity of key role players, prerequisites that must be met prior to implementing change, and travel problems. Each risk was to be evaluated in terms of high, medium or low and was to have a risk management strategy.

The Twinning Project struggled with identifying results partly because of different views on what could and should be reported. Some officials took the view that one should never

report activities and only organizational developmental results. This view left nothing to report for the first 18 months or so since organizational results can take up two years to become visible. Others reported results in the form of knowledge transfer, however, one report was returned by the funding agency to have this information deleted as it was not felt to be the kind of results that should be reported (Baker -Meeting Notes. November 14, 2003). This view excluded monitoring capacity development at the individual and group level. Participants in the Twinning Project persevered and established target results for individual, group and organizational development.

Development of appropriate performance measurement indicators posed a major challenge for the *Canada South Africa Provincial Twinning Project*. Although as identified in Section 8.4.2 above, examples of indicators for governance, capacity development, sustainability, and gender equality are available, indicators had to be tailored to fit the scale of governance and capacity development being addressed in the Twinning Project. Over the four years of the Twinning Project numerous indicators were identified and refined (Appendix Y). In addition to these indicators, other indicators were identified that one or more provinces could use to measure performance beyond the expiration of the Twinning Project.

Because of South Africa's history, many people have been historically disadvantaged and it is not possible to consider gender without considering race, culture and ability. One must be particularly careful to ensure that gender is not interpreted as only correcting the imbalance against women. Many groups including different ethnic groups, men of colour, people with physical and mental disabilities, and people with HIV/AIDS may also have faced discrimination. Since the contribution of the Twinning Project complemented the work in gender equality provided by other organizations including the training provided by the National Government's Office of the Status of Women, and the work of the Human Rights Commission, it was important to develop specific provincial capacity building indicators for gender equality and human rights.

A summary of the strategy and performance indicators developed to ensure that gender equality and human rights were incorporated into the Twinning Project is found in Appendix Y. The types of indicators developed provide entry points for gender specialists

and policy analysts to use to provide input into decision-making. Some indicators focused on removing obstacles to gender equality and preventing discrimination. Some focused on strengthening program design. Others sought to incorporate practices that by their nature require an examination of disproportionate effects on major or vulnerable groups. Other indicators were ones that provided management with the tools required to monitor implementation of crosscutting issues. Some indicators recognized the mind-set shift that must occur.

A set of indicators was also developed to monitor sustainability. These indicators are also presented in Appendix Y. Many of them overlap with other indicators. Assumptions, risk and a risk management strategy were identified. These are summarized in Appendix Z.

## **8.9 FACTORS THAT INFLUENCED IMPLEMENTATION OF THE TWINNING PROJECT**

A variety of factors influenced the implementation of the Twinning Project. The following review of some of them and may provide insights into ways of avoiding them in other projects.

### **8.9.1 The Project Plan**

Early in the Twinning Project, a workshop on Results Based Management was held. This was a useful exercise for introducing RBM, developing initial work plans, and preparing provincial governments for activities. However, CIDA's recommendation (2001: p.10) that the first six months of a project be devoted to developing an implementation plan in conjunction with all of the partners was unrealistic for this project for several reasons including the following:

- Provinces work plans fit into their existing business plans and as such were not negotiable with other provincial governments;
- Provinces received from \$25,000 to \$90,000 per year. Their allocations could have rapidly been used in planning activities;

- The project built on a previous project and most provinces were familiar with the purpose of the project, the instrument of twinning, and the mode of operation;
- The *Contribution Agreement* specified the requirements and methodology and left little room for modification or new ideas;
- The directors general were responsible for implementation within their respective provinces and had full authority to make any decisions relevant to the use of the project's resources in their provinces. They also were fully cognizant of the reach of their work plans, the direct and indirect beneficiaries, the sources of information, the risks involved, and the fit with crosscutting issues including gender equality; and
- Local ownership was high at the outset of the project.

The Twinning Project may not have represented the typical donor funded project because it was actually nine small projects under a single umbrella. As well, it built on previous projects so the players knew each other, worked together on other projects and were ready to begin implementation.

### **8.9.2 Availability of Tools**

A variety of tools exist to support project management. Burke (2000: pp. 11-23; 18; 40; 105-119; 142-155) suggests the use of tools such as the Gantt chart, network diagrams, organizational charts, stakeholder analysis, work breakdown structures, and bar charts. He discusses a variety of methods for using them. Of these tools, the following were found to be useful: the organizational chart, the Gantt chart and the work breakdown structure. The *Policy and Procedures Manual* that was developed during the Twinning Project provided, first in print form and later in electronic form, the most frequently needed information and guidelines.

Project management software is available to assist with project management. Power point software facilitates the creation of organization charts. Word processing programs and other software make it possible to create a hierarchy of folders and subfolders and to keep related information about a project together. They can achieve the same purposes as work breakdown structures. The folder approach has the advantage of filing all documentation



related to logistical arrangements, activity plans and activity reports within the folders and was found to be a more versatile and electronically accessible option.

### 8.9.3 Time Frames

Diem (Diem 2003: pp. 2-3) has identified the sequence of events and changes that occurs when change is introduced. The hierarchy shown in Figure 15, below, indicates that the expectations at the lowest level are the easiest and fastest to achieve and the building blocks for longer term and more important results. As one moves up the hierarchy, the efforts of achieving results are more costly, more time consuming, and more difficult to measure. End results, in particular often are the cumulative effect of a variety of learning experiences and best practices from more than one source, including the organization itself.

**Figure 15. Hierarchy of Operational and Developmental Change**

<b>END RESULTS/IMPACTS</b>
<b>CHANGES IN PRACTICES AND BEHAVIOURS</b>
<b>KNOWLEDGE, ATTITUDES, SKILLS AND ASPIRATIONS</b>
<b>REACTIONS</b>
<b>PEOPLE INVOLVEMENT</b>
<b>ACTIVITIES</b>
<b>INPUTS</b>

Source: Diem 2003: pp. 2-3

Theoretically one could attempt to identify realistic time frames for introducing changes in provincial government – so many months to introduce a new cabinet system, so many years to introduce and implement performance measurement, so many years to develop and implement a sustainable development policy framework and strategy. In the practical world, setting time frames is much more complicated and variable.

Some of the factors that influenced time frames for introducing changes in the South African provincial governments included the following:

- The South African provincial governments did not have the same cadre of managers and specialists that their partners had to introduce and implement changes. They did not have as many public servants to lead and implement change.

- Branches, units and posts to support basic functions were still being created in some of the South African provincial governments. The senior officials could not introduce change until they had the necessary organizational structures and budgets in place.
- Many of the South African public servants being recruited were new to their positions and did not have the years of experience, knowledge and judgment of their counterparts in the Canadian provinces. They needed time to learn, internalize, and adapt information to the local context before they could apply new knowledge and lead change.
- The South African provincial governments faced large expectations and heavy workloads. Public servants were stretched to meet all of the demands and even high priority tasks including work with partners often got derailed to enable the public servants to meet immediate needs.
- It was not enough to introduce change. What was equally important was ensuring that the appropriate linkages and alignments were in place and that the many details that contribute to smoothly operating and effective processes were considered and problems relating to them solved.
- Government processes take time, particularly in an environment of co-operative government and consensus decision-making.

When all of the circumstances required to introduce change were in place, change sometimes happened quickly with a minimum of support. The introduction of the restorative justice approach to youth in conflict with the law as described by Sempe and Senekal (2004: pp. 4-5) is an example of a major change introduced after a single study tour. When key elements were missing, when obstacles arose, or when priorities were redirected, change sometimes took months or years.

#### **8.9.4.4 Consistency in Reporting Expectations**

Because the *Contribution Agreement* did not include templates for reports, and because different officials held different views on what needed to be reported and the amount of detail required, the project manager and participants in the Twinning Project experienced numerous challenges in this aspect of project management.

During the first two years, there were few visible, substantive development results to report. The project manager, however, on behalf of the provincial governments, reported on the following (2002: Materials for the Steering Committee Meeting):

- The agreements that had been negotiated;
- The structures that had been established;
- The policies that had been developed, approved, and implemented;
- Communications activities undertaken;
- Liaison activities completed;
- Competencies strengthened;
- Results achieved;
- Compliance with agreements' requirements;
- In kind contributions;
- Sharing of knowledge with the non-twinning provinces;
- Activities completed and activities planned; and
- Challenges experienced and lessons learned.

The project manager also provided written and oral assessments of the status of the Twinning Project and work that needed to be done (2002: Materials for the Steering Committee Meeting).

There were many management and operational results to report, however, these tend to be given short shrift by funding and executing agencies. They deserve much more weight because they consume resources and are prerequisites to obtaining developmental results. As well, they are opportunities for role modeling and building capacity in everyday practices of government organizations. The CIDA officials, who were well versed in the

Twinning Project during the initial two years, were comfortable with the progress made because they were aware of and supported the foundation that had been laid. They recognized that time was required to negotiate partnership agreements, to involve the untwinned provinces and to achieve results in governance. They also recognized that time was required to build capacity in the provincial co-ordinators.

In 2003 an annual report, patterned after provincial government departmental annual reports, was prepared. This report included the following information:

- The Twinning Project's organization chart;
- A review of key result areas, activities, and results achieved to date;
- An evaluation of the results and implementation of crosscutting themes;
- A review of the communications strategy;
- A summary of resource allocation and use; and
- A discussion of challenges and lessons learned.

In addition, a detailed budget was prepared and organized by partnerships and results. A Gantt chart that illustrated the activities to be undertaken, the positions of the personnel involved, the type of activity to be undertaken and the expected date of the activities was also tabled.

The new CIDA officials found this report to be too detailed, too lengthy and too transactional. Thus, in May 2003, they directed provision of reports in the prescribed formats. Initially this was impossible since the formats had never been provided. CIDA engaged a monitor to provide them and to ensure that they were completed properly. Between August 2003 and June 2004, most of the project manager's time was spent creating and recreating reports using a variety of different templates provided by the monitor and the desk officer in Gatineau. The type of content required by different formats is given below.

The semi-annual report was required to provide the following information (CIDA. 2002: pp. 47 – 56):

- Table of Contents;
- Introduction;
- Changes in Project Context;
- Logical Framework Analysis;
- Work Breakdown Structure (In hierarchal form);
- Performance Measurement Framework;
- Performance Framework (Outcomes and Outputs);
- Performance Indicators;
- Reach;
- Data Sources;
- Responsibility for Documenting and Reporting Results;
- Summary of Results;
- Cost Breakdown by Result;
- Project Management Summary;
- Overall Budget by Year;
- Allocations by Result by Year;
- Planned to Actual Expenditures;
- Factors Affecting Performance; and
- Gantt Chart of Activities, Schedule, and Personnel

CIDA was required to provide an annual report to parliament on the progress of its projects. Figure 15 illustrates the content and format for these reports. The project manager was required to complete these reports in addition to the regular annual and semi-annual reports.

The design of reports for parliamentarians (Figure 16) also resembles that of a data collection template. Elected officials need to know, in short, inverted pyramid style reports, what has been done and how it has been helpful. Impact statements such as those suggested by Diem (2003: pp. 1-9) are much more concise, readable and direct than the formats required. Examples of impact statements using Diem's format for the Twinning Project are found in Appendix X.

Figure 16. Format for Annual Report for Parliament			
Project Program Number:		Level 2 WBS Name:	
Project Program Name		Responsible Officer:	
Cost Centre:	Executing Agency Partner:		Country/Countries:
Historical Adjustment:			
\$			
Total CIDA Budget:	Executing Agency Contribution:		Region:
\$	\$		
Disbursed to March 31:	Target Organization:		Sub – Priorities:
\$			
Disbursed During Reporting Period:	Target Organization Contribution:		
\$	\$		
Branch Results:	Dates:	Planned:	Actual:
	Approved:		
Corporate Results:	Start:		
	End:		
	Status:	Operational:	
General Description			
Performance Assessment			
Rating Scale: Achieved Expected Results			
Outcomes Achieved to March 31: %			
Outputs Achieved to March 31: %			
Explanation of Rating and Action Taken or Recommended			
A – Exceeded Expected Results			
B – Achieved Expected Results			
C – Experiencing Manageable Problems			
D – Experiencing Serious Problems			
E - Unable to Rate			
Explanation of Rating			
Expected Outputs/Short Term Results			
Actual Outputs/ Short Term Results (With Indicators) for the Reporting Period			
Outputs – Variance/Follow-Up			
Actual Outputs/ Short Term Results (With Indicators) – Cumulative to Date			
Expected Outcomes / Medium Term Results			
Actual Outcomes / Medium Term Results (With Indicators) – Cumulative to Date			
Outcomes – Explanation of Variance			

<b>Figure 16. Format for Annual Report for Parliament</b>		
Expected Impacts/Long Term Results		
Actual Impacts/Long Term Results (With Indicators)		
Gender Equality Measures		
Contribution of Gender Equality to Overall Development Results		
Other Results		
Expected Number of Contracts:		Estimated Total Amount:
Actual Number of Contracts:		Actual Total Amount:
A = Public Engagement    B = Benefits to Canada    C = Unexpected Results		
Explanation of Other Results		
Risk Management		
	Output Risks	Mitigation Strategy
Output		
High		
Medium		
Low		
Outcome		
High		
Medium		
Low		
Impact		
High		
Medium		
Low		
Lessons Learned		
Cost Effectiveness		Resource Utilization
Informed and Timely Action		Partnership

Source: Format provided by CIDA to complete for onward transmission to Parliament.

### **8.9.5 Detail Required in Reports**

The most significant aspect of CIDA's application of results based management is the enormous amount of detail required and the repetition in reporting the same information. For example, the desired results and the performance indicators had to be provided in the logical framework analysis and the performance measurement framework. The same information had to be repeated in each semi-annual and annual report. The manner in which results were reported required repeating them three to four times – as anticipated outputs, outcomes and impacts, as expected results, as results achieved during a specific period, as project outputs achieved, and finally as cumulative results. The final work breakdown structure required 17 pages. The semi annual report for the period April 2003 to September 2003, with all the templates completed, was 76 pages in length.

To illustrate the amount of detail required and the repetitiveness entailed, excerpts of some of the tables within these reports are given in Figures 16 to 22. As the excerpts of sections of reports shown in the figures indicate, the amount of detail in each report was substantial. Part of the reason for the quantity of detail is the number of provinces that participated and the need to report each province's results individually. Another reason is the nature of capacity building and the need to report results at the individual, group and organizational levels. A third reason is the nature of results when only small inputs are provided.

#### **8.9.5.1 The Logical Framework Analysis**

The information in Figure 16 below is an excerpt from the logical framework analysis. The information found in the full logical framework analysis is consolidated in Appendix R.

#### **8.9.5.2 The Work Breakdown Structure**

The purpose of a work breakdown structure is to help organize the work into manageable components. A complete work breakdown structure also illustrates, at a glance, the elements and scope of the project.



**Figure 17. Excerpt from the Twinning Project's Logical Framework Analysis**

Logical Framework Analysis for the Canada South Africa Provincial Twinning Project			
Country/Region	South Africa	Agreement Number	7009238
Project Title	Canada South Africa Provincial Twinning Project	Project Budget	\$3.48 Million
CEA/Partner Organization	IPAC	Project Manager	CIDA Official
Related C/RPF Date		Project Team Members	South African Provinces Canadian Provinces
<b>NARRATIVE SUMMARY</b>	<b>EXPECTED RESULTS</b>	<b>PERFORMANCE MEASUREMENT</b>	<b>ASSUMPTIONS/RISKS</b>
<b>Project Goal (Program Objective):</b>	<b>Impact:</b>	<b>Performance Indicator:</b>	<b>Assumptions &amp; Risk Indicators</b>
To assist the Republic of South Africa to strengthen its governance capacity.	Effective and efficient delivery of government programs in South Africa.	<ul style="list-style-type: none"> <li>More South Africans are benefiting from basic government services.</li> <li>Cost-effective program delivery by the government.</li> </ul>	<b>Assumptions:</b> <ul style="list-style-type: none"> <li>Continued stability of national and provincial governments.</li> </ul> <b>Risk Indicator:</b> <ul style="list-style-type: none"> <li>Frequent changes in provincial governments and key officials.</li> </ul>
<b>Project Purpose:</b>	<b>Outcomes:</b>	<b>Performance Indicators:</b>	<b>Assumptions &amp; Risks</b>
To improve the capacity of the provincial governments of South Africa, through twinning arrangements with Canadian provinces, to manage and implement the delivery of government services, especially those that address basic human needs.	Effective and efficient delivery of government services to the most disadvantaged population of the "twinning" South African provinces.	<p>Increased numbers of households in the twinned provinces in South Africa are able to satisfy their basic human needs.</p> <p>Cost – effective program delivery by the governments of the twinned provinces in South Africa.</p>	<b>Assumptions:</b> South African provinces are truly interested in effective program delivery.  <b>Risk Indicators:</b> Project participants are consistently not applying the effective delivery mechanisms learned through the twinning arrangements.
<b>RESOURCES</b>	<b>OUTPUTS</b>	<b>PERFORMANCE INDICATORS</b>	<b>ASSUMPTIONS AND RISKS</b>
CIDA contribution used for technical assistance, training, study tours, workshops, travel expenses, and project management costs.	<p>Activities are more structured and focused.</p> <p>New twinning arrangements are established.</p> <p>Officials and legislators are trained.</p> <p>Improved systems, procedures, structures.</p>	<p>Each established twinning carries out annual strategic planning and establishes annual work plans.</p> <p>Twinning activities are started with untwinning South African provinces.</p> <p>Short and medium term exchange visits.</p> <p>Training through formalized programs – workshops, seminars, conferences.</p> <p>Changes in program delivery; evidence of new systems and procedures.</p>	<b>Assumptions:</b> Provinces in both countries are interested in continuing relationships and activities. <b>Risk:</b> Provinces are unable to allocate out-of-pocket expenses in their budgets to continue the activities. <b>Assumption:</b> Non-twinning provinces in both countries will be interested in twinning arrangements. <b>Risk:</b> Canadian provinces may have the necessary expertise. <b>Assumption:</b> South African provinces are willing to introduce changes. <b>Risk:</b> South African provinces are slow in implementing recommendations.

Source: Provided by CIDA. This information was to be updated semi-annually.

The total number of activities required to comply with the requirements of the *Contribution and Partnership Agreements* and to achieve desired results was well above 300 for the developmental activities only. There were also many activities related to achieving operational results.

Preparing a work breakdown structure and identifying each activity with a unique number is a lengthy and meticulous process. Each report and work plan had to identify each activity separately, by output, outcome and province/partnership. Reports were returned by the monitor for not preceding the number of the activity with the word “activity”, and for not entering the word “none” when there were no variances. Individual provinces developed their own tracking systems. An excerpt from the Twinning Project’s work breakdown structure is shown in Figure 18 below. The information in the full work breakdown structure is consolidated in Appendix R.

There are many methods of developing work breakdown structures including hierarchical graphical diagrams and text indents. There is no right or wrong method. What is most important is that the work breakdown structure is used as an aid for planning and tracking pieces of work.

From a project manager’s perspective, developing an electronic work breakdown structure through the filing system was a more effective and efficient method of tracking and monitoring activities. An electronic system can bring together all of the information about a partnership in its own set of folders. Since the work breakdown structure was primarily for the project manager’s use, the choice should have been the method that worked best for the user.

### **8.9.5.3 Performance Measurement Framework**

Some information that was required in each report, for example, the information in the performance measurement framework, was rarely if ever used by project participants. The information in the performance measurement framework summarizes the sources of data and the individuals responsible for documenting and reporting results.

Figure 18. Excerpt from the Twinning Project's Work Breakdown Structure

Work Breakdown Structure for the Canada South Africa Provincial Twinning Project : 2000 - 2004							
Impact Mutually beneficial, broad-based partnerships between Canadian and South African governments		Impact Strengthened capacity for efficient and effective governance in the South African provinces.		Impact Strengthened capacity for efficient and effective governance in the South African provinces		Impact Improved implementation and delivery of government programs and services, especially those that address basic human needs	
Outcome #1 <i>Strong Twinning Project that strengthens provinces, particularly South African provinces, individually and collectively.</i>		Outcome #2 Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government		Outcome #3 <i>Acceptable capacity at the senior and middle management levels of the public service</i>		Outcome #4 <i>Higher quality, more cost effective and efficient public services that are responsive to the needs of the people</i>	
Short Term Results (Outputs)	Activities of the Partnerships, Provinces, and Project	Short Term Results (Outputs)	Activities of the Partnerships, Provinces, and Project	Short Term Results (Outputs)	Activities of the Partnerships, Provinces, and Project	Short Term Results (Outputs)	Activities of the Partnerships, Provinces, and Project
1.1 Existing twinning arrangements are renewed and new twinning arrangements are established between the South African and Canadian provinces	1.1.1 Appointment of provincial co-ordinators and deputy provincial co-ordinators. 1.1.1.101 a - d ECPG-BCPG 1.1.1.201 a - e FSPG –SKPG 1.1.1.301 a - c GPG – OPG	2.1 Strengthened Office of the Premier/Director General	2.1.101 a. ECPG-BCPG Study tour to British Columbia to examine the machinery of government with particular emphasis on the cabinet system and policy processes. 2.1.101 b. ECPG-BCPG Study tour to Eastern Cape to strengthen structures, processes, materials and provide training.	3.1 Strengthened organizational capacity for human resource (HR) development	3.1.203 FSPG – SKPG Study tour to several Canadian management development organizations.	4.1 Strengthened rural socio-economic development	4.1.104. ECPG – NFLD&LAB, SKPG, FSIN, MLTC, MLCN Training and study tour in Canada on rural socio-economic development
1.1.2. Negotiation and signing of partnership agreements 1.1.2.102 a - b ECPG-BCPG 1.1.2.202 FSPG –SKPG 1.1.2.302 GPG – OPG		2.1.201 a. FSPG –SKPG Audit of the Office of the Premier's structures, systems, HR capacity, and linkages. provincial governments. 2.1.201.d. FSPG –SKPG Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.	3.2 Improved corporate leadership and human resource (HR) management	3.2.102. ECPG – OPG Workshop on strengthening HR development and using a client-service approach.		4.1.504 LPG – NFLD&LAB, SKPG, FSIN, MLTC, MLCN Training and study tour in Canada on rural socio-economic development	1.1.2. Negotiation and signing of partnership agreements 1.1.2.102 a - b ECPG-BCPG 1.1.2.202 FSPG –SKPG 1.1.2.302 GPG – OPG 1.1.2.602 MPG – APG 1.1.2.702 NCPG – NBPG 1.1.2.802 NWPG – MANPG 1.1.2.902 WCPG – OPG

Source: Compiled from the Twinning Project's work and activity plans.

The provincial officials did not need this information because data collection was one of the responsibilities of the provincial co-ordinators. They and their directors general knew their governments well and where to find the necessary information. Nevertheless, each annual and semi-annual report had to contain this information. While this table can be a useful tool in many circumstances, it is only a tool. Collecting, maintaining and reporting information that is not needed, and that is only a tool for specific users, takes a great deal of time that could be applied more effectively elsewhere. An excerpt from the performance measurement framework is shown in Figure 19 below.

**Figure 19. Excerpt from the Performance Management Framework**

Performance Management Framework for the Canada South Africa Provincial Twinning Project				
Performance Framework	Performance Indicators	Reach	Data Sources	Responsibility for Documenting and Reporting Results
Impact:	Strengthened capacity for efficient and effective governance in the South African provinces			
<b>Outcome #2:</b> <i>Strong, responsive, democratic decision making that is supported by effective, efficient machinery of government</i>	<ul style="list-style-type: none"> <li>Premier's approval of introducing changes and improvements in the Office of the Premier and central agencies and exploring/introducing innovations in democratic governance, public administration and public management.</li> <li>Evidence is available of new systems, processes, procedures and tools</li> <li>Evidence is available of the acquisition, internalization and application of new knowledge related to the mandate, mission, and responsibilities of the Office of</li> </ul>	<ul style="list-style-type: none"> <li>Participants in the activities and their colleagues</li> <li>Senior Officials – Director Generals (DGs), Cabinet Secretaries, Heads of Departments (HODs)</li> <li>Participating Canadian provinces &amp; governments</li> <li>Public servants in departments engaged in capacity-building activities</li> <li>Departments not directly engaged in activities particularly Departments with responsibilities for Agriculture, Environment,</li> </ul>	<ul style="list-style-type: none"> <li>Views of Directors General and senior management teams</li> <li>Work Plans approved</li> <li>Activity Plans</li> <li>Provincial Co-ordinators' Reports</li> <li>Information provided to the Project Manager for reports, reviews, audits and communications activities</li> </ul>	<ul style="list-style-type: none"> <li>Provincial Co-ordinators &amp; Deputy Provincial Co-ordinators</li> <li>Directors General (DGs)</li> <li>Heads of Departments (HODs)</li> </ul>

Performance Management Framework for the Canada South Africa Provincial Twinning Project				
Performance Framework	Performance Indicators	Reach	Data Sources	Responsibility for Documenting and Reporting Results
	the Premier and the functioning of government.	<ul style="list-style-type: none"> <li>Conservation, etc.</li> <li>Recipients of government services, particularly the poor and rural residents</li> <li>Departmental staff involved in policy and program delivery</li> </ul>		
<b>Output 2.1 Strengthened Office of the Premier/Director General</b>	<ul style="list-style-type: none"> <li>Appropriate functions are located within the Office of the Premier – policy and planning, corporate communications, special needs (gender, youth, disabled), IGR, internal audit, protocol, etc.</li> <li>More effective decision-making structures – committees and secretariats, clarified responsibilities, terms of reference and accountabilities</li> <li>More effective processes – policy development, communications, tracking, co-ordination</li> <li>Acquisition and allocation of necessary resources – posts, qualified staff, buildings and equipment</li> <li>Development of appropriate tools – organograms, schematic maps, manuals,</li> </ul>	<ul style="list-style-type: none"> <li>Those responsible for strengthening the machinery of government e.g. Director General &amp; Cabinet Secretary, Deputy Cabinet Secretary, Chief Director of Policy &amp; Planning, Director of IGR, Director of Communications, etc.</li> <li>Premier, MECs, Cabinet, Office of the Premier/Director General, HODs</li> <li>Key role players in central agencies such as the Department of Finance</li> <li>Departmental staff involved in policy development and program delivery</li> <li>Departments</li> </ul>	<ul style="list-style-type: none"> <li>Work Plans</li> <li>Activity Plans</li> <li>Provincial Co-ordinators' Reports</li> <li>Reports of participants in activities</li> <li>Information provided to the Project Manager for reports, reviews, audits and communications activities.</li> <li>Policy documents, government strategies and program action plans.</li> </ul>	<ul style="list-style-type: none"> <li>Provincial Co-ordinators &amp; Deputy Provincial Co-ordinators</li> <li>DGs assessment</li> <li>Chief Director of Policy and Planning's assessment</li> <li>Assessment of key role players that interact frequently with the Office of the Premier e.g. Heads of Finance, Health, &amp; MECs.</li> </ul>

Performance Management Framework for the Canada South Africa Provincial Twinning Project				
Performance Framework	Performance Indicators	Reach	Data Sources	Responsibility for Documenting and Reporting Results
	checklists.	that often are involved in addressing one or more of crosscutting policy issues. <ul style="list-style-type: none"> <li>Officials whose competencies are strengthened particularly in policy development and project and program planning.</li> </ul>		

Source: Compiled from the Twinning Project's work and activity plans.

#### 8.9.5.5 The Work Plan

The detail required in work plans focuses on inputs, activities, personnel and scheduling.

While it is relatively easy to determine how many financial resources will be used for a specific outcome for a partnership and to identify potential activities, it is the responsibility of the partners to work out the details related to specific outputs and activities, the scheduling of activities, and the participants in specific activities, taking into consideration the desired results, emerging needs, government cycles, and availability of personnel. Gannt charts for schedules could be prepared but with much less accuracy.

It is not possible in a voluntary program that relies on the employees of other organizations to predict the emergence of issues in all of the participating governments that could influence when officials might be required by their own governments or to establish rigid schedules or to enforce them. Information in Figures 20 and 21 below illustrate the content of work plans and activity schedules required.

**Figure 20. Excerpt from a Work Plan**

Figure 20. Work Plan of the Canada South Africa Provincial Twinning Project						
Work Plan for the Period April 1, 2003 to March 31, 2004						
Expected Results for the Life of the Project	Results Planned for this Period	Project Budget for this Activity	In Kind RSA Provinces	In Kind Canadian Provinces	Actual Results Achieved	Variance of Planned to Actual Results
<b>Outcome #2. Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government.</b>						
<b>Progress to Date in Achieving Outcome #2.</b>						
. Most of the South African provinces have completed restructuring the central agencies and fine-tuning the cabinet system, thus positioning the Office of the Premier to provide effective leadership to the government and effective support to cabinet and the Premier. As well, there is a clearer understanding of the responsibilities of key role players, sources of tension in government, and approaches to preventing or managing conflict.						
. Significant progress is being made in developing departmental and government-wide outcomes, relevant indicators, and performance measurement systems as well as strengthening integration of planning and budgeting. These initiatives contribute to strengthened accountability, better stewardship, and better alignment with government priorities.						
. One province has completed a review of its legislation, removed outdated legislation, and improved its legislative processes. Its legislation now fully supports government policy.						
. Several provinces have strengthened their communications units resulting in more effective communications with more citizens.						
<b>Output 2.1 Strengthened Office of the Premier/Director General</b>						
2.1.101. ECPG-BCPG	All activities successfully completed.				Eastern Cape's Office of the Premier is appropriately structured and necessary systems are in place.	
2.1.201. FSPG. Training in conflict management	Specialist in governance provides a seminar on Managing Healthy Tensions. Travel, accommodation, sustenance, & fees. August 2003.	3,200.00			Ministers and officials understand the sources of tensions, the consequences of not managing tensions, and the methods of managing tensions.	
	FSPG. Officials' time and absorbed costs.		2500			
	SKPG. Officials' time.			750		

Figure 20. Work Plan of the Canada South Africa Provincial Twinning Project						
Work Plan for the Period April 1, 2003 to March 31, 2004						
Output 2.2 Strengthened decision-making and systems that support making and tracking decisions.						
2.2.202c FSPG. Seminar and technical advice on policy and financial integration.	Two senior officials of Saskatchewan government on a work assignment in the Free State. Return visit to Saskatchewan of 2 senior Free State officials. Travel, accommodati on and sustenance. Objective: To clarify the steps and linkages in the planning, policy development, accountability , and budgeting cycles, including linkages with other spheres of government, and processes and procedures that can foster better integration.	24,000				Must wait until after the Saskatchewa n election and transition to a new cabinet.

Source: Compiled from the Twinning Project's work and activity plans.



**Figure 21. Excerpt from a Gantt Chart of an Activity Schedule**

Figure 20. Gantt chart of proposed activities, officials and schedules.							
Output And Purpose	Officials & Position of Officials	January 2004	February 2004	March 2004	April 2004	May 2004	June 2004
<b>Eastern Cape – British Columbia</b>							
#2 - Strong, responsive, democratic decision-making that is supported by efficient, effective machinery of government							
2.11.111.c. Study tour examining specialized uses of ICT.	2 ECPG Officials to BC & NFLD:	Jan 26 – Feb 5 2004					
#4 – Higher quality more cost-effective and efficient public services that are responsive to the needs of the people.							
4.102.b. Working visits on HIV/AIDS epidemiology	2 BCPG officials to ECPG: Dr. David Moore; Ms. Lisa Zetes-Zanatta	Jan31 – Feb 13					
4.102.c. Working visits on HIV/AIDS epidemiology	3 BCPG officials to ECPG: Dr. David Patrick, Dr. Bob Hogg, Laura McDougall.			March 28 – April 9			
<b>Free State - Saskatchewan</b>							
#2 - Strong, responsive, democratic decision-making that is supported by efficient, effective machinery of government							
2.10.210 Study tour on tourism development	2 SKPG officials to FSPG: Ray Anderson, Tim Marshall		February 2-11				
2.13.213.b. Study tour on gender policy.	1 SKPG official to FSPG: Corinne Bokitch		February 2 -11				
#4 – Higher quality more cost-effective and efficient public services that are responsive to the needs of the people.							
4.1.204.a. Study tour on agriculture extension for historically disadvantaged	2 SKPG officials to FSPG:		February 2 -11				
<b>Gauteng - Ontario</b>							
#2 - Strong, responsive, democratic decision-making that is supported by efficient, effective machinery of government							
<b>Gauteng - Ontario</b>							
2.5.305b. Internships in communications	4 GPG communications officials to OPG: 2 funded by CSATP; 2 funded by GPG*		February				
<b>KwaZulu Natal</b>							
#2 - Strong, responsive, democratic decision-making that is supported by efficient, effective machinery of government							
2.2.403 Multidisciplinary study tour - machinery of government and corporate outcomes	4 -6 KZNPG officials to QUEPG		February 4-13				

Source: Compiled from the Twinning Project's work and activity plans.

### **8.9.5.6 Financial Reports**

Preparation of the financial reports required time to calculate the proportions of resources used for each activity and each result. As shown in the work plan above (Figure 18), both the resources provided by the Twinning Project and the in kind resources provided by each province had to be calculated.

There were many multidisciplinary and multi-province delegations requiring calculations of in kind for two or more provinces, in addition to the contributions of the partners. As well, if activities dovetailed with an activity such as a work plan or conference, the amounts for each activity had to be prorated. By Canadian government standards the sums of money involved were minimal – from \$500 to \$10,000. Furthermore, the money was always directly related to knowledge sharing and to the relatively fixed expenses of airline fares, accommodation, sustenance, meeting room rental, and local transportation.

Figure 22 illustrates the financial detail required in reports. What is significant in this example is not only the amount of detail that must be tracked when there are several provinces and many outputs and activities, but also the need for a financial system that breaks expenditures down into detailed categories and subcategories. It also underscores the need for frequent, regular financial reports to support tracking and reporting.

In the Twinning Project all financial calculations had to be done by the project manager as the provinces found too much time of their officials was being spent on documenting and reporting tasks. Financial data was entered from financial documentation of actual expenses provided either by IPAC or the University of the Free State's Department of Finance. Information from the University of the Free State had to be translated into English. In addition, costs frequently had to be estimated.

**Figure 22. Excerpt from a Template Displaying Resource Use by Result**

Allocation of Resources by Result (Activity, Outcome, Output)						
Outcomes, Outputs and Participating Entities	Activity	2000-2001	2001-2002	2002-2003	2003 - 2004	Totals
		Actual \$	Actual \$	Actual \$	Budget \$	\$
<i>Output 2.11 Effective use of information and communications technology</i>						
<i>Eastern Cape - British Columbia</i>	2.11.111a. Study tour examining management of ICT and effective linkages with SITA.					
	Travel					
	Training					
	Materials					
	2.11. 111 a. Study tour to BC & Nfld.examinig specialized uses of ICT					
	Travel					
	Training					
	Materials					
<i>Limpopo - Various</i>	2.11. 511 a. Study tour to British Columbia examining specialized uses of ICT.					
	Travel					
	Training					
	Materials					
	2.11. 511 b. Study tour to British Columbia examining specialized uses of ICT.					
	Travel					
	Training					
	Materials					
	2.11.511 c. Working visit to BC & Nfld. follow-up application of ICT knowledge & next steps.					
	Travel					
	Training					
	Materials					
<i>Western Cape - Various</i>	2.11. 911 a. Study tour examining specialized uses of ICT					
	Travel					
	Training					
	Materials					
	2.11.911 c. Working visit to BC & Nfld. follow-up application of ICT knowledge & next steps.					
	Travel					
	Training					
	Materials					

Source: Compiled from the Twinning Project's work and activity plans.

#### **8.9.4.6 Describing Results**

An example of the manner in which results had to be reported is given in Figure 23 below. A complete review of results achieved is given in Chapter 9 and Appendix R.

From the template in the example, it can be seen the emphasis was on detailed data collection. It also emphasized demonstration of progress from outputs to outcomes. The template served a useful purpose as a tool for data collection and reinforcement of the results chain. If one is only interested in assessing whether data is being collected, templates serve as a quick checklist. However, a data collection tool is not a report. A report should extricate the data, summarize it, contextualize it and interpret it.

The reports required by the funding agency did not provide for profiling results in ways that are meaningful to managers or decision makers. Rather, the emphasis was on documenting the results in ways that would demonstrate each tool developed for applying RBM had been used properly. Emphasis was placed on illustrating obvious linear linkages between activities and outputs and outputs and outcomes. Making sure that the results achieved were recorded in the time frame they actually happened was also highly important as was reporting each variance for each activity. The reports contained little analysis of the results and the significance of the results. In reality, the reports were the worksheets that one would use to gather and aggregate results, collated into a single document.

What is also significant is that the reports as provided are difficult to use. The formatting does not take into consideration the reporting needs of the partners. The executing agency, for example has a board of directors, an international committee, members, and regional groups that were interested in the activities and achievements of the Twinning Project and needed concise information for reporting to its constituents. The provinces needed information specific to their provinces that they could use to brief their premiers and other key stakeholders. Many others were interested in the progress reports of the Twinning Project. The reports as prepared for the funding agency, however, were too detailed, too large, and too complex. They appeared to focus on the information needs of the funder to demonstrate accountability compliance to the Auditor

**Figure 23. Excerpt from a Report on Results**

Summary of Results of the Canada South Africa Provincial Twinning Project for the Period April 2003 to September 2003				
Summary of Results for This Period	Results Planned for This Period	Actual Results for This Period	Variance of Planned to Actual Results	Progress Towards Results to Date
<b>Outcome #2: Strong, responsive democratic decision making that is supported by effective, efficient, machinery of government.</b>	<b>Expected Results for the Life of the Project<sup>1</sup>:</b> <ul style="list-style-type: none"> <li>The Office of the Premier is organized, staffed and managed to provide effective support to the premier, cabinet, and cluster committees, to meet its central agency mandate and to enable the Director General to focus on managing the department, assisting the Premier manage the government, and to focus on strategic planning and corporate oversight.</li> <li>Knowledge regarding the policies, protocols, mechanisms, instruments, and operational procedures that strengthen the functioning of Intergovernmental Branches/Units and that encourage co-operation with all spheres of government and with international role players is acquired and examples of implementation of selected aspects are visible.</li> </ul>		<ul style="list-style-type: none"> <li>None</li> </ul>	<b>Cumulative Results to Date:</b> <ul style="list-style-type: none"> <li>Most of the South African provinces have completed restructuring the central agencies and fine-tuning the cabinet system, thus positioning the Office of the Premier to provide effective leadership to the government and more effective support to cabinet and the Premier. As well, there is a clearer understanding of the responsibilities of the key role players, sources of tension, and approaches to preventing and managing conflict.</li> </ul>
Output 2.1 Strengthened Office of the Premier/ Director General				
2.1.101 ECPG - BCPG. Strengthened Office of the Premier	None. All activities for the Eastern Cape have been successfully completed.		<ul style="list-style-type: none"> <li>None</li> </ul>	<i>Eastern Cape:</i> The Office of the Premier is recognized as the center of government activities. Effective intradepartmental co-ordination with the Office of the Premier, particularly with the Cabinet Secretariat, the Intergovernmental Relations Unit, the Communications Unit, and other transversal functions is becoming more and more understood as being essential. There is also a greater awareness of the importance of the alignment of policies and programs and that the Office of the Premier plays

<sup>1</sup> Not all expected results apply to all partnerships or provinces.

Summary of Results of the Canada South Africa Provincial Twinning Project for the Period April 2003 to September 2003				
Summary of Results for This Period	Results Planned for This Period	Actual Results for This Period	Variance of Planned to Actual Results	Progress Towards Results to Date
				a major role in ensuring this alignment occurs.
<i>Budgeted Resources \$:</i>	4000	4000		8000
<i>In Kind Resources FSPG \$:</i>		2500		2500
<i>In Kind Resources SKPG \$:</i>		500		500

Source: Compiled from the Twinning Project's work and activity plans. Financial data would be entered from financial documentation of actual expenses provided either by IPAC or the University of the Free State's Department of Finance. In kind data would have been calculated by the provincial co-ordinators or by the project manager based on information provided by the provincial co-ordinators.

The executing agency developed a format for profiling results that compared the changes that had occurred between the beginning of the project and end of the project (Figure 24). This format was well received by the South African directors general and others interested in the essence of the Twinning Project and what it had achieved. It was amended to include a preamble, updated and used by the directors general in briefing their premiers and in their meetings with the Presidential Co-ordinating Committee (Project Steering Committee. Meeting of March 30, 2004. Minute # 4.1).

**Figure 24. Template Prepared by IPAC for Summarizing Results**

Comparison of South African Provincial Governance 2000 and 2004	
Starting Date, for example 2000	Current Date, for example 2004
<i>Outcome, for example: Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively.</i>	
<i>Outcome, for example: Strong, responsive democratic decision making that is supported by effective, efficient, machinery of government</i>	
<i>Outcome, for example: Acceptable capacity at the senior and middle management levels of the public service.</i>	
<i>Outcome, for example: Higher quality, more cost effective and efficient public services responsive to the needs of the people</i>	

Source: Developed by IPAC's Director of the International Program for use with committees and others.

Diem points out how important it is to communicate results in ways that are meaningful to evaluators, policy makers, funders, and stakeholders. He recommends a special type of communication called the impact statement be used. The impact statement indicates what has been achieved, why it is important, the benefits gained and the source of the data.

An example of an impact statement Diem developed for a youth development program is given below (2003:7):

*“During a five-year period, 160 youth from an inner-city, high-risk housing project participated in an Extension-sponsored, daily, three-hour after school program. Expected outcomes included reduced incidence of substance abuse; decreased behavioural problems in school; and an increase in discipline, respect, integrity, and responsibility through training and role modeling. To build grassroots ownership in the program, adults from the housing project were trained and hired as staff. Youth gained an average of 1.4 years in reading test scores and 1.5 years in math in the first year. Academic gains continued every year of the program. Ninety per cent of the parents surveyed agreed that their children’s behaviour had improved as a direct result of participation in the program. Furthermore, 98% of the adults completed high school or obtained a G.E.D. certificate during the program.”*

As indicated earlier in this chapter, impact statements would have been a far better method of reporting to parliamentarians. They would also have been more effective in communicating with decision-makers and other stakeholders. They could have been supplemented with summaries of changes using the formats in Figures 16 or 24.

#### **8.9.4.7 Cost of Reporting**

The cost of gathering information, undertaking the relevant financial calculations, aggregating data, entering information into the various templates, printing and assembling documents, and submitting the reports to the executing agency, the monitor, the provinces and the funding agency is significant. For each semi-annual report required, provincial coordinators have estimated that gathering the information, preparing it for submission, and

working it through their government's approval processes required at least three days (Estimates provided at the request of the project manager). This time is in addition to any other work related to gathering and submitting reports of activities or managing their province's work plan. If this has to be done twice a year, it requires a minimum of six days of the employee's time. If the employee must meet this requirement for several donors, the employee could be spending most of his or her time working on reports.

By tracking the amount of her time required for each of the major tasks involved in preparing reports between June 2003 and June 2004, the project manager was able to determine the resources required for meeting the funding agency's documentation requirements (Appendix W). The reports prepared during this period contained most of the same information but in different formats so the value added was limited. Because of the nature of the templates, adding new information required an entire recasting of the documents. An examination of the information in Appendix R highlights the large amount of time required to meet reporting requirements and the large cost of this time. The funding agency and monitor's constant search for the "perfect template" meant reports had to be recast simply to try a new format. In the instance of the parliamentary report, the instructions did not specify whether they should be detailed or an overview.

When reporting requirements are large, the work one is engaged to do is set aside for tracking information, and preparing and submitting reports. This situation points to the importance of accountability not only for results, but also for realistic requirements. When auditors and funding agencies establish requirements that are so time-consuming that the real work cannot get done, they must bear the accountability for lack of timeliness, opportunities forgone, tasks unfinished, capacity not built, and expertise wasted. Detailed requirements, failure to communicate expectations clearly and accurately, and inconsistency in how information is to be profiled has financial and resource costs that need to be justified to partners and the public.



## **8.10 LESSONS LEARNED REGARDING ACCOUNTABILITY**

The experience with the accountability methods used in the Twinning Project revealed that they could have major limitations as well as major strengths. The following limitations were observed:

- In financial terms, the Twinning Project was a micro-project in comparison to funding from other sources and the magnitude of the resources required to achieve major change. The expectations that the Twinning Project could demonstrate substantive, visible results with respect to complex socio-economic issues such as poverty reduction, gender equality, environmental sustainability and HIV/AIDS were unrealistic.
- As discussed in Chapter 7 adult education builds on previous learning, regardless of where the knowledge was gained. Government officials were exposed to many sources of information including that gained from colleagues, other provincial governments, the national government, the universities, training courses, other donors and officials of other countries' governments. Not all of the capacity built within the officials of the provincial governments, therefore, could be directly attributed to only the activities of the Twinning Project or to linear relationships within the Twinning Project.
- By trying to be highly specific about results to be achieved and linear relationships, results based management, as applied, discouraged broader and interconnected thinking, planning and action. Unless a desired result or activity had been considered in advance and incorporated into the framework and work plan, the provincial government and its partner were to wait until the next annual steering committee meeting to have it discussed, approved and incorporated into the Twinning Project's master plan. This rigid approach eliminated flexibility and discouraged people from taking advantage of opportunities as they arose or responding to emerging needs.

- Some results in the Twinning Project occurred because public servants saw an opportunity in their contacts with Canadian governments to gain additional knowledge and pursued it without it being written into the work plans in advance. This was good, desirable and something to have been encouraged. However, results based management did not lend itself to capturing spontaneity, enthusiasm, and motivation.
- Emphasis on forms and formats shifted the focus to the correct use of the tools and away from the purposes, principles, and benefits of results based management.
- As applied, results based management did not allow for recognizing the contributions of different parties to the achievement of the results. Rather, it sought to fragment activities and results into neat parcels that could be traced back to the contribution of a specific donor, specific activity, and specific intervention. Governments, on the other hand, often combine many activities, interventions and resources provided by several contributors into broader business plans with activities contributing to as many results as possible. Instead of accepting that certain results have occurred as a consequence of the actions of many role players, in results based management these results are described as “unanticipated”. Unless they were negative results, or complete surprises, they were very likely part of a broader business plan or a consequence of professional or managerial judgment.
- In the Twinning Project the funding agency was concerned about organizational results. However, capacity development in people and groups often had to occur before or as part of organizational change. The emphasis on results that only measure organizational change was found to have several limitations. First, it limited the opportunity to document knowledge that had been gained by individuals and that managers could use in performance measurement of individuals. Second, it limited the opportunities for human resource personnel to strengthen the competency profiles of the government’s employees. Third, it made it difficult for project managers and executing agencies to demonstrate progress as they waited out the time lag between activities undertaken and organizational results to become evident.

- Results based management fails to recognize that in capacity development, the process can be as important as the final product. The emphasis on results can shift a focus to a contract management, auditor approach and away from learning and taking responsibility. Resistance to a rigid contract management approach with many administrative tasks can be interpreted as lack of commitment.
- The experience in applying results based management in the Twinning Project further corroborates the findings of Phillips and Levasseur and the Canadian Council on Social Development regarding the need for a better understanding of shared governance between non-profit organizations and government as well as appropriate mechanisms to support collaborative working relationships.

## **8.11 CONCLUSIONS**

The *raison d'être* of the Canada South Africa Provincial Twinning Project was capacity building in provincial government. Performance measurement, specifically results based management, was the tool used in the Twinning Project to focus on results and their attainment, measurement, and reporting. Several sets of indicators were found to be required to measure results properly: capacity development indicators, governance indicators, and sustainability indicators. As well, within the governance indicators a subset of human rights and gender equality indicators were required. Indicators of capacity development for strengthening individuals, groups, and organizations were also required.

The lessons learned from application of performance measurement in the collaborative partnership model used by the Twinning Project confirmed the following findings of Aucoin and Heintzman (2000: pp. 45 -55):

- Top-down, command and control systems need to be replaced by flexible, transparent systems that use professional or managerial judgment more than strict rules and procedures;
- A balanced review of performance that goes beyond compliance with rules, procedures and deadlines and takes into consideration the substantive aspects of performance and reviews all critical dimensions is required; and

- A variety of tools are needed to ensure that performance is linked to planning and decision-making.

The experience of the Twinning Project revealed how role players seek mechanisms that best match their own needs. The funding agency's officials wanted mechanisms that would give it strict control and the participants' limited flexibility. The provincial governments' officials preferred flexible mechanisms that would facilitate understanding, sharing knowledge, applying learning and empowerment. A new model must find a balance between the exercise of appropriate controls when public money is spent on public services delivered through civil society organizations and the establishment of ongoing, respectful and positive relationships with organizations.

All participants in the Twinning Project agreed on the need for, and importance of, measuring performance and documenting results. However, the system used by the funding agency in its current iteration is onerous, costly and unwieldy. Its focus on detailed documentation, precision of data entry, and lock-step-approval processes turns the methodology into a command and control mechanism that the funder can use to ensure compliance with its requirements rather than a managerial tool that the partners can use to assess progress, manage change and celebrate success. An important lesson gained from application of CIDA's results-based management model is that systems, indicators, and reporting templates do not build capacity; people do. They are not a substitute for thinking and reasoning, for talking to people and working with people. Like planning and organizing, monitoring and evaluating, they are tools for people, not substitutes for expertise, judgment and common sense.

Projects that involve many partners require ways of acknowledging the contributions of all partners to the results achieved. This may be done by agreeing that results are shared without trying to ascertain each partner's specific contribution. In this approach funding agencies would have to forgo precision in determining their portion of results and of credit. The Outcomes Mapping Model provides another alternative for desegregating results that is more respectful and allows the owner of the results to take credit for their work and achievements. The process consultation model being explored by the UNDP may provide a better approach to building capacity.

Realistic time frames and flexibility must be kept in mind at all times. Establishing and building collaborative partnerships takes time. Since capacity development operates in a fluid environment, good process requires the flexibility to adjust targets and time frames for results, activities and role players quickly. Capacity also requires time to develop and become visible.

The number of new terms to be learned and the specific meanings for each term used in the performance management system chosen highlighted the communication difficulties that occur when disciplines develop their own jargon, acronyms, and abbreviations. Each donor, the country's own national and provincial governments, and various agencies and institutions develop their own terms. However, there are many simple, everyday words that can be used and that would be understood readily. The issue is not whether one can or cannot learn new terms, but rather making it easier for people to understand concepts quickly and apply them comfortably. English is often the second, third, or fourth language of people in partnering countries and the less jargon developed and used the better.



**CHAPTER NINE**

**RESULTS OF THE CANADA  
SOUTH AFRICA  
PROVINCIAL TWINNING PROJECT**







## **CHAPTER 9**

### **RESULTS OF THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT**

#### **9.1 INTRODUCTION**

The aim of the Canada South Africa Provincial Twinning Project was to strengthen the effectiveness and efficiency of provincial governments. It sought to improve the ability of provincial governments to make and implement public policy decisions and in so doing to improve the quality of life of the people of their provinces. It did this by strengthening laws, institutions, processes, programs and people. As well, the Twinning Project helped strengthen linkages among provinces, particularly the South African provinces, so that public servants developed their own networks and mechanisms for sharing expertise and assisting each other.

The Canada South Africa Provincial Twinning Project operated on the principles and practices of democratic governance, voluntary participation, partnership, provincial public administration, professional public service, and change management. It operated in the context of historical, cultural, geographical, and political diversity. Each of these dimensions brought its own strengths and its own challenges. The Twinning Project was practitioner based and operated by matching South African provincial governments with one or more Canadian provincial governments. Matches were made on the basis of full partnerships, components of work plans, best practices, and best fit.

The Twinning Project was made up of nine separate projects. Each participant was a province, legally constituted, distinct in its own jurisdiction, philosophy and approaches, and unique in its own culture, values, traditions and beliefs. Each partnership was also unique and not only developed independently but had to be evaluated on the basis of its own situation. This chapter examines the results achieved by the Twinning Project including:

- The information required for the work plans;
- The activities undertaken;

- The results achieved;
- The allocation and use of resources;
- The contribution to advancing progress in the crosscutting themes of gender equality, HIV/AIDS, environmental sustainability and poverty reduction;
- The communication and outreach initiatives; and
- The compliance with the requirements of the *Contribution* and *Partnership Agreements*.

## **9.2 WORK PLANS OF THE CANADA SOUTH AFRICA PROVINCIAL TWINNING PROJECT**

The detailed work plans for the Twinning Project, including those of individual provincial governments and partnerships, are found in Appendix R. The information in Appendix R includes:

- Descriptive information regarding the Canada South Africa Provincial Twinning Project;
- The elements of the logical framework analysis;
- The results of the Twinning Project;
- The allocation of resources, both project and in-kind; and
- The following information for each outcome and output, by provincial partnership or province:
  - Assumptions;
  - Risks;
  - Baseline information;
  - Expected results (outputs, outcomes, and impacts);
  - Performance indicators;
  - Activities;
  - Reach; and
  - Variances.

Substantive aspects of the components of the work plans are summarized in the following sections.

### 9.2.1 Assumptions

Part of the results based management approach is to identify assumptions that all parties agree are the conditions that are prerequisite to activities being undertaken and results being achieved (CIDA. 2000: p. 24). The assumptions may be both internal to the work being done and external to the project. At the *Planning for Success Workshop* in Bloemfontein, February 2001, the officials present identified the following assumptions (Twinning Project. 2001: Initial Work Plan):

- Continued stability of national and provincial governments;
- Provinces in both countries are interested in continuing existing relationships or entering into new relationships;
- The project has the necessary buy-in by role players at senior levels of provincial governments including premiers, ministers, and cabinets;
- Availability of Canadian and South African resources in a timely manner;
- Public servants have a positive attitude and will accept recommendations/changes/reforms and are willing to be held accountable for their successful introduction and implementation;
- Stakeholders will participate when appropriate;
- Capacity is built at various levels within provincial governments and in all spheres of government;
- Sustainability is embedded in program design, activities, changes and results and at various levels of provincial governance;
- All partners will make the required in-kind contributions; and
- Funding will be available for the duration of the Twinning Project.

These assumptions led to the identification of potential risks and risk management strategies.

### 9.2.2 Risks

The officials of the Canadian and South African provincial governments identified a number of risks that might interfere with attaining the desired results. During the *Planning to Succeed Workshop* in 2001, officials identified the following risks (The Twinning Project. 2001: Initial Work Plan):

- Inability to meet the requirements of the *Contribution Agreement*;
- South African provinces may not wish to join the Twinning Project or may not have the capacity to support a relationship with another donor;
- Provinces may be willing to work together but circumstances may delay advancing the relationship;
- South African provincial governments' needs may be greater than can be supported on a short-term, voluntary basis by permanent employees of Canadian governments;
- Lack of political and management will to implement changes and reforms;
- The amount and pace of change may be limited if the exposure to scrutiny is too intense and the courage required to implement change is weak;
- Canadian practitioners with the required knowledge, skills and abilities may not be available or not available in a timely manner;
- There may be resource and/or capacity limitations within South African governments to receive and apply new knowledge;
- Diffusion of information may not occur;
- Changes may not be able to be introduced until other prerequisites are met or circumstances are more favourable;
- Fear of losing autonomy, control or influence if specific changes were to be introduced;
- Strict rules regarding disbursement and use of funds may limit achievement of objectives or achieving full potential of changes desired;
- Provincial governments may not have the baseline information that is needed to measure change;
- The Twinning Project's sphere of influence in addressing crosscutting themes is limited;

- The Twinning Project's initial design may not fit the needs of evolving South African provinces; and
- Withdrawal of support by partners.

Officials also identified strategies for minimizing the risks. The strategies identified included the following:

- Ensuring that twinning relationships between Canadian and South African provincial governments were supported by the directors general, deputy ministers to the premier and/or cabinet secretaries, and whenever possible the premiers and cabinets (IPAC. 2000: p.10; Project Steering Committee. Meeting of May 10, 2001. Minute # 6.3); ;
- Formalizing twinning relationships through partnership agreements (The *Contribution Agreement*, Attachment B. Meeting of May 10, 2001. Minutes # 10.1 and 10.2);
- Using former Canadian public servants of the respective province in a consultant capacity to provide the necessary expertise when the provincial government responsible for providing expertise could not release its public servants in a timely manner (Canadian Provincial Co-ordinators Forum. Meeting of April 5, 2001. Minute #4; Twinning Project's Policy and Procedures Manual. 2001. "Consultant's Engagement Policy");
- Ensuring that officials who participated in the activities were in positions where they would be held accountable by their superiors, their governments and/or their peers for applying the knowledge gained (The *Contribution Agreement*. Attachment B);
- A commitment by all provinces to assist the non-twinning provinces to the extent feasible (Project Steering Committee. Meeting of May 10, 2001. Minutes # 6.2, 6.3 and 6.4); and
- A commitment by the Canadian provinces to assist other Canadian provinces by sharing their expertise or providing activities beyond the requirements of their own partnership (IPAC. 2000: p.11).

As the Twinning Project unfolded, several of the risks identified materialized including the following:

- Provinces were willing to work together but circumstances delayed advancing the relationship. An example of this situation occurred when the Western Cape and Ontario Governments were unable to finalize their partnership agreement as a result of the power outage in North America during the director general's visit to Ontario partly for this purpose;
- Canadian practitioners with the required knowledge, skills and abilities were not available in a timely manner resulting in delays in implementing activities and achieving results. The Saskatchewan Provincial Government, for example, could not release its senior officials in planning and policy development in a timely manner;
- Resource and/or capacity limitations within South African governments to receive and apply new knowledge. Appointments of personnel new to their positions and changes in personnel, for example, created delays in implementing activities. Changes in provincial co-ordinators created delays, however, this was partially overcome by encouraging principal governments to designate both a provincial co-ordinator and a deputy provincial co-ordinator to ensure continuity;
- Changes could not be introduced until other prerequisites were met. For example, in some of the South African provinces work in communications, information technology, financial management, and policy analysis was delayed until positions were created and officials were appointed. Work on preparing a sustainable development policy framework could not proceed until the national government had designated the North West Provincial Government as the lead on this initiative;
- Lack of baseline information that is needed to measure change. Baseline information available was usually general, subjective and not always available to the project;
- The Twinning Project's sphere of influence in addressing crosscutting themes was limited. There were too few resources to address complex, crosscutting issues in a substantive way. As well, the Twinning Project was responsible for sharing knowledge, empowering others through the provision of knowledge, and assisting with the

application of new knowledge. It was not responsible for enforcing application or holding provincial governments accountable for application; and

- Withdrawal of support by a partner. Part way through the Twinning Project the New Brunswick Provincial Government found that it could no longer provide the support required by its partner or the resources needed to meet the requirements of the *Contribution Agreement* and withdrew (Letter from the Cabinet Secretary of the Government of New Brunswick to the Director General of the Northern Cape and Personal Communication).

All of the risk management strategies listed above were used. As well, the following strategies were used:

- Sharing of knowledge gained from Canadian provincial governments among South African provincial governments;
- Identifying Canadian provincial governments willing to work with more than their own partner on the basis of shared interests and best practices;
- Including officials of the South African provincial governments, without partners or who had lost their partners, in group activities and in multi-province delegations; and
- Working with Canadian provincial governments that could not support a full twinning and First Nations governments to share knowledge in specific areas of public administration.

Two other risks arose that delayed implementation of work plans. These were the terrorist attack on New York in September 2001 and the commencement of the war between the United States and Iraq in 2002. Both of these events caused governments to be cautious about releasing senior public servants and necessitated greater care in travel arrangements.

### **9.2.3 Baseline Information**

By 2000, the provincial governments had been in place for several years and had established many governance structures, processes and systems. This was accomplished with the help of the

Canadian provincial governments, with the help of others, or on their own. During the IPAC inception mission, the directors general identified the following needs of their provincial governments (IPAC. 2000: p. 9):

- Strengthening policy, fiscal and intergovernmental capacity;
- Integrating strategic, policy and budget planning;
- Strengthening the capacity of department heads to manage from a corporate perspective and to provide appropriate support to ministers and cabinet;
- Identifying and adapting to the South African governance environment innovations in public administration and management;
- Assistance with consolidating and managing the implementation of local government;
- Using modern technology to address the needs of the government and certain needs of the population;
- Introduction of alternative delivery systems;
- Implementing employment equity and the related integration issues; and
- Implementation of new legislation.

Because of the cumulative results of a variety of contributions made over a period of time; because previous work had been activity-based rather than results-based; and because much of governance is process-oriented; it was difficult to identify starting points to use for baseline information. Identification of baseline information, therefore, became an iterative process throughout the Twinning Project. This process included:

- Identification, by the directors general and senior officials, of their present status including structures, processes, systems, programs and knowledge requirements of their respective governments. This discussion began during the inception mission (IPAC. 2000: pp. 8 and 9) and continued during the *Planning to Succeed Workshop* in Bloemfontein, February 2001 (Canada South Africa Provincial Twinning Project. 2001: pp. 1, 5 and 6). The information provided by the directors general and their officials at these events was incorporated into their work plans;



- Identification, by the directors general or their senior officials, of needs and priorities set out in their respective governments' business plans and plans of the national government and knowledge requirements related to these needs. This information was also incorporated into their work plans during the initial planning visits of the Canadian officials to their partners' provinces and in subsequent exchanges of officials;
- Audits requested by directors general to determine current status and needs for capacity development (Bhatti, A. and Campbell, D. 2001: pp. 1-10; Bogdasavich, F., 2001: pp. 1-10);
- A review of the reports and analysis of the previous projects (Proctor, R. 1994 – 2000<sup>1</sup>; Proctor, R. and Sims, H. 1998: pp. 157-173; and Sutherland, S. 1999: pp. 1-85); and
- A survey of the provincial governments that had participated in the twinnings established by the earlier projects (The Canada South Africa Provincial Twinning Project. 2002: Reports of Activities and Progress to 2000<sup>2</sup>).

Identification of baseline data, therefore, relied heavily on assessments of the directors general regarding the current capacity of their respective governments and knowledge of those who had participated in previous governance projects. Often discussions with experienced provincial counterparts were needed to determine the current status more precisely and to clarify actual knowledge requirements. Some baseline information in business plans was not initially identified but acted on bilaterally and reported as the Twinning Project unfolded. Some knowledge requirements emerged throughout the project's duration and were also incorporated. The Twinning Project did not have the resources to research, verify, or quantify baseline data or other information provided by provincial co-ordinators, directors general or other officials. Nevertheless, while the information was subjective, it was based on the judgement of the most senior officials and/or decisions embedded in major documents and directives to which these officials had access and were accountable for advancing.

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<sup>1</sup> These reports are on file with CIDA.

<sup>2</sup> This survey was an activity of the project in which the provincial co-ordinators provided information from their respective provinces. The information was collated and circulated to the participating provinces for their use, records and future reference (Memorandum to the Directors General and Provincial Co-ordinators. December 20, 2002).

While there was room for improvement in this aspect of the project, there were several reasons gathering baseline information was an iterative and subjective process. These included:

- The pressure to begin activities as quickly as possible, as recommended by the directors general (IPAC. 2000: p. 9) and the requirements to report progress regularly (The *Contribution Agreement*. 2000: Appendix B);
- The opportunity to refine work plans as the project unfolded and partners gained a better understanding of the actual needs (The *Contribution Agreement*, Attachment B);
- The time limitations of both partners. The South African officials had many priorities that competed for their time, including meeting the requirements of other partners. The Canadian partners had limited amounts of time that they could devote, on a voluntary basis, to planning;
- The amount of work devoted to determining baseline information had to be in proportion to the amount of resources available to the partnership. Partners had a limited number of opportunities to meet in a year. The more of them that they spent “planning to plan”, the fewer that would be available for “implementing plans” and “knowledge transfer”; and
- The difficulty of accurately describing the precise status of governance in an evolving and political environment.

Baseline information identified is summarized in Table 36 and Appendix R (Project Steering Committee. 2004: Minute # 4.1). Because the Twinning project built on the foundation established by previous Canadian governance projects, it was important to identify work that had been previously done through these projects. The baseline information for the Twinning Project was gathered from reports of the previous governance programs, results of a survey of participating provincial governments, information provided by senior government officials at workshops and through planning with their partners, interviews with officials, and in oral and written reports.

<b>Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project</b>	
<b><i>Contact between South African and Canadian Provincial Governments</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Elected office holders and senior officials of several South African provinces had visited Canadian provincial governments and had become familiar with their application of public administration.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Twinning relationships had been formalized between the provincial governments of the following provinces: <ul style="list-style-type: none"> <li>- Eastern Cape and British Columbia;</li> <li>- Free State and Saskatchewan;</li> <li>- Mpumalanga and Alberta;</li> <li>- Northern Cape and New Brunswick; and</li> <li>- North West Province and Manitoba.</li> </ul> </li> <li>▪ The Ontario Provincial Government had established informal contacts with the Provincial Governments of Gauteng and KwaZulu Natal.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Twinning relationships had been formalized between the provincial governments of the following provinces: <ul style="list-style-type: none"> <li>- Eastern Cape and British Columbia;</li> <li>- Free State and Saskatchewan;</li> <li>- Mpumalanga and Alberta;</li> <li>- Northern Cape and New Brunswick; and</li> <li>- North West Province and Manitoba.</li> </ul> </li> <li>▪ The Ontario Provincial Government had established informal contacts with the Provincial Governments of Gauteng and KwaZulu Natal.</li> </ul>
<b><i>Government Structures and Systems</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Nine new provinces were created with new premiers, new cabinets, and many public servants of the historically disadvantaged groups new to their responsibilities.</li> <li>▪ Administrations of the homelands needed to be integrated into the new provincial governments.</li> <li>▪ Government systems that were in place were highly administrative; laws, rules, and regulations needed to be updated to support new policies.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ In all South African provinces, organization of the Office of the Premier, creation of essential positions in the central agencies including Deputy Cabinet Secretaries and Intergovernmental Relations and appointment of qualified officials to the positions had begun.</li> <li>▪ In the twinned provinces, training, coaching and mentoring of senior officials new to their positions to strengthen their competencies and confidence had occurred.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Key posts in the Office of the Premier needed to be created and officials needed to be appointed and trained.</li> <li>▪ Intradepartmental and interdepartmental systems required strengthening to improve communication and co-ordination.</li> <li>▪ Too much of the directors general and senior officials time was being spent on tasks that should be delegated.</li> </ul>
<b><i>Cabinet System</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Many elected office holders and senior public servants were inexperienced in their positions.</li> <li>▪ Roles and responsibilities required clarification.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Secretariats that would support democratically elected governments and premiers and cabinets needed to be established.</li> <li>▪ Suitably qualified officials needed to be appointed.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ A better understanding and clarification of formal and informal structures, processes and relationships between elected office holders and appointed office holders and between central agencies and line departments through the provision of advice by past premiers and present and past senior provincial government officials had occurred.</li> </ul>

<b>Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project</b>	
	<ul style="list-style-type: none"> <li>All South African provinces had established cabinet secretariats, often learning and borrowing from each other.</li> <li>Suitably qualified officials were being appointed.</li> </ul>
	<ul style="list-style-type: none"> <li>With British Columbia's assistance, the Eastern Cape gained an understanding of the role of the Office of the Premier in managing the decision making process, the integration of policy and program development, the requirements related to the preparation of memoranda for cabinet, strategic planning in the Office of the Premier, and specific decision-making processes and procedures.</li> </ul>
	<ul style="list-style-type: none"> <li>The Free State Provincial Government, with the Saskatchewan Provincial Government's help, put in place a cabinet system, supported by a detailed policy and procedures manual.</li> <li>The principles of cabinet confidentiality, consensus and solidarity were introduced and the system facilitated support to policy and program development and senior level decision-making.</li> <li>The new system assisted in bridging the interface between the administrative and elected office holders.</li> <li>Several newly appointed officials assisted in the establishment of the system and were trained in its use.</li> </ul>
	<ul style="list-style-type: none"> <li>With the New Brunswick Provincial Government's assistance the Office of the Premier of the Northern Cape Provincial Government was organized and decision-making structures and systems established.</li> </ul>
	<ul style="list-style-type: none"> <li>With the Manitoba Provincial Government's assistance the Office of the Premier of the North West Provincial Government was organized and decision-making structures and systems were established. The structures and system assisted in bridging the interface between the administrative and elected office holders.</li> </ul>
	<ul style="list-style-type: none"> <li>Through a visit to the Ontario Provincial Government, Gauteng Provincial Government officials gained an understanding of the practical dimensions of managing the cabinet office.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>Knowledge and techniques required regarding the management of tensions that are a normal part of interprofessional and structural differences within organizations was required.</li> </ul>
	<ul style="list-style-type: none"> <li>Cabinet Secretariats had been established and individuals have been appointed to the position of Deputy Cabinet Secretary.</li> <li>The basic cabinet system is in place, but the system provides primarily a process function.</li> </ul>
	<ul style="list-style-type: none"> <li>The system lacked critical elements including:</li> <li>Ensuring the readiness of memoranda for decision-making is assessed and deficiencies addressed prior to consideration by EXCO;</li> <li>Ensuring the discipline required to prevent elected or senior officials from overriding the rules and requirements;</li> <li>Ensuring that implementation and communication aspects of policy development are adequately considered;</li> <li>Establishing a monitoring system that tracks implementation of cabinet decisions and political commitments; and</li> <li>Co-ordination of planning, budgeting and policy development activities needed strengthening.</li> </ul>
<b><i>Policy and Planning</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>Policy units did not exist.</li> <li>The Offices of the Premier did not have positions dedicated to policy analysis and co-ordination functions.</li> </ul>
	<ul style="list-style-type: none"> <li>Committees that would review proposals for government policy, budgets or programs did not exist.</li> </ul>
1994-2000 Progress	<ul style="list-style-type: none"> <li>South African provincial governments gained an awareness of the importance of rigorous analysis of issues prior to review by cabinet and of mechanisms and processes to foster</li> </ul>

**Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project**

Made	<p>thorough and holistic review.</p> <ul style="list-style-type: none"> <li>South African provincial governments gained an understanding of Canadian provincial governments' use of cabinet committees.</li> <li>The cluster concept was being developed.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>Policy units were being created and posts for policy analysts were being approved.</li> <li>Suitably qualified officials needed to be recruited, appointed and trained.</li> <li>Bridging between existing policies and program implementation needed to be strengthened.</li> </ul>
	<ul style="list-style-type: none"> <li>Departments operated in silos.</li> <li>Provincial governments had adopted the cluster approach and had created a variety of committees and task teams to support the clusters.</li> <li>Provincial strategic plans had been developed but work needed to be done to ensure that department plans were aligned with government plans and that provincial plans were aligned with the plans of the other spheres of government.</li> </ul>
<b><i>Financial and Auditing Systems</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>Financial systems needed to be put in place that would support rigorous processes regarding the allocation of resources, budgets that address inequities in society, integration of budget allocation and policy direction, and more transparent and accountable government.</li> <li>Suitably qualified officials needed to be appointed to oversee financial management.</li> </ul>
	<ul style="list-style-type: none"> <li>Internal auditing needed strengthening.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>Through workshops, on-site advice and participation in provincial government planning meetings South African provincial governments had: gained a better understanding of the requirements of a provincial financial management system; gained a better understanding of the process for preparing Provincial Medium Term Expenditure Plans and the analysis of these plans; and gained a better understanding of the mechanisms and processes for developing a provincial budget that supports the government's corporate plan.</li> </ul>
	<ul style="list-style-type: none"> <li>With the Alberta Provincial Government's assistance the Mpumalanga Provincial Government gained a basic understanding of the principles and implementation of business planning, performance measurement, revenue and taxation, the expenditure process, reporting, 3-year budget cycles and the budget planning process.</li> </ul>
	<ul style="list-style-type: none"> <li>With British Columbia's assistance, the Eastern Cape developed a more strategic approach to financial management that assisted the government consider crosscutting issues; incorporated capital asset planning in budget development; streamlined financial processes between the Department of Finance and line departments; began the development of risk management programs; and strengthened tendering criteria.</li> </ul>
	<ul style="list-style-type: none"> <li>With the Manitoba Provincial Government's assistance the North West Provincial Government had put in place financial/management systems. The systems strengthened integration of planning and budgeting processes.</li> </ul>
	<ul style="list-style-type: none"> <li>The Manitoba Provincial Government loaned a senior official to the National Fiscal and Financial Commission. He provided advice and support to this Commission for several years.</li> </ul>
	<ul style="list-style-type: none"> <li>Internal auditing was identified as an early priority for the North West Provincial Government. Manitoba sent individuals with expertise in this area to help the North West Provincial Government establish a system that was later recognized as a model among the other South African provinces.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>The new Public Finance Management Act (PFMA), promulgated by the national government, which prescribes rigorous requirements for managing provincial finances and accountability, had come into force.</li> <li>Chief Financial Officers had had not yet been appointed or had just been appointed.</li> <li>Some provincial executives were not tabling reports on time and receiving too many citations from the Auditor.</li> </ul>

<b>Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project</b>	
	<ul style="list-style-type: none"> <li>The media was constantly criticizing some of the provincial governments for financial deficiencies.</li> </ul>
	<ul style="list-style-type: none"> <li>Some provinces still needed to put in place properly established internal audit offices or strengthen those that were in place.</li> </ul>
<b><i>Performance Management</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>Performance management systems based on corporate and results-based accountability needed to be put in place.</li> <li>South African provincial governments did not have a specific policy framework or indicators for sustainable development.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>With British Columbia's help, the Eastern Cape developed a performance management agreement for senior departmental managers. This assisted in clarification of their roles, the establishment of clearer expectations and the signing of individual performance agreements and enhanced accountability.</li> </ul>
	<ul style="list-style-type: none"> <li>New Brunswick officials assisted the Northern Cape's Health, Welfare and Environment's officials with the development of service contracts and performance contracts.</li> <li>Officials gained an understanding of the process and content of setting performance objectives.</li> </ul>
	<ul style="list-style-type: none"> <li>Preparation of a sustainable development policy framework and indicators was not addressed by the Canadian governance projects during this period.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>There was a need to strengthen corporate competencies within senior officials and hold senior officials accountable for supporting government objectives and achieving results.</li> <li>Departmental business plans were not always aligned with the government's business plan and senior officials could be putting more emphasis on achieving departmental goals than government goals.</li> <li>There was a need to co-ordinate corporate and financial plans with other plans, particularly human resource and communications plans.</li> <li>Indicators of corporate performance were required.</li> </ul>
	<ul style="list-style-type: none"> <li>The World Summit on Sustainable Development in Johannesburg in 2002 created expectations that South Africa would provide leadership in strategic planning regarding sustainable development.</li> <li>A sustainable development policy framework and indicators had to be developed.</li> <li>Healthy child indicators had to be developed.</li> </ul>
<b><i>Intergovernmental Relations</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>Co-operative governance was a concept that required interpretation in legislation, structures, processes operational policies, and formal and informal systems.</li> <li>Provincial intergovernmental units had not yet been established.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>A workshop on intergovernmental relations familiarized the provinces with the scope and responsibilities of intergovernmental relations.</li> <li>Some of the challenges of intergovernmental relations and some of the mechanisms that may be useful to establish and support the intergovernmental relations function were identified.</li> </ul>
	<ul style="list-style-type: none"> <li>In the Free State, processes in executive government to support co-operative governance and the National Council of the Provinces were established.</li> </ul>
	<ul style="list-style-type: none"> <li>The Eastern Cape and Mpumalanga gained insights regarding the practices, procedures, policies, protocols and mechanisms that facilitate intergovernmental relationships.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>Intergovernmental units were newly created structures with very small staffs (3-4 people).</li> <li>Responsibilities assigned to the intergovernmental units included: Relations with the national government, provincial governments, and local governments; relations with traditional leaders; relations with international role players; and responsibility for protocol and ceremonial functions.</li> </ul>

**Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project**

<b><i>The Legislature and Legislation</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ An interim constitution was in place but the laws, structures and processes required to implement the intent of the new constitution needed to be put in place.</li> <li>▪ Legislation needed to be reviewed for inconsistencies with current policies, redundancy and repeal.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Through a workshop sponsored by the Program on Governance, Gauteng gained a strengthened understanding of the role of the provincial legislature and mechanisms for improving its operation and rules.</li> <li>▪ An official of the University of Saskatchewan (former Clerk of the Saskatchewan Legislative Assembly) provided training to the staff of the Gauteng Provincial Legislature.</li> <li>▪ A senior official of the Programme on Governance provided support to the Gauteng Legislature on the evaluation of the Office of Petitions and Public Participation.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ In the Eastern Cape legislation predating 1994 that included provisions that did not support current government policy, that were aligned with outdated boundaries and that discriminated against races and gender, required thorough review and updating or repeal. A decentralized approach to policy and legislation development was the status quo and oversight mechanisms needed to be reviewed for adequacy.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Regulatory and administrative practices needed to be examined with a view to adopting some of the best practices in regulatory reform and red tape reduction.</li> </ul>
<b><i>Communications</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Provincial governments' communications functions were not structured to support corporate decision-making and emphasized the technical aspects of communications.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ South African provinces gained an awareness of the importance of strategic communications.</li> <li>▪ The Free State's communications staff strengthened its communications approach to a more proactive and strategic one.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Large amounts of time were being spent by some senior officials in responding to media criticism and negative publicity.</li> <li>▪ There was a lack of clarity on the roles and responsibilities of ministers, the director general, the department heads, and senior managers with respect to communications responsibilities.</li> <li>▪ There were frequently deficiencies in the communications systems including: a lack of recognition of communications as a critical and essential management function; limited competency in strategic communications management and issues management; lack of a corporate communications strategy; limited attention provided to communications research and monitoring functions; and increased need to co-ordinate communications with other spheres of government, particularly local government.</li> </ul>
<b><i>Information and Communications Technology (ICT)</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Provincial governments needed to use information and communications technology (ICT) as a tool to improve the government's efficiency and effectiveness, to support e-government, and to interact in a global society.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ The use of information and communications technology in government was not addressed by the Canadian governance projects during this period.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Provinces were challenged to use technology as a tool to support the attainment of government goals, improving efficiency and effectiveness of government operations and service delivery, while at the same time being sensitive to the potential impact on jobs and employment.</li> <li>▪ The State Information Technology Agency (SITA) had been established and provincial governments and the agency needed to work out how they were to relate to each other and</li> </ul>

<b>Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project</b>	
	<ul style="list-style-type: none"> <li>work together.</li> <li>Chief information officers (CIOs) needed to be appointed.</li> </ul>
<b>Human Resources</b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>Some provincial governments believed that more institutions that could provide training that strengthens managerial competencies were needed.</li> </ul>
	<ul style="list-style-type: none"> <li>Managerial and discipline specific competencies in South African public servants needed to be strengthened, particularly in applied public administration.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>The Canadian governance projects focussed on the public service commissions.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>The South African Management Development Institute (SAMDI) had been created to strengthen human resource capacity in the public service. However, some of the provincial governments identified the need for provincial institutions to complement the training provided by SAMDI and other organizations and academic institutions.</li> </ul>
	<ul style="list-style-type: none"> <li>Mutually beneficial linkages with Canadian organizations and institutions that provide training for public sector managers and leaders needed to be established.</li> </ul>
	<ul style="list-style-type: none"> <li>The competencies of some senior managers needed some strengthening.</li> <li>The competencies of many of the middle managers required strengthening to allow them to undertake any matters delegated to them from senior managers or within their areas of responsibility and to be an effective support to their superiors and effective leaders of their subordinates.</li> </ul>
	<ul style="list-style-type: none"> <li>Premier E. Manne DiPico of the Northern Cape and Premier Frank Makenna of New Brunswick developed a professional and personal relationship that enabled them to share information and experiences and participate in joint problem solving.</li> </ul>
	<ul style="list-style-type: none"> <li>The Manitoba Provincial Government helped the North West Provincial Government develop a strategic plan for training and development of public servants.</li> </ul>
	<ul style="list-style-type: none"> <li>Saskatchewan Provincial Government officials provided mentoring and coaching to young Black public servants new to their positions. Some of these public servants have been promoted to senior levels of responsibility (director, chief director, director general levels) within the provincial or national governments.</li> </ul>
<b>Accessibility to /Government Programs and Services</b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>Government services were organized and delivered from the perspective of public servants and ease of administration by government departments.</li> <li>Access to government services was difficult for those living in rural areas and the historically disadvantaged.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>With the assistance of the New Brunswick Provincial Government, the Northern Cape Provincial Government introduced the multi purpose community centre (MPCC) concept (one-stop shop).</li> <li>The Northern Cape, through its work with New Brunswick, expanded its use of multi-purpose community centres and shared its knowledge with other provinces.</li> <li>Introduction of multi-purpose centres and the use of appropriate technology made it possible for, and easier for, people to: find information about government programs and services; complete a number of transactions such as filling out applications, obtaining licenses and permits, paying bills, and scheduling appointments, at a single government facility in their community.</li> <li>An important aspect of this initiative was the emphasis on citizen/customer's needs. The one-stop concept recognized that citizens do not distinguish between units of government but view all departments and agencies as "the government". Rather than delivering services on the basis of departmental stovepipes and administrative ease, the use of multi-purpose</li> </ul>



**Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project**

	<p>community centres aimed at delivering services on the basis of customer need and convenience.</p> <ul style="list-style-type: none"> <li>▪ Senior officials and decision makers recognized the potential of a change in attitude that is embedded in the one-stop approach. Over time, citizens may exercise more of their rights by insisting that information is accurate, timely, relevant, and easy to understand and use. They may demand better integration of service delivery between departments and between spheres of government. Such an attitude is important in strengthening democracy by sharing the responsibility for good governance and holding government accountable.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ The one-stop shop concept had been introduced in South Africa and provinces had established some of these centres.</li> <li>▪ There were not enough centres to reach all residents and to address problems associated with: long-distance travel; lack of multi-skilled officials; access to information from all spheres of government; access to a wide range of services; and client-centred service delivery.</li> <li>▪ There was a need to use information and communications technology to provide better support to the multi-purpose community centres.</li> </ul>
<b><i>Agriculture</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Agricultural development, particularly among the historically disadvantaged, needed to be strengthened.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Supporting the development of the extension function and extension personnel was identified as an area in which the Saskatchewan Provincial Government could provide support.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Agricultural extension services in South Africa have been historically structured to serve the successful, commercial, white farmers.</li> <li>▪ Agricultural projects that contribute to sustainable economic and social development were needed.</li> <li>▪ Rural youth required programs that strengthened their leadership knowledge and skills, provided training in specific subject areas and helped them meet social needs.</li> </ul>
<b><i>Cultural Life</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Many communities had limited access to recreational and cultural activities.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Not addressed by the Canadian governance projects during this period.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ More cultural outreach initiatives to improve the quality of life of residents that do not have access to the diversity of cultural activities found in larger centres were needed.</li> </ul>
<b><i>Economic Development</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Economic development capacity in provincial governments needed to be strengthened.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Several trade missions between the Province of Manitoba and the North West Province occurred that identified business and tourism opportunities.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ The Premier of Mpumalanga had established the Economic Development Forums but several issues related to the establishment of these forums required clarification including responsibilities of key role players and the interface between individual departments and these forums.</li> </ul>

<b>Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project</b>	
	<ul style="list-style-type: none"> <li>▪ The Mpumalanga Provincial Government needed resources in the practical aspects of community economic development to support the new economic development forums as well as government departments.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ All South African provinces could benefit from practical resources on applied community economic development tailored to the South African context.</li> <li>▪ Capacity needed to be built in the use of economic development instruments such as trade shows and trade missions as well as developing relevant systems and processes.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Gauteng was seeking to strengthen its film industry as a means of economic development.</li> </ul>
<b>Education</b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Children with disabilities often were excluded from the education provided to other students.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ The Canadian governance projects had not addressed inclusive education.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ The national government had established a policy on inclusive education and this policy had to be translated into programs and actions.</li> <li>▪ Officials from the Northern Cape Provincial Government were part of the policy and planning teams of the national government and needed practical information on implementing inclusive education policies and programs.</li> </ul>
<b>Health and Social Services</b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ The health system required reform.</li> <li>▪ Healthy child policy had not yet been formulated.</li> <li>▪ The management of young offenders was based on a punitive model, denied young offenders' rights as children and subjected them to brutalization.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Both Saskatchewan and the Free State embarked on major health reform initiatives at approximately the same time. Study tours of officials of both provinces to each other's provinces provided opportunities for the officials to discuss, as equals and peers, the policy and implementation aspects of bringing about major changes in these large and complex systems. The study tours also broadened the knowledge base of the participants to a variety of options for addressing similar problems and strengthened their understanding of various health systems.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ The Free State Health Department recognized the need for effective communication when introducing health reform and through the assistance of Saskatchewan Health's communications specialists, designed and implemented communications strategies, managed critical issues, and strengthened communications planning competencies of officials.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ A study tour jointly supported by the University of the Free State and the Twinning Project enabled a faculty member responsible for teaching social policy and management to the government's senior and middle managers to: study the Saskatchewan health system during transition and to compare it to the transformation in the Free State, and in so doing, to strengthen the teaching of key government officials so that they would be positioned to manage change more effectively.</li> <li>▪ The faculty member adapted modules for training new boards to fit the Free State's context. He used these modules to teach governance requirements and the roles and responsibilities of boards and board members to health and other community boards.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ In consultation with Saskatchewan, the Free State revamped its entire approach to managing young offenders. A new policy framework based on the principles of restorative justice and personal empowerment, with a strong behaviour modification component was developed and approved. Based on this framework a series of major initiatives were implemented</li> </ul>

**Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project**

	<p>including: a secure care facility for youth with serious offences, based on Saskatchewan's Paul Dojack Centre, to replace child imprisonment, was built at Kroonstad; a one stop child justice centre and secure care facility was established at Bloemfontein; the use of professionals who are trained in managing diversity, who speak the child's language, and who are familiar with the child's culture was incorporated; and a multi-disciplinary approach to determine the most appropriate management plan was introduced.</p> <ul style="list-style-type: none"> <li>▪ The option of diversion into a rehabilitation program for children who show remorse was introduced.</li> <li>▪ Free State officials have described the results of this new approach as follows: elimination of brutalization of children that occurs when they are placed in the adult prison system; early intervention and intervention methods that reduce the exposure to entrenched criminal behaviour; improved chances of full rehabilitation and return to a normal life; strengthened coping and life skills; empowerment of the person; and recognition and protection of the rights of the child.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Work had not yet begun on healthy child policy.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ A comprehensive healthy child policy framework and indicators were required.</li> <li>▪ Linkages established in the previous program were in place.</li> </ul>
<b><i>HIV/AIDS</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Expertise was required in rolling out an HIV/AIDS program.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ The Canadian governance projects did not engage in work on HIV/AIDS during this period.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ In the Eastern Cape weak linkages existed between the HIV/AIDS strategies and policies and the rollout of the HIV/AIDS programs. These linkages were particularly weak in bridging epidemiological data to program and policy implementation.</li> </ul>
<b><i>Highways and Transportation</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Fleet management policies and approaches required modernization to be more efficient and less costly.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Eastern Cape and Free State Provincial Governments undertook study tours to British Columbia and Saskatchewan respectively regarding highways and transportation policies and programs and fleet management that resulted in: new knowledge of the government procurement system, public-private partnership and cooperative models, the government-wide capital planning process, and financing mechanisms; enhanced knowledge and skills regarding traffic control and traffic safety design, implementation and management methods and approaches; and new perspectives on options and approaches to vehicle management and maintenance and options for different business models.</li> <li>▪ The Eastern Cape developed a new business model to enhance its control over assets and achieve lower costs to government.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Transportation and fleet management policies and programs required strengthening.</li> </ul>
<b><i>Gender Equality and Human Rights</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ The South African governments are committed to establishing a non-racist and non-sexist society.</li> <li>▪ Positions for gender focal points had not yet been established.</li> </ul>

<b>Table 36. Baseline Information for the Canada South Africa Provincial Twinning Project</b>	
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ The majority of participants in activities were from the historically disadvantaged groups and women were well represented.</li> <li>▪ Senior Mpumalanga officials gained an understanding of policy and program development for women, the disabled, youth and other minority groups, the relationships between provincial governments and NGOs respecting service delivery and special projects for street children, alcoholics, prostitutes, and people with HIV/AIDS.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Provincial governments had established positions for gender specialists.</li> <li>▪ Provincial governments had not yet approved gender strategies or action plans.</li> <li>▪ Policy capacity was just being built in central agencies and line departments.</li> <li>▪ Analysis of the effects of policy when implemented needed to be strengthened including the analysis of the effects on gender and human rights.</li> </ul>
<b><i>Safety and Security</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ In some provinces preparations for disaster management required strengthening</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Limpopo gained an awareness of deficiencies and ways of strengthening disaster management.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Some disaster management plans were not fully developed and several municipalities did not have disaster management centres.</li> </ul>
<b><i>Canadian Provincial Governments</i></b>	
1994 Starting Point	<ul style="list-style-type: none"> <li>▪ Senior officials in Canadian provincial governments recognized that their public servants could benefit from participation in a twinning program.</li> <li>▪ Canada and South Africa had extensive linkages at the NGO level predating 1994.</li> </ul>
1994-2000 Progress Made	<ul style="list-style-type: none"> <li>▪ Broadening of Canadian perspectives to include an international dimension occurred among the participants.</li> <li>▪ Some participants reported strengthening of managerial competencies.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Some provincial linkages were established between 1994 and 2004.</li> </ul>
2000 Starting Point	<ul style="list-style-type: none"> <li>▪ Senior officials in Canadian provincial governments recognized that their governments and their public servants could benefit from participation in a twinning program.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Many formal and informal linkages had been established.</li> <li>▪ Some South African provincial governments had not yet been involved in the Canadian governance programs.</li> </ul>

Sources: Reports of the previous governance programs, results of a survey of provincial governments, information provided by senior government officials at workshops, through planning with their partners, interviews with officials, and in oral and written reports.

## 9.2.4 Expected Results

From the information presented in Appendix R, it can be seen that the Twinning Project focussed on the following outcomes (medium term results) and outputs (short term results), listed in numerical order as required by the work breakdown structure:

- **Outcome #1** - Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively
- **Outputs for Outcome #1:**
  - 1.1 Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces;
  - 1.2 Capacity is built within individual public servants, within groups and within provincial governments; and
  - 1.3 Results, relationships and partnerships are sustainable.
- **Outcome #2** - Strong, responsive, democratic decision-making that is supported by effective, efficient, machinery of government
- **Outputs for Outcome #2:**
  - 2.1 Strengthened Office of the Premier;
  - 2.2 Strengthened decision-making and systems that support making and tracking decisions;
  - 2.3 Strengthened performance of the government as whole, of departments and of officials;
  - 2.4 Strengthened sustainable development;
  - 2.5 Strengthened corporate communications;
  - 2.6 Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices;
  - 2.7 Strengthened financial systems and accountability;
  - 2.8 Establishment of an internal audit office;
  - 2.9 Strengthened provincial and community economic development (structures and systems);
  - 2.10 Appropriate and effective use of information and communications technology;
  - 2.11 Strengthened co-operative governance; and
  - 2.12 Strengthened awareness and application of human rights and gender equality principles.

- **Outcome #3** - Acceptable capacity at the senior and middle management levels of the public service.
- **Outputs for Outcome #3:**
  - 3.1 Strengthened organizational capacity for human resource development;
  - 3.2 Improved corporate leadership and human resource management; and
  - 3.3 Strengthened competencies in provincial participants.
- **Outcome #4** - Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.
- **Outputs for Outcome #4:**
  - 4.1 Strengthened rural socio-economic development;
  - 4.2 Strengthened agricultural development;
  - 4.3 Strengthened provincial and community economic development (service delivery);
  - 4.4 Strengthened capacity to address the HIV/AIDS pandemic;
  - 4.5 Strengthened accessibility to and delivery of government programs and services;
  - 4.6 Strengthened safety and security;
  - 4.7 Strengthened accessibility to education;
  - 4.8 Strengthened health, social services and social capital; and
  - 4.9 Strengthened quality of life through cultural outreach.

These statements of desired results were identified by the South African provincial government officials as the key result areas they wished their Canadian counterparts to assist them with. They enabled provincial government managers to identify areas where change was needed and identify changes that had occurred. They also enabled the partners to work with other organizations (for example, the State Information Technology Agency, universities and the private sector) to achieve provincial and project goals. As well, these descriptions of desired end points provided useful information to the directors general and other senior officials regarding

the work being undertaken. From the perspective of the managing the Twinning Project, they were overarching enough to apply to nine different work plans and organize documenting and reporting systematically. They also met CIDA's requirements with respect to describing the nature of the changes expected (Baker, J. 2003. p. 16).

The desired results needed to be, and were, affordable for micro-level interventions. Legislative requirements and the requirements of Provincial Auditors can provide guidance regarding the level of public funds considered to be micro-level interventions. For example, pursuant to the *Government Organization Act, 1986*, (Government of Saskatchewan. 2004: [www.publications.gov.sk.ca](http://www.publications.gov.sk.ca)) ministers of the Saskatchewan government may make grants of up to \$50,000, annually, without cabinet approval. The Saskatchewan Provincial Auditor does not require the use of performance measurement in contracts with community-based organizations which have an annual value of less than \$250,000 (Provincial Auditor. 2005: pp. 18 -20). The amount of money allocated per partnership was well below \$250,000 per year.

#### **9.2.5 Selection of Performance Indicators**

CIDA's logical framework for the Canada South Africa Provincial Twinning Project charged the project with *"improving the capacity of the provincial governments of South Africa, through twinning arrangements with Canadian provinces, to manage and implement the delivery of government services, especially those that address basic human needs."* To comply with this requirement the Twinning Project had to demonstrate that it had strengthened the provincial governments by establishing effective twinning relationships. Indicators that it used to demonstrate these results included:

- Establishment of new partnerships and relationships;
- Strengthened governance capacity at various levels and with various groups; and
- Evidence of sustainability such as local ownership, alignment with government policy, durable results, and linkages.

CIDA has defined a performance indicator as evidence of progress towards achieving results (2000: pp. 22-27). Setting indicators was also an iterative process. The emphasis was on seeking to identify “pointers” that would strengthen public servants’ understanding of the elements of a “better state” than the current one. The approach of the UNDP, which emphasizes flexibility, an iterative approach, and an emphasis on good process, served as an example for this task (Land 2001: pp 1, 2).

Each South African province established its own indicators that would assist it in determining the direction of change desired and the extent of change that had occurred (See Appendix R for the indicators set by each province). Generally, indicators were similar for each outcome. When the performance indicators used in the Twinning Project were compared to the examples provided by CIDA (2000: pp. 34 - 134), they fell within the description of the nature of the change desired, as can be seen in the following table (Table 37):

<b>Table 37. Comparison of CIDA’s Indicators to the Twinning Project’s Indicators</b>	
<b>CIDA’s Examples of Indicators</b>	<b>Some of the Twinning Project’s Indicators</b>
<ul style="list-style-type: none"> <li>Change in the process or technique used by officials for strategic planning and/or financial management</li> </ul>	<ul style="list-style-type: none"> <li>Strengthened structures, processes and tools for decision-making;</li> <li>Establishment of policy units;</li> <li>Fewer citations by Auditors as a consequence of better financial management;</li> <li>Central control of communications with an emphasis on corporate, strategic and effective communication; and</li> <li>Establishment of structures and processes to oversee the implementation of government priorities.</li> </ul>
<ul style="list-style-type: none"> <li>Improved competency levels of staff trained via activities provided.</li> </ul>	<ul style="list-style-type: none"> <li>Improved competencies in policy analysis through training of officials that were appointed to the new units;</li> <li>More effective preparation by intergovernmental personnel for meetings with other spheres of government;</li> <li>Strengthened competencies of officials in human resource management;</li> <li>Examples of gender mainstreaming; and</li> <li>Examples of strengthened competencies as identified by individuals in debriefings, surveys and reports.</li> </ul>
<ul style="list-style-type: none"> <li>Extent to which new knowledge is applied</li> </ul>	<ul style="list-style-type: none"> <li>Identifying best practices in human resource management and implementation of new strategies and programs;</li> <li>Introduction or strengthening of performance measurement systems;</li> <li>More effective preparation by intergovernmental personnel for meetings with other spheres of government;</li> <li>Identification and/or selection of best practices in relevant aspects of program delivery;</li> <li>Development of resources to support program delivery and tailoring them to the South African context; and</li> </ul>



<b>Table 37. Comparison of CIDA's Indicators to the Twinning Project's Indicators</b>	
<b>CIDA's Examples of Indicators</b>	<b>Some of the Twinning Project's Indicators</b>
	<ul style="list-style-type: none"> <li>Reaching more people with more services.</li> </ul>
<ul style="list-style-type: none"> <li>Receptivity of governments to review, rationalize and enact legislation</li> </ul>	<ul style="list-style-type: none"> <li>Rationalization of legislation and/or strengthening of legislative processes.</li> </ul>
<ul style="list-style-type: none"> <li>Policies defined, implemented and monitored</li> </ul>	<ul style="list-style-type: none"> <li>Policy and program development in provincial or national priority areas.</li> </ul>
<ul style="list-style-type: none"> <li>Quality and number of exchanges between partners</li> </ul>	<ul style="list-style-type: none"> <li>Providing relevant training experiences within the resources available.</li> </ul>

Sources: CIDA. 2000: pp. 34 – 134; Twinning Project's Initial work plan developed at the Planning for Success Conference in 2001; activity plans, activity reports, progress reports and discussions and debriefings.

## 9.2.6 Activities of the Twinning Project

Activities are the specific actions that a government, department, or project will do to achieve results. In the Twinning Project, all activities contributed to short, medium and long-term results. Partners determined the kinds of activities that would be most effective for achieving the desired results. They then submitted activity plans that served as the basis for requesting approval to proceed and the blueprint for developing an appropriate learning opportunity and itinerary. The information in Table 38, below, provides a breakdown of the activities of the Twinning Project and numbers of participants in activities, by outcome and partnership or province.

<b>Table 38. Activities of the Twinning Project and Number of Participants</b>		
<b>Outcomes and Outputs of the Canada South Africa Provincial Twinning Project</b>	<b>Activities of the Twinning Project (Number)</b>	<b>Participants in Activities (Number)</b>
<i><b>Outcome #1: Strong Twinning Project that strengthens the provinces, particularly the South African provinces, individually and collectively (Outputs 1.1.- 1.3)</b></i>		
Twinning Project as the Umbrella Agency	8	10
Eastern Cape- British Columbia	21	13
Free State -Saskatchewan	24	11
Gauteng - Ontario	22	8
KwaZulu Natal - Various	17	5
Limpopo - Various	20	6
Mpumalanga - Alberta	21	11
Northern Cape - New Brunswick and Others	19	6
North West Province - Manitoba	25	10
Western Cape - Various	22	7
Others	3	3

<b>Table 38. Activities of the Twinning Project and Number of Participants</b>		
<b>Outcomes and Outputs of the Canada South Africa Provincial Twinning Project</b>	<b>Activities of the Twinning Project (Number)</b>	<b>Participants in Activities (Number)</b>
Totals	202	90
<b><i>Outcome #2: Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government (Outputs 2.1 - 2.12)</i></b>		
Eastern Cape- British Columbia	10	24
Free State -Saskatchewan	15	57
Gauteng - Ontario	15	95
KwaZulu Natal - Various	11	23
Limpopo - Various	12	54
Mpumalanga - Alberta	10	35
Northern Cape - New Brunswick and Others	7	17
North West Province - Manitoba	16	55
Western Cape - Various	11	28
Totals	107	388
<b><i>Outcome #3: Acceptable capacity at the senior and middle management levels of the public service (Outputs 3.1 – 3.3)</i></b>		
Eastern Cape- British Columbia	1	5
Free State -Saskatchewan	2	3
Gauteng - Ontario	4	10
KwaZulu Natal - Various	1	1
Limpopo - Various	3	7
Mpumalanga - Alberta	0	0
Northern Cape - New Brunswick and Others	2	4
North West Province - Manitoba	0	0
Western Cape - Various	2	3
Totals	15	33
<b><i>Outcome #4: Higher quality, more cost effective and efficient public services that are responsive to the needs of the people (Outputs 4.1 – 4.9)</i></b>		
Eastern Cape- British Columbia	7	15
Free State -Saskatchewan	3	6
Gauteng - Ontario	6	17
KwaZulu Natal - Various	2	2
Limpopo - Various	7	15
Mpumalanga - Alberta	2	6
Northern Cape - New Brunswick and Others	2	12
North West Province - Manitoba	14	15
Western Cape - Various	1	6
Total	44	94
<b>Total of All Activities and Participants</b>	<b>368</b>	<b>605</b>

Source: Compiled from activity plans, travel documents, activity reports, work breakdown structures, and provincial co-ordinators' reports.

### **9.6.2.1 Types of Activities**

Data on the number and kind of activities and participants in activities was available from several sources including work plans, activity plans, the itineraries of learning activities provided by the provincial co-ordinators, debriefings and activity reports.

More than 300 activities were undertaken throughout the duration of the project and more than 600 people participated in the activities. (Table 38, above, and Appendix R). An examination of the kinds of activities undertaken indicates that the study tour/working visit was the most popular type of activity. Study tours were high level, information gathering opportunities as well as opportunities to compare approaches and test ideas. They could include presentations by senior officials and elected office holders, field trips, tours, demonstrations, round table discussions, participation in management meetings, attendance at cabinet and/or cabinet committee meetings, participation in policy or program formulation discussions, one-on-one discussions with one's counterparts, examinations of best practices, and/or other experiences that would assist the learner gain the knowledge needed to meet his or her objectives. The host governments freely shared information including background information, policy and program details, manuals, resource material and examples of both successes and failures. The Twinning Project paid for costs related to shipping resource material from Canadian to South African provincial governments. As technology improved, resource material, such as that of the Alberta Provincial Government's on corporate communications, was provided electronically on CDs.

Occasionally a study tour consisted of one person but only if this person was an experienced official and accustomed to international travel. For example, an Ontario specialist in client-centred service delivery provided several workshops in different provinces in South Africa. Usually two or more individuals participated. However, over the course of the Twinning Project multidisciplinary study tours became more common with provincial governments including officials from two or more disciplines as well as policy and program officials on the study tours. This change was made to increase the number of officials in a province who gained the same knowledge and the number of perspectives brought to the use of the knowledge. As well, larger study tours encouraged team work through joint sharing of responsibility for preparing reports

and recommendations. The Provincial Government of KwaZulu Natal, for example, sent a multidisciplinary delegation to the Provincial Government of Quebec to examine its cabinet system, performance measurement and accountability systems, intergovernmental relations policies and processes, application of information and communications technology, and approaches to alternative service delivery.

The study tour further evolved by including representatives of more than one South African province in a tour. This was possible when two or more provinces wished to gain expertise in the same subject area. This type of tour was used to broaden the knowledge beyond a single province and strengthen knowledge sharing and network building throughout South Africa, as well as to strengthen capacity in individual provinces. It was also used to assist in the efficient use of Canadian resources since it enabled a Canadian provincial government to accommodate a number of interested public servants in a single activity, instead of repeating the same activity several times. An example of this type of a study tour is the one undertaken by the Provincial Governments of the Free State, Gauteng, Limpopo, Mpumalanga, the North West Province, and the Western Cape. Officials from these provinces participated in a week-long orientation on intergovernmental relations hosted by the Alberta Government.

Another iteration of the study tour involved sending delegations to more than one Canadian province. This method was used when participants wished to examine best practices in a specific subject area, needed to gain comparative data and information, and/or were trying to determine which province might be the best fit as a partner. One such study tour involved the Provincial Governments of the Eastern Cape, Limpopo, the Northern Cape, and Western Cape, all of which sent officials to the Provincial Governments of Newfoundland and Labrador, Ontario, Saskatchewan, Alberta and British Columbia to gather comparative information on cabinet systems, leadership development, performance measurement and government applications of communications and information technology. As well, the officials of the Provincial Governments of Limpopo and the Western Cape were able to assess the fit of their governments with the fit of some of the Canadian provincial governments that they visited. Occasionally officials from other agencies were included in study tours. The State Information Technology Agency, for example, sent, at its own expense, officials along with South African provincial

government officials, on a tour to examine government applications of information and communications technology in Alberta, British Columbia and Newfoundland and Labrador.

A fourth version of the study tour involved sending delegations from Canadian provinces to more than one South African province or involving two or more South African provinces in activities in the host province. This type of the study tour brought Canadian expertise to more people and used the time and expertise of both Canadian and South African officials efficiently. Officials of the Saskatchewan Government, for example, served as resource people to the Provincial Government of KwaZulu Natal in conjunction with their work with the Free State Provincial Government. Another example is the communications workshops provided in South African provinces. Officials of the Government of Alberta provided communications workshops in Limpopo, the North West Province and KwaZulu Natal, as well as assisting their partner Province of Mpumalanga in strengthening communications.

The popularity of the study tour may have been because this method is an efficient way of becoming familiar with a different situation quickly and of gaining large amounts of practical information in a short period. The study tour provided opportunities to see an idea in actual application, to discuss the concept with the people responsible for implementation, and to obtain feedback on one's own issues and approaches. As well, many provincial governments found that work pressures limited to one to three weeks the time a public servant could be away from his or her duties in his or her own department. Participants of the *Workshop on Sustainability* viewed the different approaches to the use of the study tour as one of the strengths of the Twinning Project (IPAC. 2004: p. 6).

Other methods that were used included workshops and conferences, internships, work assignments, short-term on-site assistance, establishing a virtual twinning, and coaching and mentoring. In addition, all provinces participated in activities that supported sharing of expertise and development of local networks. The use of activity plans ensured that activities were structured to meet specific objectives. Each activity required its own activity plan. The provincial co-ordinators from the host provinces used these plans to identify appropriate sources of expertise and develop effective learning opportunities.

Both South African and Canadian provincial co-ordinators frequently used workshops in conjunction with the study tours. The workshop on the use of multi-purpose community centres, hosted by the Northern Cape Provincial Government, was the Twinning Project's first effort to use local resources to share, in a structured way, knowledge that South African provincial public servants had acquired from their Canadian partners. Initially the knowledge on the establishment of multi-purpose community centres had been acquired by the Northern Cape provincial officials through its twinning with New Brunswick. The Northern Cape Provincial Government then shared this information with other provinces, including the non-twinning provincial Government of Limpopo. The workshop provided an opportunity for the South African public servants to share with other South Africans involved in service delivery, what they had learned, how they had applied their knowledge, and how the information had been adapted to better fit the South African context.

The *Conference on Best Practices in Public Management* was a more elaborate and inclusive activity that supported sharing information among all of the South African provinces and between South African and Canadian provinces. Hosted by the Western Cape Provincial Government, it involved all of the provinces that were involved formally and informally and 40 individuals as speakers, rapporteurs or chairpersons. Its program addressed five areas of best practices in public administration as well as the use of the instrument of twinning.

Work assignments and on-site assistance involved the working together of officials from both countries on a specific task. An official from the Ontario Provincial Government, for example, worked on site with officials of the Western Cape Provincial Government to put in place an electronic tracking system and to teach government officials how to use it. Officials of the British Columbia Provincial Government worked on site in the Province of the Eastern Cape to assist officials use vital statistics and epidemiological information to support the rollout of the HIV/AIDS program. Officials of the Manitoba Provincial Government worked on site in the offices of the North West Provincial Government to assist them organize and implement trade shows.

The Provincial Government of Ontario provided internships for officials of the Provincial Government of Gauteng. These internships provided the learners with practical work experience in their host government. Internships were offered in policy analysis, communications, and human resource management.

One virtual twinning was established. Officials relied primarily on the exchange of materials and electronic communication to share knowledge. This twinning linked gender specialists of the Saskatchewan Provincial Government with gender focal points of the Free State Provincial Government. Because some personal contact is important in establishing and building relationships, it was supported by a study tour.

The *Contribution Agreement* provided for longer-term support in the form of on-site work assignments and secondments. In practice, none of the provincial governments were able to release their officials for extended periods.

#### **9.2.6.2 Relationship of Activities to Outcomes**

From the information in Table 38 it can be seen that all South African provinces participated in the Twinning Project. They all participated in Outcomes #1 and #2, but some did not participate in all of the outcomes.

A large number of activities were required to achieve Outcome #1, namely, establishing a strong twinning project. These activities often are the behind-the-scenes activities that include planning and co-ordinating, identification of potential partners and best practices, negotiation and signing of partnership agreements, appointment and orientation of provincial co-ordinators, meetings of all types, internal and external communications, training events, and provincial co-ordinators' accompanying delegations on activities.

From both the total number of activities for Outcome #1 and the number of activities each partnership devoted to this outcome, one can see that a substantial amount of work is required to develop and maintain relationships. This is in addition to ensuring that work plans are developed

and implemented, that activities proceed smoothly, and that all requirements are met. Some organizations refer to these types of outcomes as operational outcomes in contrast to outcomes that build capacity which they refer to as developmental outcomes (CIDA. 2000: pp. 11-16). Attaining all types of outcomes, however, requires knowledge, skills, resources and activities. Moreover, attaining development outcomes is dependent on attaining operational outcomes.

Of the developmental activities, 107 were devoted to strengthening the machinery of government, more than to any other developmental outcome. The outcomes targeted at strengthening human resources in the public service and strengthening program delivery used 15 and 45 activities respectively. The greater number of activities devoted to strengthening the machinery of government can be attributed to the need of every South African provincial government for some knowledge and support in this aspect of public administration. Some provinces did not require the support of the Canadian provincial governments in the area of strengthening human resource management or capacity. South African provinces such as the Western Cape and KwaZulu Natal, that were newcomers to the Twinning Project, had limited opportunities to undertake many activities, although they identified needs in building senior and middle management capacity and improving service delivery. South African provinces that did not have full partners but partnered with a variety of provinces on the basis of need, best practices, and best fit achieved their desired results and in the case of Limpopo as many results as some of the provinces with full partners.

#### **9.2.6.3 Participation in Activities**

As noted earlier in this chapter, based on estimates of the costs of activities and the resources available through the Twinning Project, slightly more than 200 people were expected to participate in activities. The number of officials that, however, were documented as having participated in activities exceeded 600 (Table 38). This number represents only those that could be documented through information that the provincial co-ordinators were required to provide to obtain funding and/or for travel arrangements, or that they noted in their reports.



Many more people were involved through attendance at workshops and seminars and other group activities that the host provinces organized. For example, the workshop on the use of multi-purpose community centres, hosted by the Northern Cape, was attended by officials of several provinces, in addition to representatives from the Northern Cape. The provincial coordinator estimated that approximately 100 people attended this workshop (Invoices for meals and accommodation supported this estimate).

Other participants that are not accounted for in the above numbers include the numerous resource people that were involved in providing presentations and information to the delegations during study tours, the government officials who provided guidance and work experience for the internships, and the officials of other spheres of government who participated in some of the activities.

Later in this chapter the results of the in kind contributions are discussed. The in kind contributions greatly assisted in increasing the participation rate as provincial government paid for, at their own expense, additional delegates and resource people. They also absorbed many of the costs related to hosting delegations, organizing workshops and meetings, and supporting knowledge sharing (for example the construction and management of the website), all of which enabled more activities to be held and more people to participate in them.

### **9.2.7 Reach**

Reach refers to the type and number of individuals and groups that benefit, directly or indirectly, from a project. It refers to the human dimension of a project and the benefits to people of having the project in their community, province or country. CIDA notes that the reach could extend to any number of beneficiaries along the results chain. However, for development projects, the following groups are likely to be beneficiaries (CIDA. 2000: p. 21):

- The Southern partner organization;
- Other organizations or institutions undertaking similar work;

- Intermediary organizations and their clientele;
- Direct beneficiaries such as trainees with new skills, departments with improved procedures, organizations with new strategic plans, and
- Clients of improved services.

CIDA recommends that the reach of a project be described in the following manner (CIDA: 2000: p. 21; and CIDA. 2001: p. 24):

- Direct and indirect beneficiaries;
- Number of people one expects to benefit, disaggregated by sex, age group, and locality;
- Characteristics of the beneficiaries; and
- Descriptions of the organizations involved.

The Twinning Project's communications plan, which included a stakeholder analysis, contained much of the information regarding the anticipated reach of the Twinning Project (Project Steering Committee. Meeting of May 10, 2001. Minute # 11.0). In this plan groups were identified, as well as their interest in the Twinning Project, and how the Twinning project would communicate with them (Appendix U). The stakeholders and their interest in the Twinning Project are listed in Table 39, below. Of these, the most important were the officials and elected office holders of the provincial governments.

<b>Table 39. Anticipated Reach of the Canada South Africa Provincial Twinning Project</b>		
<i>President of the Republic of South Africa</i> - The initial relationship between South Africa and Canada was established at the highest level of the South African government.	<i>Prime Minister of Canada</i> - The initial relationship between South Africa and Canada was established at the highest level of the Canadian government.	<i>Canadian and South African Departments of Foreign Affairs</i> - Donor assistance is part of the purview of these departments as part of national foreign policy.
<i>CIDA – President</i> - The CIDA President is accountable to the Government of Canada for allocation of international development resources.	<i>CIDA- Hull (Gatineau) Office</i> - IPAC is accountable to the CIDA office in Hull (Gatineau).	<i>CIDA - Pretoria Office</i> - The CIDA office in Pretoria needs to know what activities Canadian projects are engaged in, and how and whether they are achieving their goals.
<i>IPAC – Executive Director</i> -The IPAC Executive Director is accountable to both IPAC and	<i>IPAC – Director, International Programs</i> - The IPAC Director of International Programs is	<i>IPAC – Chair of International Programs Committee &amp; Committee</i> - The Chair of this committee is

**Table 39. Anticipated Reach of the Canada South Africa Provincial Twinning Project**

CIDA for progress on international initiatives.	responsible for managing IPAC's involvement in international initiatives.	accountable to the IPAC Board for the IPAC International Program.
<i>IPAC President and Board</i> - The Board is accountable to the membership for its international initiatives and their value.	<i>IPAC Regions</i> - IPAC regions are interested in all programs and activities that IPAC is engaged in and lessons that can be learned by IPAC members.	<i>IPAC Members</i> - IPAC members are interested in the application of public administration and in potential opportunities for sharing their expertise.
<i>High Commissioner of Canada</i> - The Canadian High Commissioner is keenly interested in all activities that Canada is involved in that assist RSA and has a personal interest in this project.	<i>High Commissioner of South Africa</i> - The South African High Commissioner is keenly interested in all activities that Canada is involved in that assist South Africa and has a personal interest in this project.	<i>Premiers of Twinned South African Provinces</i> - Premiers must support their province's involvement in the project before it can proceed in their province.
<i>Premiers of Twinned Canadian Provinces</i> - Premiers must support the province's involvement in the project before officials can participate.	<i>Premiers of Non-Twinned South African Provinces</i> - The project seeks to strengthen capacity in all RSA provinces and their officials may be participating in activities of the project.	<i>Premiers of Non-Twinned Canadian Provinces</i> - These may be involved in bilateral work in RSA or other African countries and it is useful to know that this project has a presence in RSA.
<i>Cabinets of Twinned South African Provinces</i> - South African cabinets must understand the niche that this project fills relative to the efforts of the national government and other donors and support their province's involvement. As well, activities will be undertaken in some of their departments and their support of changes introduced is critical.	<i>Cabinets of Twinned Canadian Provinces</i> - Ministers appreciate knowing what international activities their governments are involved in. Ministers are often called upon to serve as resource people or to host events related to the project and need to be aware of its purposes and how they relate to their province and their departments.	<i>South African National Department of Finance</i> - The National Department of Finance is responsible for overseeing donor activities in RSA and ensuring that they are aligned with RSA's priorities.
<i>South African Department of Public Service and Administration</i> - This department is responsible for policies, programs and initiatives that affect the performance of and/or build capacity in the public service.	<i>Directors General, Twinned South African Provinces</i> - These directors general are responsible for determining the priorities for their own provinces respecting this project and co-ordinating within their own provinces donor support.	<i>Cabinet Secretaries and Deputy Ministers of Intergovernmental Relations, Twinned Canadian Provinces</i> - The cabinet secretaries and deputy ministers are responsible for determining which countries a province will work with and the nature of involvement. As well, the cabinet secretary usually is responsible for the public service and the use of public servants in activities not directly related to their day-to-day work.
<i>South African Provincial Co-ordinators</i> - The Provincial Co-ordinators are responsible for understanding and communicating the purpose of the project within	<i>Canadian Provincial Co-ordinators</i> - The Provincial Co-ordinators are responsible for understanding and communicating the purpose of the project within	<i>Key Officials, Non-Twinned Provinces</i> - Key officials, particularly in South African provincial governments, may be interested in specific aspects of the

**Table 39. Anticipated Reach of the Canada South Africa Provincial Twinning Project**

their own public service and managing the activities of the project within their own government.	their own public service and managing the activities of the project within their own government.	project and wish to receive information or be involved in activities.
<i>Participants in Activities in the Work Plans</i> – Participants need to know the context in which they are working, information about the project, and information specific to the assignment.	<i>Public Service Commissions of the Twinned Canadian Provinces</i> -The public service commissions of Canadian provinces are often concerned with strengthening the competencies of public servants, including the competencies required to work in global and cross-cultural situations.	<i>Project Steering Committee</i> -The Steering Committee provides policy direction to the project manager and oversight for the project.
<i>South African Provincial Management Capacity Building Board</i> - This Board reviews all matters, including donor contributions, and how resources available can best be used to strengthen all South African provinces.	<i>Canadian Forum of Provincial Co-ordinators</i> - This forum is used to share information among the Canadian provinces on the project and activities underway and to provide recommendations to the steering committee and project manager.	<i>South African Forum of Provincial Co-ordinators</i> - This forum is used to share information among South African provinces on the project and activities underway and to provide recommendations to the South African Provincial Management Capacity Building Board and to the project manager.
<i>Department Heads of Twinned South African Provinces</i> – Department heads, particularly those whose departments were participating in activities, were interested in the use of Canadian resources to introduce innovations and to build capacity within government.	<i>Department Heads of Twinned Canadian Provinces</i> – Department heads, particularly those of departments that are participating in the project, are interested in ensuring that the department fulfills the expectations of the project and the commitments made.	<i>University of the Free State</i> - The UOVS provides office space and some administrative support to the project. It is interested in lessons in public administration and public sector management that can be learned from this project.
<i>The Saskatchewan Public Service Commission</i> -The Saskatchewan PSC provides office space and some administrative support to the project. It is interested in lessons in public administration that can be learned from this project.	<i>Canadian Federal Government's Machinery of Government's Unit in the Privy Council Office</i> - This office is interested in all matters related to the machinery of government and ways of strengthening this aspect of government, including lessons that can be learned from international initiatives.	<i>International Development Research Centre (IDRC)</i> - IDRC is interested in the activities of Canadian donors and their contribution to development in South Africa and Africa as a whole
<i>Various South African Universities</i> - Universities are interested in new insights in public administration and public sector management.	<i>Various Canadian Universities</i> - Universities are interested in new insights in public administration and public sector management.	<i>Other Donors</i> - Other donors are interested in the niche that this project fulfills in order to prevent duplication and encourage co-ordination.
<i>South African Policy Institutes</i> - Policy institutes are interested in activities that strengthen policy capacity.	<i>Canadian Policy Institutes</i> - Policy institutes are interested in activities that strengthen policy capacity.	<i>Various Non – Government Organizations (NGOs)</i> - NGOs are interested in the niche donors fulfill and how to relate to them.

Table 39. Anticipated Reach of the Canada South Africa Provincial Twinning Project		
<i>Print and Electronic Media</i> – The media are Interested in newsworthy events, local involvement, and government initiatives.	<i>Interested Individuals</i> - Individuals have different interests in this project depending on their professional and personal circumstances.	<i>Consultants</i> – Experienced people with expertise in public administration who may be able to serve as resource people or undertake specific tasks for the Twinning Project.

Source: The Canada South Africa Provincial Government's Communications Plan. Project Steering Committee. Meeting of May 10, 2001. Minute # 11.0

Information required by CIDA regarding anticipated numbers and profile of participants is given below. Descriptions of the Canadian and South African provincial governments were compiled from working documents and reports and are provided in Appendices F and I.

- ***Numbers of People that Might be Reached*** – The resources of the Twinning Project provided twinned provinces initially with \$270,000 for four years for activities. If the partners chose to use this money for study tours only, at an average cost of \$11,000 per person per study tour, the funds would cover seven to nine individuals' costs per twinned province per year, or a maximum of 36 officials' cost over four years. Six partnerships therefore, could be expected to involve up to 216 officials in activities.
- ***Disaggregation by Gender*** – The breakdown of men and women who would be participating in activities depended on the extent to which provincial governments had been able to recruit and appoint women to positions in middle and senior management or to senior level professional positions. If 216 officials were to participate and 35% of these officials were women, 75 of the participants should be women; if 40% of the participants were women 86 of the participants should be women.
- ***Disaggregation by Age Group*** – Only adults would be participating in the Twinning Project.
- ***Disaggregation by Locality*** – Initially the Provincial Governments of the Eastern Cape, the Free State, Gauteng, Mpumalanga, the Northern Cape, and the North West Province, together with the Canadian Provincial Governments of British Columbia, Saskatchewan,

Ontario, Alberta, New Brunswick, and Manitoba were identified as major participants and locations of activities. However, during the inception mission, the directors general clearly indicated they wished all South Africa provincial governments to become involved (IPAC. 2000: p. 10).

If all the South African provinces were to become involved, the following provinces would be added to the reach of the Twinning Project: KwaZulu Natal, Limpopo, and the Western Cape. Canadian provincial governments would also have to be added as partners or providers of activities. Those who were not yet involved and could be approached included the following: Newfoundland and Labrador; Nova Scotia; Prince Edward Island, and Quebec.

- ***Descriptions of the Organizations Involved*** –Throughout the unfolding of the Twinning Project additional beneficiaries such as other African governments were identified. The establishment of the New Partnership for African Development (NEPAD) also influenced the Twinning Project's understanding of its reach. These additions are described further in the review of results achieved in this chapter.

### **9.2.9 Variances**

Variances are differences between what one expects to achieve and what one is able to achieve. At the beginning of a project, there are no variances. As a project is implemented, events that influenced the attainment of results can be tracked to gain a better understanding of factors that contribute to or impede success.

Variances from expected to actual plans occurred throughout the duration of the Twinning Project (Appendix R). Usually these variances resulted in delays in implementing work plans due to events such as elections, loss of a partner, terrorist attacks, or a change in provincial coordinators. There were also results achieved that were not initially identified in work plans.

### **9.3 RESULTS ACHIEVED BY SOUTH AFRICAN PROVINCIAL GOVERNMENTS**

CIDA defines a result as “a describable or measurable change resulting from a cause and effect relationship” (2000: p. 6). In the case of knowledge transfer, a result therefore, can be:

- Gaining a new insight,
- Changing an attitude,
- Modifying one’s behaviour,
- Integrating new knowledge into existing knowledge, and
- Identifying opportunities for using the knowledge in one’s own organization.

A result can also be actions that are taken to apply the knowledge such as:

- Preparation of a written report,
- Development of recommendations,
- Preparation of discussion papers,
- Drafting a decision item for the approval of senior management and/or cabinet,
- Seeking and /or obtaining funding for a new initiative,
- Developing or amending a policy or program,
- Implementing a new policy or decision, and/or
- Fine-tuning existing processes and systems.

In the Twinning Project the results are the achievements of specific provinces or of the provinces collectively. The activities of the Twinning Project only contributed to achieving the results by providing new information, “how-to” information, practical advice, or experienced judgment. The provincial government officials and their governments applied the knowledge gained to bring about change.

This section provides an overview of the results to which the activities of the Twinning Project contributed. The full listing of all results reported by the provincial co-ordinators is lengthy because of the many results reported. This listing is found in Appendix R.

### 9.3.1 Results Representative of the Achievements of the Twinning Project

The results presented in this section are taken from the various reports prepared by the provincial co-ordinators and approved by the directors general or other senior officials. The results are descriptions of what the provincial officials learned, how they applied the knowledge to achieve one or more of the outputs or outcomes they had identified, and what the benefits to their governments were of using the knowledge gained.

Most of the results have been taken from written and oral reports. Some of the information is also taken from presentations that provincial officials made at conferences or workshops such as the 2002 IPAC Conference in Halifax, the Twinning Project's *Conference on Best Practices in Public Management* in 2003, and the Twinning Project's *Workshop on Sustainability* in 2004. Individuals also self-identified the competencies that they believed had been strengthened, usually in their post-activity reports, in private communications, or in debriefing interviews.

The results presented in Table 40 below are those that were approved by the steering committee (Project Steering Committee. 2004: Minute # 4.1) as representative of contributions that the Twinning Project made to achieving desired outputs and outcomes. There is great variation in the nature of the results reported, ranging from acquisition of new information, to strengthened competencies, to putting in place new systems, to establishing new policies and structures. Some were simple and only required the individual to understand the information and how to apply it. Other results were much more complex and required several steps to be undertaken as part of the process. The simpler results often were those that strengthened individuals. When the information had to be applied to solve a problem or address an opportunity, more people needed to be involved and the strengthening of groups should have occurred. When structures, processes, systems, policies, and programs required strengthening, the organization should also have been strengthened.



**Table 40. Results Achieved by the South African Provincial Governments in Conjunction with the Twinning Project**

**Outcome: Strong, responsive democratic decision-making that is supported by efficient, effective machinery of government.**

***Office of the Premier***

- The Office of the Premier is organized, staffed and managed to provide effective support to the premier, cabinet, and cluster committees, to meet its central agency mandate and to enable the Director General to focus on managing the department, assisting the Premier manage the government, and to focus on strategic planning and corporate oversight.
- Elected office holders and senior officials in key positions have a better understand their roles and responsibilities. Some of them also understand the sources of tensions that are intrinsic to democratic government and ways of managing them.
- The Premier's department plays a more effective leadership and co-ordinating role in strategic planning and integration of planning. Policy, planning and budget/financial cycles are better integrated and horizontal policy development and implementation are supported.
- Policies and programs are better aligned with the provincial strategic plan and budget and the plans of other spheres of government.

***Executive Government Policies, Protocols, Procedures, Structures and Systems***

- Policies, protocols, mechanisms, instruments, and operational procedures that strengthen the functioning of Intergovernmental branches/directorates and that encourage co-operation with all spheres of government and with international role players are adapted to the needs of the province and incorporated into branch/directorate operations.
- Internal Audit Offices have been established including the mandate, scope, responsibilities, accountability, structures, and resourcing.
- Durable cabinet systems that have proved to meet the needs of South African provincial governments and that are capable of adapting to changes in the environment are in place.
- The quality of cabinet memoranda has improved by ensuring memoranda contain implementation plans and communications strategies and address core and crosscutting issues. High proportions of policy recommendations are approved because policy development is better co-ordinated within government as well as with stakeholders.
- Monitoring systems have been established and the Western Cape has implemented Ontario's electronic model for tracking both decisions and political commitments.
- Policy units, staffed with personnel with appropriate competencies have been established. Key officials in the Free State, the Western Cape and KwaZulu Natal have been trained in horizontal policy implementation. Officials are better able to undertake discipline specific and corporate policy analysis.
- Committees and other structures have been rationalized to reduce duplication and improve efficiency. Terms of reference have been prepared and approved for the committees and key role players.

***Communication***

- Communications competencies of selected public servants of the Gauteng Provincial Government have been strengthened through internships in the Ontario Provincial Government and of public servants of the Mpumalanga Provincial Government through on-site experience in the Alberta Provincial Government.
- In several provinces the primary centre of control of government communications is now in the Office of the Premier with some staff of this unit placed in departments but accountable to the central unit. By recognizing that communications is an essential and highly important function, and by placing the Director in the Office of the Premier, governments have been able to become more proactive in managing how and when they communicate with the public and how they respond to criticism.
- Offices of the Premier where competencies have been strengthened now provide more effective strategic communications, issues and crisis management, and media monitoring and analysis.
- Co-ordination of communication between the provincial and municipal governments and departments of the national government has been strengthened partly through joint training in the principles and practices of strategic communications.
- Where communications with the public has become more effective, senior officials are able to devote more of their time to work that will advance major government initiatives and implement government policy and

**Table 40. Results Achieved by the South African Provincial Governments in Conjunction with the Twinning Project**

less to crisis management.

***Financial Systems***

- Chief Financial Officers (CFOs) have been hired for each department. They are members of the management team and an integral part of the strategic business planning process within the department. They support the department head (HOD) and the minister (MEC) by linking program priorities and resource utilization and by monitoring and reporting progress.
- A better understanding of the various aspects of implementing the *Public Finance Management Act (PFMA)* has been achieved and the roles and responsibilities of CFOs, HODs, and Accounting Officers have been more clearly defined.
- Financial management systems, including control, business planning, risk management; monitoring and reporting systems are in place.
- Resources are allocated through a rigorous and democratic budget development process.
- More reports are tabled on time and the number of citations of the Auditor has been reduced.

***Performance Management***

- Provinces have a clearer understanding of the scope of accountability systems based on performance measurement and the information requirements, strategies, methods, tools and success factors required to implement performance measurement.
- Provincial cabinets have approved the implementation of performance management systems.
- Several provinces have fully implemented performance management systems and others are in the process of implementing them.
- The Northern Cape has developed software, tailored to the South African context, for corporate outcomes.

***Sustainable Development***

- The North West Province has been designated the lead province in defining sustainable development indicators. The Director General has secured the support of cabinet, the co-operation of provincial departments, and the support of the national government in this work.
- Cabinet approval has been received to develop a sustainable development policy framework and indicators based on Manitoba's experience.
- Best practices in preparing a sustainable development policy framework and indicators have been identified and incorporated into the work plan.
- Elements of a policy framework and several indicators have been identified.

***Legislation Rationalization***

- The Eastern Cape has completed rationalization of legislation so that legislation is now aligned with and brings into force the policies of the government.
- Outdated and discriminatory provisions have been removed.
- Comprehensive and inclusive legislative processes are being put into place that strengthen co-ordination between policy development and legislation development.

***Strengthened Government Capacity in Economic Development***

- Using Manitoba expertise to assist in the application of the instruments of economic development (for example the effective use of trade missions and trade shows) and the time and assistance of Manitoba officials to coach and mentor North West Provincial Government officials in the implementation of economic development strategies, the North West Province has strengthened its economic development capacity and at the same time has achieved government investment and economic development goals.

***Strengthened Film Industry***

- Gauteng's film office has adopted international standards of best practice.
- Linkages have been established between the South African and Canadian film industries.
- Canadian film industry officials attended South Africa's 2003 film festival in response to linkages developed.

**Table 40. Results Achieved by the South African Provincial Governments in Conjunction with the Twinning Project**

***Information Technology***

- Information Technology Offices have been established and Chief Information Officers have been appointed.
- Provincial policy frameworks and plans for ICT management and application are being developed. Specific attention is being given to reaching rural and hard-to-reach audiences.
- Plans for e-government are being developed/refined/implemented.
- Information and communications technology is used to automate selected government processes and to deliver government programs and services to more residents and to hard-to-reach residents more quickly, more efficiently, and more effectively.
- Provincial governments are working with SITA and to protect the public interest in information technology strategies, agreements, and service delivery contracts.

**Outcome: Acceptable capacity at the senior and middle management levels of the public service.**

***Organizations to Strengthen Managerial Competencies***

- A body of knowledge has been built regarding different options for training and developing leaders and managers. Some of the information gathered has been published in the Twinning Project's newsletter.
- Some provincial cabinets have approved the establishment of training institutions to strengthen managerial competencies in the public service. Where this approval has been received, provincial budgets have provided the resources to establish and operate them.
- The new Free State Institute of Training and Development is in place. This organization, established to strengthen competencies in public servants, is operational.
- The Free State's Institute has partnered with the Twinning Project to deliver seminars and the Western Cape's Institute has worked with the Twinning Project in organizing the *Conference on Best Practices in Public Management*.

***Programs and Training to Strengthen Public Servants and Public Services***

- The Gauteng Provincial Government has established principles to guide training and development. It has developed a learning strategy that incorporates project-based learning, performance consulting, executive development, and informal learning interventions such as networks and secondments.
- The Gauteng Provincial Government has also established several programs to strengthen HR development.
- HR competencies of selected public servants of the Gauteng Provincial Government have been strengthened through internships in the Ontario Provincial Government.
- Specific managerial competencies in many public servants have been strengthened via provincial training and development programs including the conferences and workshops resourced by Canadian public servants.

**Outcome: Higher quality, more cost-effective and efficient public services that are responsive to the needs of the people.**

***Accessibility to Government Programs and Services***

- Provincial governments have an organizing framework and action strategy in place to improve accessibility to government programs and services.
- The number of Multi-Purpose Community Centres (Multi Purpose Community Centres) continues to increase, the number of services provided from these centres is increasing, and the speed and simplicity of service provision is improving.
- Surveys of client satisfaction with the Multi Purpose Community Centres have yielded positive results.
- Limpopo's Multi Purpose Community Centres are participating in the national government's Gateway Project and the Northern Cape's Multi Purpose Community Centres in the national Integrated Sustainable Rural Development Programme (ISRDP).

***Agriculture***

- Lessons gained from the Saskatchewan Provincial Government's Indian Agricultural Extension Program are being incorporated into the Free State's extension programs for historically disadvantaged farmers.
- Opportunities for pilot projects in sustainable agriculture as mechanisms for encouraging economic development have been identified in the North West province.
- The 4-H program has been adapted for the North West Province to strengthen the provincial government's

**Table 40. Results Achieved by the South African Provincial Governments in Conjunction with the Twinning Project**

ability to foster the development of skills and leadership capacity in rural youth.

**Community Economic Development**

- Structures such as Mpumalanga's Premier's Economic Development Forums, with defined roles and responsibilities, are now in place to strengthen community economic development.
- Ten specific modules community economic development modules have been prepared by the Mpumalanga-Alberta partnership. These modules have been designed to support community economic development among the disadvantaged, to promote gender equality and the involvement of women in community economic development, and to strengthen economic development in the rural and agricultural sectors.
- Materials such as the community economic development modules developed through the Mpumalanga-Alberta partnership provide provincial governments with resources to train their officials to lead community economic development.

**Cultural Outreach and Quality of Life**

- The Royal Winnipeg Ballet provided workshops for instructors and disadvantaged youth in the North West Province that strengthened their ballet knowledge and skills.

**Disaster Management**

- Disaster management plans have been strengthened in Limpopo and KwaZulu Natal through the incorporation of technical advice.
- Limpopo has established new disaster management centres in six municipalities and now has disaster management centres in each municipality..

**Education**

- Based on information gained from New Brunswick's experience with policy and program development and implementation respecting inclusive education, the Northern Cape is working with the national government to strengthen existing policies and develop programs.
- A plan to train teachers on the principles and implementation of inclusive education is being formulated.
- Seminars and workshops are being held to create awareness and build an understanding regarding inclusive education.
- Work is underway to actively involve parents in inclusive education for children with disabilities.

**Health**

- In the Eastern Cape, knowledge and skills required to implement a provincial TB, STD, and HIV/AIDS strategy have been strengthened.
- The capacity to use the vital statistics system and to prepare reports that can be used by decision-makers has been strengthened.
- Epidemiological capacity, particularly the analytical capacity needed to rollout the provincial TB, STD, HIV/AIDS strategy and to support related policy and program development, implementation, and monitoring has been strengthened through training and direct guidance.
- In the North West Province approval has been received and work is underway to develop healthy child public policy and healthy child indicators. This work will be incorporated into the sustainable development initiative.

**Social Services**

- In the Free State, the Restorative Justice Program to address the needs of children in conflict with the law, adapted from Saskatchewan to fit the South African context, is in place and is being refined and strengthened.
- Resources have been secured to build additional facilities including facilities for the girl child.
- South African provinces are using the Free State adaptation as a model for use in their own provinces.

**Outcome: Strengthened Gender Equality (In addition to gender equality mainstreamed in other outcomes)**

- Key provincial officials are aware of the need for mainstreaming gender equity and equality in provincial government processes, programs and decisions. Examples of this mainstreaming are seen in the legislation rationalization initiative, the programming of Multi Purpose Community Centres, the approval of resources

**Table 40. Results Achieved by the South African Provincial Governments in Conjunction with the Twinning Project**

- for facilities for the girl child, and the emphasis on development of analytical capacity in the Office of the Premier.
- A virtual gender equality information-sharing, competency-strengthening component was initiated by linking the Free State's Special Programs Unit with the Saskatchewan's Office of the Status of Women.

***Linkages***

Many linkages and partnerships have been established:

- Formal linkages: Eastern Cape-British Columbia; Free State-Saskatchewan; Gauteng-Ontario; Mpumalanga-Alberta; Northern Cape-New Brunswick; North West Province-Manitoba; Western Cape – Ontario.
- Informal linkages: KwaZulu Natal-Quebec; Limpopo – Alberta, Ontario, British Columbia, Saskatchewan, Newfoundland & Labrador, and Prince Edward Island.
- Nine Canadian provincial governments have provided support to the Twinning Project as well as the Meadow Lake Tribal Council; the Muskeg Lake Cree Nation; and the Federation of Saskatchewan Indian Nations.
- Academic linkages: North West Province and Manitoba universities; Free State and Saskatchewan universities; Limpopo and Ontario universities.
- Tourism linkages: KwaZulu Natal and SKAL; KwaZulu Natal and the Montreal Jazz Festival.
- Trade and Investment Linkages: MOUs between the governments and agencies of the North West Province and Manitoba.
- Interprovincial linkages: Strengthened learning networks between South African provinces; web site developed and funded by the Western Cape to share information between South African provinces and between South African and Canadian provinces.

Source: Minute #4.1 of the Project Steering Committee's Meeting of March 30, 2004.

### **9.3.2 Provincial Results**

Each province is accountable to its own government for the use of publicly funded resources. It is essential therefore; to report results in such a way that provincial officials can provide information to their senior management team, premier and cabinet on the progress that they have made by participating in the Twinning Project. The detailed results for each partnership and province are too lengthy to list in this chapter, however, they are provided in full in Appendix R.

Estimates of the results achieved by the partnership collectively and the partnerships individually are given in Table 41. From the information in this table one can determine the average number of results achieved per South African province. Excluding the collective results of the Twinning Project, the average result per South African province was 58. Limpopo, which did not have a formal partner, was able to achieve at least 78 results, well above the average by establishing relationships with a variety of Canadian provinces. The Western Cape and KwaZulu Natal,

which joined the Twinning Project much later than other provinces, were able to achieve numerous results as well.

The pattern of results is as relevant as the number of results. Of the 610 results reported, 189 were outputs and 421 were outcomes. The pattern of results demonstrates a progression from short-term outputs to medium term outcomes. This progression indicates that the knowledge gained was being applied and improvements were being made. The pattern of results also illustrates the priorities of the different provincial governments. Not every province achieved results in every category of outputs and outcomes because their work plans did not include every outcome and output.

The results ascribed to the Twinning Project are those results to which all partners contributed. They include the formalization of partnerships, the contributions to gender equality, and the strengthening of competencies. Approximately 84 results in these categories could be identified as project results. This number of results represents a significant investment by the partners in a collective endeavour. What are not included in this counting of results are the many management results that also occurred. Such management results would include:

- The development and approval of operational policies, guidelines and templates;
- The drafting, publishing and distribution of the project's policy and procedural manual;
- The training of officials in results based management and the number of officials trained;
- The appointment and orientation of provincial co-ordinators including the numbers appointed and oriented;
- The number of steering committee meetings, workshops and conferences;
- The number of presentations made, articles written and newsletters published; and
- The evidence of sustainability.

While the results presented in Table 40 earlier in this chapter are representative of the entire project, results reported by provincial co-ordinators for specific partnerships or provinces were often much more specific.

**Table 41. Pattern of Results of the Twinning Project**

Outcomes and Outputs of the Canada South Africa Provincial Twinning Project			Project	ECPG - BCPG	FSPG - SKPG	GPG - OPG	KZN	LPG	MPG - APG	NCPG - NBPG	NWPG - MANPG	WCPG	Totals
<b>Outcome #1: Strong Twinning Project that strengthens the provinces, particularly the South African provinces, individually and collectively.</b>			9										9
1.1	Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces.		Integrated in the project's results for outcomes										
1.2	Capacity is built within individual public servants, within groups and within provincial governments.		Integrated in the project's results for outcomes										
1.3	Results, relationships and partnerships are sustainable.		Integrated in the project's results for outcomes										
Total			9										9
<b>Outcome #2: Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government.</b>													
2.1	Strengthened Office of the Premier.	Outcomes		4	7	4	7	4	4	4	4	7	45
		Outputs		4	8	4	5	5	4	4	4	4	42
2.2	Strengthened decision-making and systems that support making and tracking decisions.	Outcomes		4	10	8	9	7	8	7	8	9	70
		Outputs		1	2	1	1	1	-	-	-	-	6
2.3	Strengthened performance of the government as whole, of departments and of officials.	Outcomes		4	5	5	4	4	5	5	4	4	40
		Outputs		-	-	-	1	3	2	-	-	-	6
2.4	Strengthened sustainable development.	Outcomes		-	-	-	-	-	-	-	2	-	2
		Outputs		-	-	-	-	-	-	-	7	-	7
2.5	Strengthened corporate communications.	Outcomes		3	4	5	5	5	5	3	3	4	37

**Table 41. Pattern of Results of the Twinning Project**

Outcomes and Outputs of the Canada South Africa Provincial Twinning Project			Project	ECPG - BCPG	FSPG - SKPG	GPG - OPG	KZN	LPG	MPG - APG	NCPG - NBPG	NWPG - MANPG	WCPG	Totals
		Outputs		-	-	6	1	3	4	-	-	1	15
2.6	Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices.	Outcomes		2	-	-	-	-	-	-	-	-	2
		Outputs		2	-	-	-	-	-	-	-	-	2
2.7	Strengthened financial systems and accountability.	Outcomes		2	1	1	1	1	2	2	1	1	12
		Outputs		-	-	-	-	1	1	-	-	-	2
2.8	Establishment of an internal audit office.	Outcomes		1	-	-	-	-	-	-	-	-	1
		Outputs		-	-	-	-	-	-	-	-	-	-
2.9	Strengthened provincial and community economic development (structures and systems).	Outcomes		-	-	-	-	-	-	-	-	-	-
		Outputs		-	2	1	2	-	5	-	4	-	14
2.10	Appropriate and effective use of information and communications technology (ICT).	Outcomes		-	-	-	-	-	-	-	-	-	-
		Outputs		4	-	-	1	3	-	1	-	1	10
2.11	Strengthened co-operative governance.	Outcomes		2	3	2	2	3	2	1	3	2	20
		Outputs		-	-	-	1	1	-	-	-	-	2
2.12	Strengthened awareness and application of human rights and gender equality principles.	Outcomes	40	-	-	-	-	-	-	-	-	-	40
		Outputs		-	3	-	-	-	-	-	-	-	3
Total			40	33	45	37	40	41	42	27	40	33	37



**Table 41. Pattern of Results of the Twinning Project**

Outcomes and Outputs of the Canada South Africa Provincial Twinning Project			Project	ECPG - BCPG	FSPG -SKPG	GPG -OPG	KZN	LPG	MPG - APG	NCPG - NBPG	NWPG - MANPG	WCPG	Totals
													8
Outcome #3: Acceptable capacity at the senior and middle management levels of the public service.													
3.1	Strengthened organizational capacity for human resource development.	Outcomes		-	6	-	-	-	-	-	-	-	6
		Outputs		1	1	-	1	2	-	-	3	1	9
3.2	Improved corporate leadership and human resource management.	Outcomes		3	4	8	4	3	3	3	3	3	34
		Outputs		-	-	3	-	1	-	3	-	-	7
3.3	Strengthened competencies in provincial participants.	Outcomes	35										35
		Outputs											
Total			35	4	11	11	5	6	3	6	6	4	91
Outcome #4: Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.													
4.1	Strengthened rural socio-economic development.	Outcomes		3	-	-	-	3	-	3	-	-	9
		Outputs		3	-	-	-	2	-	5	-	-	10
4.2	Strengthened agricultural development.	Outcomes		-	1	-	-	-	-	1	1	-	3
		Outputs		-	4	-	-	-	-	2	2	-	8
4.3	Strengthened provincial and community economic development (service delivery).	Outcomes		-	1	2	-	-	4	-	2	-	9

**Table 41. Pattern of Results of the Twinning Project**

Outcomes and Outputs of the Canada South Africa Provincial Twinning Project			Project	ECPG - BCPG	FSPG - SKPG	GPG - OPG	KZN	LPG	MPG - APG	NCPG - NBPG	NWPG - MANPG	WCPG	Totals
		Outputs		-	3	-	-	2	2	-	5	-	12
4.4	Strengthened capacity to address the HIV/AIDS pandemic.	Outcomes		4	-	-	-	-	-	-	-	-	4
		Outputs		6	-	-	-	-	-	-	-	-	6
4.5	Strengthened accessibility to and delivery of government programs and services.	Outcomes		-	-	8	-	15	-	4	-	-	27
		Outputs		1	1	1	1	1	2	5	1	1	14
4.6	Strengthened safety and security.	Outcomes		-	-	-	2	2	-	-	-	-	4
		Outputs		-	-	-	1	1	-	-	-	-	2
4.7	Strengthened accessibility to education.	Outcomes		-	-	-	-	-	-	3	-	-	3
		Outputs		-	-	-	-	-	-	3	-	-	3
4.8	Strengthened health, social services and social capital.	Outcomes		-	3	-	-	-	-	-	4	2	9
		Outputs			2	1					3	1	7
4.9	Strengthened quality of life through cultural outreach.	Outcomes		-	-	-	-	-	-	-	-	-	-
		Outputs		-	-	-	-	-	-	-	2	-	2
Total			-	17	15	12	4	26	8	26	20	4	132
Total Results (Outcomes and Outputs)			84	54	71	60	49	73	53	59	66	41	610

Source: Activity and progress reports as well as information in presentations, articles and other forms of communication.

Examples of some of the results achieved are provided in the next section.. These have been compiled from the written and oral reports of the provincial co-ordinators, both South African and Canadian. They are but a few examples of the descriptions of results that were achieved. Using CIDA's definition of a result as being a "*describable or measurable change*" all participants were able to describe changes that had taken place. Few, however, were able to quantify results and when they attempted to do so, they often did not have the information required to establish the extent of the change. They all, however, were able to explain the reasons for the changes and the benefits that the changes brought.

#### **9.3.2.1 Eastern Cape – British Columbia Partnership**

At the onset of the Twinning Project officials of the Eastern Cape, in consultation with officials from British Columbia, determined their government needed to strengthen the Office of the Premier and the cabinet system, establish an internal audit office, rationalize and update legislation, establish an information office and assist it become operational, strengthen rural socio-economic development, and strengthen the government's capacity to address the HIV/AIDS pandemic.

With respect to strengthening the cabinet system, the provincial co-ordinators of the Eastern Cape and British Columbia identified the following changes that had been achieved (Eastern Cape Provincial Co-ordinator. 2002: p.1):

- The initial cabinet system that had been established included a basic cabinet procedures manual. Work has continued on the development and refinement of this system with part of the work devoted to strengthening the memoranda for cabinet and the content of the cabinet manual. As a consequence of this work, the cabinet manual contains more guidance for those who prepare items for decision-makers.
- The memorandum for cabinet has been strengthened to include implementation plans and communications strategies. Ministers receive more complete information on which to base a decision.

- The quality of cabinet memoranda and other submissions has improved as a result of improved formats and training.
- A system for monitoring cabinet decisions was developed. Because of this tracking system, the Cabinet Secretary and Premier should be able to monitor progress made in implementing government policy, particularly in the most strategic areas. Such monitoring should enable them to better manage the government's policy agenda, report progress to the people of the province in a timely manner, and intervene when targets are not being met.
- The Eastern Cape worked with British Columbia on integration of the corporate planning, budget planning, and legislative planning cycles. Integration of these cycles strengthens policy development, and should assist the Eastern Cape in ensuring that the government's priorities come to the fore during the development of the corporate plan. The integration should also help strengthen the Eastern Cape's policy implementation, as it will be better able to allocate resources to government programs in accordance with the government's priorities and to prioritize the preparation of legislation on the basis of implementing the corporate plan.
- A workshop on policy development, review, and co-ordination strengthened competencies of key officials in policy development and analysis, involvement of the public in formulating policy, co-ordinating planning, and aligning planning and policy development to government priorities. Public servants who have strengthened these skill sets should be able to support the policy function of government better.
- Effective intradepartmental co-ordination with the Office of the Premier, particularly with the Cabinet Secretariat, the Intergovernmental Relations Unit, the Communications Unit, and other transversal functions is becoming more and more understood as being essential. There is also a greater awareness of the importance of the alignment of policies and programs and that the Office of the Premier plays a major role in ensuring this alignment occurs.
- Eastern Cape participants have identified the following competencies as having been strengthened: policy development and analysis, problem – solving, training and development, communication, policy formulation and monitoring, principles of program design, and office administration.

- British Columbia participants have identified the following competencies as having been strengthened: broadening of horizons from the opportunity to learn about the challenges and successes found in the Eastern Cape, and broadening of professional and friendship networks.

#### **9.3.2.2 Free State – Saskatchewan Partnership**

The Free State and Saskatchewan identified a need to consolidate all of the structures, processes and systems that had been established in the Office of the Premier, to identify any gaps or missing linkages, and to remedy them. The Free State also needed to put in place the structures, people and processes required to implement the provincial strategic plan. To strengthen its human resources, particularly to strengthen the competencies of middle and senior managers, the Free State needed to identify an appropriate mechanism and put it in place quickly. The Free State needed to improve the performance of the agricultural, tourism and trade sectors as part of its economic development strategy. It needed to continue to strengthen the improvements it had already introduced in restorative justice for youth in conflict with the law and establish networks with experienced gender equality specialists.

The Free State had developed considerable expertise in implementing performance measurement systems, restorative justice, and health reform that it was willing to share with others. Saskatchewan and the Free State also sought ways of sharing expertise developed with other African countries, particularly Namibia whose government was also twinned with Saskatchewan.

A few of the results of this twinning that have been identified by the provincial co-ordinators are:

- The Free State Provincial Government developed “schematic maps” i.e. “flow charts” illustrating the key steps that integrate the strategic plan with the budget process and that identify the key steps of the National Strategic Planning System including the timing and centers of responsibility that link the Free State Strategy with the national process. These maps are components of the templates required to integrate and monitor planning and implementation.

- Relevant officials have received training and have a basic understanding of the need for and methodology used to track political commitments. They also have a general understanding of the electronic tracking system developed by the Ontario Provincial Government for tracking commitments and monitoring the government's progress in honouring them.
- The Free State has developed more democratic, politically led and inclusive planning processes than Saskatchewan, methodology and skills that can be shared with Canadian public servants and elected office holders.
- Senior officials and policy analysts have been trained and understand the principles and methodology of horizontal policy development and integration. They have a good understanding of the key elements and best practices that contribute to the successful implementation of horizontal initiatives.
- The Free State has horizontal policy initiatives underway and is already applying the methodology to these initiatives.
- Training in project management has been completed with senior management and key professional staff.
- An electronic system has been developed and is operational for tracking the implementation of projects at all phases – from approval to completion, and in all spheres of government – from national to provincial to local. A plan has been developed for implementing the Free State's provincial strategy.

### **9.3.2.3 Gauteng – Ontario Partnership**

Gauteng entered the Twinning Project with the core structures, processes and systems of government in place, however, without a formal partner. Like the Free State it needed to make sure that there were no gaps or missing alignments in its machinery. Its primary needs related to strengthening its human resources including strengthening competencies in senior officials, and strengthening policy development and analysis, communications, organizational development, human resource management and intergovernmental relations. Other needs included establishing a film office and strengthening the film industry as part of its economic development strategy, establishing linkages with sectors with mutual interests, strengthening accessibility to

government programs and services, and gaining an understanding of a wider variety of options for health policy and health programming.

Some of the results reported by the provincial co-ordinators include:

- The Office of the Premier has selected the elements of the Ontario system that strengthen Gauteng's system and have incorporated them.
- Key officials have received training and have a basic understanding of the need for and methodology used to track political commitments and have an understanding of the electronic tracking system developed by the Ontario Provincial Government for tracking commitments and monitoring the government's progress in honouring them.
- Eight Gauteng officials have completed practical training in policy analysis in the Ontario Provincial Government and are applying their new knowledge and skills in their work.
- The central communications unit has been restructured and positioned to provide more effective leadership and oversight. A dual accountability model has been introduced.
- Thirteen communications officials have completed training in Ontario in government communications.
- Strategic communications at all levels within the government is emphasized.
- Regular media monitoring has been introduced.
- Communications is more effective as indicated by more information relevant to the interests and needs of residents being provided.
- Better processes for managing the Premier's correspondence have been implemented.
- Officials and elected office holders are being better prepared for the work of the Legislature.

#### **9.3.2.4 KwaZulu Natal – Relationships with Quebec and Saskatchewan**

KwaZulu Natal had established many structures and systems but they needed strengthening to improve alignment, co-ordination, rigour, and discipline. Without a formal partner, and entering the Twinning Project only in the last year, KwaZulu Natal's primary goal was to strengthen the structures, systems and processes of the Office of the Premier to enable it to serve the executive

better and to position the government to deliver the province's strategic plan. KwaZulu Natal worked with several provincial governments to gain the expertise it needed.

Knowledge that has been gained and applied by officials of the Provincial Government of KwaZulu Natal includes:

- Senior KwaZulu Natal officials have gained an overview of a variety of government systems and variations in structuring systems to meet the needs of different political office holders, different sizes of provinces and public services, and different provincial contexts and are able to use this information to strengthen their own systems.
- Officials have a clear understanding of the Canadian Millennium Scholarship model that combines the strengths of government policies and objectives with the operational efficiency of a private sector organization and the potential of using this model for education and other types of service delivery.
- Officials have an understanding of the manner in which the political and bureaucratic role players interact and are applying appropriate mechanisms to co-ordinate political and policy agendas.
- The organizational elements of the Office of the Director General have been realigned to provide comprehensive and integrated support to departmental and corporate policy development and implementation.
- Officials have been able to compare challenges regarding traditional leadership within a modern constitutional democracy and identification of processes, mechanisms and instruments used by Quebec that may be useful to KwaZulu Natal's Department of Traditional and Local Government Affairs.
- With the assistance of Saskatchewan officials, KwaZulu Natal has established a new strategic direction, strengthened the Office of the Premier to deliver on this new direction, realigned the interdepartmental framework to support the strategic direction, redesigned the cluster system to support strategic decision making, obtained the resources to fund the strategic plan and announced the new direction in the 2004 budget speech.
- The cabinet office has added the tracking of political commitments made in parliament and in public speeches to the existing electronic tracking system.



- The deputy cabinet secretary is strengthening is requiring inclusion of a communications plan and a description of advance consultation with cabinet memoranda.
- The Cabinet Office has incorporated improvements found in the Ontario and Quebec systems into the revisions to its policy manual.
- Senior officials and policy analysts have been trained in horizontal policy development and implementation. They understand the principles and methodology of horizontal policy development and integration and best practices that contribute to the successful implementation of horizontal initiatives.
- A go-forward plan has been developed for the use of the director general in implementing his action plan.
- The senior management team has participated in the identification of the key issues involved in an interdepartmental approach to implementing the Provincial Government Development Strategy and the steps involved and have been prepared for the horizontal implementation of the plan.
- Organizational, planning and implementation issues related to economic growth, agricultural development, and rollout of the HIV/AIDS strategy have been identified and incorporated into departmental plans.

#### **9.3.2.5 Limpopo – Relationships with Several Canadian Provinces**

Limpopo pioneered the new partnership model based on multiple partners selected on the basis of best practice/best fit.

Limpopo had established the basic systems of the machinery of government but they were fragmented and incomplete. As the need to work more closely with local governments and traditional leaders increased, so did the needs of the province to respond to the new challenges, particularly in the areas of communication and intergovernmental relations. Its proximity to Zimbabwe and Mozambique further increased the need to strengthen intergovernmental communications. Limpopo had also collaborated with the Northern Cape to learn best practices in establishing multi-purpose community centres but needed to strengthen these centres particularly enhancing the focus on client service and the effective use of technology to support

seamless government. The province also needed to ensure that its disaster planning would meet the demands of emergencies. A large rural province, Limpopo also sought to strengthen its employees' competencies in rural socio-economic development in order to strengthen provincial economic development and create opportunities for rural residents to earn a living and improve their quality of life.

Provincial government officials of the Limpopo Provincial Government reported many results. Those related to improving accessibility to government are summarized below. Other results are given in Appendix R.

- Limpopo officials gained a broader and deeper understanding of the scope of people first service delivery that it is mainstreaming in government policies and programs through its contacts with Ontario and Prince Edward Island.
- Limpopo officials developed a better understanding of the manner in which regulatory reform and red tape reduction can enhance service delivery and ways other countries have approached regulatory reform. They have recommended that:
  - Limpopo undertakes regulatory reform, beginning with a conference to sensitize key role players to the need and the benefits;
  - Government establishes a closer and co-operative working relationship with the private sector in dealing with this issue;
  - Elected office holders play a leadership role; and
  - Consideration be given to establishing a commission on red tape reduction.
- Limpopo has obtained cabinet approval of a provincial strategy for the use of multi-purpose community centres (Multi Purpose Community Centres) as a means of enhancing improved and integrated service delivery, particularly to citizens in rural areas. This strategy is aligned with the national government's policy, legislation and regulations and is part of the provincial government's Growth and Development Strategy.
- Limpopo has established a provincial oversight committee for Multi Purpose Community Centres that includes nine provincial departments as well as national departments to provide oversight and at the district level has involved municipalities, CBOs, NGOs and traditional leaders.

- Limpopo has established a Management Committee for Multi Purpose Community Centres that is comprised of the Premier's Office, SITA, GCIS, SAPS and Public Works.
- Limpopo has obtained funding from the national and provincial governments and the private sector for the Multi Purpose Community Centres. Limpopo has established six functional Multi Purpose Community Centres in three districts, is in the process of activating another three centres, and has plans for adding one centre per municipality in the short term and one centre per district in the longer term.
- Limpopo has centres that participate in the national government's Gateway Project.
- To address the policy objectives of addressing poverty, empowerment of citizens, job creation, and gender equality, the centres offer a variety of government services, development services and skills training. Health and Welfare, Home Affairs and the South African Police Services provide mobile services from the centres. In addition to routine transactional services, the Multi Purpose Community Centres offer government information, municipal services, community development, youth services, primary health care, adult basic education, child care, computer training, skills development in gardening, poultry production, and sewing.
- Many of the programs and services specifically address the needs of women, provide essential services for them, and strengthen women's knowledge and skills so that they can become more financially independent. Limpopo has begun introducing the multi-channelling, single window, life triggering events approach in one centre.
- Limpopo has examined Prince Edward Island's use of ICT to strengthen service delivery through Multi Purpose Community Centres and is identifying aspects that it can use.
- Monitoring and evaluation of Limpopo's Multi Purpose Community Centres are done regularly including monthly and quarterly meetings and reports.
- Limpopo has taken several decisions to strengthen the province's multi purpose community centres including:
  - Evaluation of the MPCC Project in relation to fulfilling elements found in the strategy;
  - Customer satisfaction surveys to be conducted at the Multi Purpose Community Centres;

- Monitoring of compliance to standards and development of transversal standards for services rendered at Multi Purpose Community Centres;
  - Multi-skilling the front line staff /desks; implementation of IT connectivity at the Centre to improve communication and access to services and information;
  - Continual sharing of best practices amongst MPCC projects; benchmarking of the provincial websites with others;
  - Continual sharing of best practices with Ontario Public Service on leveraging IT to improve service delivery and quality of services that are provided by government; and
  - Provision of computers to staff and training on their use as soon as resources are available.
- The one-stop concept is being expanded to other aspects of government including educational centres, youth centres, and communications centres.
  - Limpopo is strengthening the knowledge base in South Africa re: enhancing accessibility via sharing of learning and experience:
    - Limpopo officials have made presentations on enhanced accessibility at Batho Pele Days in Mpumalanga, the SMS Conference in the Eastern Cape, the project sponsored workshop on Multi Purpose Community Centres in the Northern Cape, and the project-sponsored Conference on Best Practices in the Western Cape.
    - The Director General has had an article on this subject published in Service Delivery Review, Vol. 2. No. 3 and the Manager of Multi Purpose Community Centres has had his presentation at the Best Practices Conference published in the conference proceedings.
    - Limpopo also organized a workshop on using ICT to enhance service delivery with resources provided by Prince Edward Island.
  - Ms. Clara Masinga, one of the pioneers of Multi Purpose Community Centres in Limpopo, has been recognized for her leadership with the Order of the Baobab, one of the country's highest honours.

### 9.3.2.6 Mpumalanga- Alberta Partnership

Mpumalanga's early work with Alberta laid a foundation for establishing financial systems and performance measurement. However, a change in the premier, cabinet ministers, director general and the introduction of *The Public Finance Management Act* necessitated an audit of progress made to date. In addition there was a need to establish new systems as well as shore up deficiencies in existing systems. Performance measurement needed to be introduced to support the new financial systems and the need for increased accountability and transparency. Mpumalanga needed to strengthen the Office of the Premier to provide it with the ability to lead and oversee the changes being introduced, to gain control of the management of issues and crises, and to strengthen the competencies of its officials in communications and intergovernmental relations. Program priorities included strengthening provincial and community economic development and strengthening access to government programs and services through its multi-purpose community centres.

Provincial co-ordinators of the Alberta- Mpumalanga partnership described some of the changes that had occurred to strengthen communications in the Mpumalanga Provincial Government in the following way:

- Corporate communications has moved from a decentralized, fragmented, crisis management approach to communications to a centralized, co-ordinated, issues management approach with an emphasis on strategic communications.
- The communications function has been reorganized to locate the primary centre of control in the Office of the Premier with some staff of this unit placed in departments but accountable to the central unit.
- By recognizing that communications is an essential and highly important function, and by placing the Director in the Office of the Premier, the government has been able to become more proactive in managing how and when it communicates with the public and how it responds to criticism.

- The government is better able to manage issues and to be more effective in its communications. Senior officials are able to devote more of their time to work that will advance major government initiatives and implement government policy.
- There is an increased awareness of the need for cross-government co-ordination in communication.
- Policies, procedures and systems are in place and operational for all key communications functions.
- People in key positions know, understand and abide by the “golden triangle principle.”
- Issues management processes are in place and operational.
- Communications officers are trained in basic strategic communications planning and preparation of briefing materials.
- Competencies strengthened include strategic communications analysis and issues management.

#### **9.3.2.7 Northern Cape – Partnership with New Brunswick and Several Canadian Provincial Governments**

With New Brunswick’s assistance, the Northern Cape had established a durable cabinet system, introduced multi-purpose community centres, and put in place key processes and planning and reporting systems. It needed to fine tune the systems in place, introduce a performance management system and strengthen the competencies of key officials in the Office of the Premier. Its programming priorities included increasing the number of and improving the effectiveness of multi-purpose community centres, introducing inclusive education, and training officials in rural-socioeconomic development principles and methods.

Part way through the Twinning project, New Brunswick found it did not have the capacity to continue to meet the Northern Cape’s needs and other Canadian provincial and First Nations governments provided the desired expertise. The Northern Cape initiated the sharing of expertise through joint activities in the Twinning Project by hosting and organizing a workshop on client centred customer service and its application to multi-purpose community centres.

All of the results for this province and its partners are given in Appendix R. Results gained from the officials' work on rural socio-economic development were:

- Three officials completed one week training in applied community development principles and methods. As a result of this training the officials report that they have a strengthened focus on linking democracy. They also have a better understanding how central the economy and social development, governance and community development are to government.
- Community involvement in projects has become the *modus operandi*. Knowledge gained from Newfoundland and Labrador respecting strategic planning, regional economic development, and dispute resolution is incorporated into their practices.
- Efforts support the provincial goals of agricultural development as a mechanism of economic development and environmental management.
- Several research projects to strengthen agriculture have been approved.
- Recognition of the best small-scale farmers has begun with prizes of additional land for their farms.
- Voluntarism is being encouraged as a mechanism to improve socio-economic development.
- Officials have recommended applying the following practices in their province:
  - Strengthening competencies in community development in provincial government managers;
  - Turning challenges into opportunities and seeking alternative forms of economic development when a major economic activity collapses or when none currently exist;
  - Integrating development planning and involving government, municipalities, regional development boards, co-operatives, and volunteers in development planning;
  - Using public private partnerships and NGOs to implement the provincial government's social plan;

- Recognizing that chiefs and elders are unifying figures in their communities and can have an effective leadership role in community development and provision of social services;
- Encouraging traditional leaders to follow the example of Canadian First Nation leaders in assuming responsibility for the social and economic development of their constituencies and creating businesses and programs to foster socio-economic development;
- Incorporating cultural issues into planning and the retention of traditional values;
- Recognizing and supporting the role of municipalities in fostering skills development, HR development, community participation in development, self-help projects, and voluntary work;
- Recognizing and supporting the proactive role of the university in developing programs that support provincial priorities and that assist potential entrepreneurs; and
- Harnessing volunteers and mobilizing communities to share in developing and sustaining communities.

#### **9.3.2.8 North West Province – Manitoba Partnership**

With Manitoba's assistance, the North West Province had established a cabinet system, strong financial and auditing systems, reorganized the Office of the Premier and begun work in trade and investment development in support of provincial and community economic development. The North West Province needed to fine tune the cabinet system, strengthen the structures and competencies in the Office of the Premier, improve alignments and linkages to strengthen integration, improve its analytical capacity in order to better support senior officials, elected office holders, cabinet and the cluster committees. As well, it needed to improve the competencies of senior officials in the use of economic development instruments and strengthen its capacity to support the national government in implementing major commitments.



Some of their results from their work on economic development are presented below:

- Through a “learn to do by doing approach” in the organization and implementation of trade missions and trade shows, NWPG officials have learned from Manitoba officials how to structure, organize and implement activities to achieve marketing, investment and economic development goals.
- Two successful trade missions and investment trade shows have been held. Specific projects that Manitoba businesses would be interested in discussing with the North West Province were identified.
- A partnership has been established with the Manitoba Small Business Support Centre with this Centre providing support in developing research capacity into specific sectors of interest to the North West Province's SMEs.
- The Business and Graduate Schools of the two provinces’ universities are working together on programs that also support economic development.
- A new *North West-Manitoba Agreement* has been signed that includes economic development as an area of joint work.
- Several reciprocal missions were undertaken (funded outside of the formal twinning relationship by the provinces themselves) to explore initiatives of mutual interest.
- As a direct result of the twinning relationship between the two provinces, nine Manitoba-based companies interested in business opportunities in North West attended the Invest North West Conference.
- In March 2004, Manitoba and North West formalized their relationship to undertake specific activities to promote trade and investment and tourism and economic development by signing two memoranda of understanding, *The Framework to Promote Economic Development, Trade and Investment*, and *Tourism between the Department of Economic Development and Tourism of North West and Manitoba Intergovernmental Affairs and Trade and An Ancillary Memorandum of Understanding on the Formalization of a Cooperative Relationship between Manitoba Trade and Investment Corporation and Invest North West*.

#### **9.3.2.9 Western Cape – Informal Partnership with Ontario and Relationships with Several Canadian Provinces**

The Western Cape could not enter the Twinning Project until 2003. While it had many systems and structures in place, they needed to be reviewed and reoriented to meet the needs of a new premier and new political leadership, strengthened to support policy and program development and implementation, and aligned within government and between the spheres of government. The officials of the Provincial Government of the Western Cape championed the sharing of knowledge within South Africa and strengthening of knowledge management. The Western Cape Provincial Government hosted the *Best Practices in Public Management Conference* sponsored by the Twinning Project and established the Twinning Project's website. Some results of its brief participation in the Twinning Project include:

- Western Cape officials have a thorough understanding of the functions of the cabinet secretariat and the various and multiple roles of the officials within the secretariat and the principles of a strong decision-making system. They have a plan for strengthening their system incrementally as resources are available.
- Officials have an understanding of the interface between the political and bureaucratic units and are applying appropriate mechanisms and methods to co-ordinate political and policy agendas. Key posts that support the cabinet system have been filled and officials have been exposed to a variety of cabinet systems as part of their orientation.
- Cabinet has adopted the cluster approach to decision making and the approach has been put into operation. A policy unit has been established and qualified officials have been appointed.
- The Western Cape has put in place an electronic system for tracking policy decisions and political commitments based on the Ontario Provincial Government model. Several officials have been trained in the principles and methodology used to track decisions and commitments.
- Training in the functions of corporate communications and the options for structuring government communications has been completed. In service training in government communications has been undertaken and has strengthened the competencies of key officials in media relations and corporate communications management.

- Officials have identified best practices that the Western Cape could borrow from British Columbia including its comprehensive approach to ICT and e-government and its programs and services to reach the rural population.
- The Western Cape sent representatives, at the Twinning Project's expense, to a meeting of the South African Provincial Co-ordinators Forum to gain information about gender policy and to facilitate their involvement in strengthening the gender component of the work plans for their provinces. Officials in the Western Cape have been trained in horizontal policy development and implementation with an emphasis on identification of all groups that have a stake in the issues.
- The Western Cape has established connections with Ontario's Centre for Leadership and Innovation and with Newfoundland & Labrador's Centre for Learning and Development and Memorial University. These connections and the sharing of information and insights reinforce their commitment to Batho Pele and the initiatives that their own governments have begun to transform provincial government.
- Opportunities and methods for incorporating social capital into policy and programs have been identified and built into strategic and operational plans.

### **9.3.3 Collective Results**

Collective results are those results that benefited all participants in the Twinning Project, all provinces and the project as a whole. The collective results achieved by the Twinning Project included new and/or strengthened relationships and strengthened learning and application of knowledge.

#### **9.3.3.1 Collaborative Partnerships**

Examples of results that supported collaborative partnerships are given below:

- All South African provinces, the Eastern Cape, Free State, Gauteng, KwaZulu Natal, Limpopo, Mpumalanga, Northern Cape, North West Province, and Western Cape, participated in the Twinning Project.
- Six Canadian provinces, Alberta, British Columbia, Manitoba, New Brunswick, Ontario and Saskatchewan, participated as full partners.
- Three Canadian provinces, Quebec, Prince Edward Island, and Newfoundland and Labrador, and three First Nations, the Federation of Saskatchewan Indian Nations, the Meadow Lake Tribal Council and the Muskeg Lake Cree Nation provided support in areas of specialized expertise (community development, one stop centres, human resource development and management, cultural sensitivity, traditional leadership, alternative service delivery, etc.).
- Agreements that confirmed the commitments of each participating province and that articulated the benefits and obligations of participants were signed for six partnerships and agreed upon by a seventh.
- A political agreement was signed between the Province of Manitoba and the North West Province.
- Provincial co-ordinators were designated, managed their own province's involvement and were accountable for results, assigned resources and reporting.
- Provincial officials from all participating provinces received training in and understood the principles of results based management. They developed work plans which they updated annually.
- Annual steering committee meetings were held in 2001, 2002, 2003 and 2004 and approved operational policies, work plans and budgets.
- Each South African province completed its work plan within the duration of the project.
- The Twinning Project completed its work on time and within budget

The Canadian and South African provinces, twinned and non-twinned, worked together to strengthen each other and the expertise and practice of public administration/management. This strengthening has been documented in the progress reports of provincial co-ordinators, at the *Conference on Best Practices in Public Management* (Syphambili. 2004: pp. 40 to 43) and at the *Workshop on Sustainability* (IPAC. 2004: pp. 4, 5). As indicated in the registration lists and

programs of IPAC conferences, several South African public servants and academics, including executive members of the South African Association of Public Administration and Management, have attended the Institute's conferences. In this way have helped strengthen relationships between professional public administration organizations. A REVIEW OF THE Twinning Project's correspondence indicates that non-government organizations such as the Canadian Executive Services Organization provided support, complementary to that of the Twinning Project, to South African businesses.

At the *Workshop on Sustainability* officials that had participated in the Twinning Project concluded that the knowledge, professionalism and competence of participating public servants had resulted in respectful, collaborative relationships. (IPAC. 2004: p. 5).

#### **9.3.3.2 Strengthened Learning and Application of Knowledge**

Canadian partners provided activities to help address needs that their South African partners did not have the expertise or capacity to meet. Particular attention was paid to efforts that encouraged sharing of knowledge and expertise in public administration. These methods included the following:

- Multilateral approaches were used to supplement bilateral approaches and to strengthen knowledge sharing, to broaden capacity development, and to utilize available resources effectively and efficiently.
- Best practices were shared among both South African and Canadian provinces and with others through a variety of mechanisms including newsletters, workshops, presentations, conferences, proceedings, and a web site.
- Learning networks were established between South African provinces, between South African and Canadian provinces, and between South African provinces partly through the professional and personal contacts made through joint work and partly through the establishment of the Provincial Co-ordinators Forums.
- Linkages were established beyond provincial governance and include linkages in trade and investment, academic programming and research, and cultural development and improved quality of life.

Participants at the *Workshop on Sustainability* identified the following results that validate the efforts to strengthen knowledge sharing (IPAC. 2004: pp. 4 and 5):

- The activities of the Twinning Project were structured as learning activities and governments were willing to release their public servants to participate in these activities because of the value of the knowledge the public servants brought back to their governments;
- Forums such as the Provincial Co-ordinators Forums and the Best Practices in Public Management Conference have created linkages between provinces, supported a culture of learning and fostered sharing of knowledge; and
- Knowledge acquired through the Twinning Project was widely shared including within one's own government, with other provinces and with other countries.

#### **9.3.4 Results Related to Human Rights and Gender Equality**

At the onset of the Twinning Project provincial governments had already established positions for gender specialists but had not yet have approved gender strategies or action plans. Policy capacity was just being built in central agencies and line departments but governments were in the early stage of developing the capacity to analyze policy and its effects when implemented. Legislation was in place to support human rights and gender equality, the national Office of the Status of Women was providing training in gender equality practices and methodology and the Human Rights Commission was active. Because of South Africa's history, many people have been disadvantaged and it was not possible to consider gender without considering race, culture and ability.

Specific efforts were made to ensure that women had an opportunity to participate in activities. A breakdown of participants by gender is given in Table 42, below.

<b>Table 42. Gender Representation in the Activities of the Twinning Project</b>		
<b>Outcomes and Outputs of the Twinning Project</b>	<b>Women (Number)</b>	<b>Men (Number)</b>
<i><b>Outcome #1: Strong Twinning Project that strengthens the provinces, particularly the South African provinces, individually and collectively (Outputs 1.1.- 1.3)</b></i>		
Eastern Cape- British Columbia	7	6
Free State -Saskatchewan	7	4
Gauteng - Ontario	5	3
KwaZulu Natal - Various	2	3
Limpopo - Various	5	1
Mpumalanga - Alberta	2	9
Northern Cape - New Brunswick and Others	4	2
North West Province - Manitoba	3	7
Western Cape - Various	4	3
Others	2	1
<b>Totals</b>	<b>41</b>	<b>39</b>
<i><b>Outcome #2: Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government (Outputs 2.1 - 2.12)</b></i>		
Eastern Cape- British Columbia	7	17
Free State -Saskatchewan	18	39
Gauteng - Ontario	46	49
KwaZulu Natal - Various	7	16
Limpopo - Various	19	35
Mpumalanga - Alberta	11	24
Northern Cape - New Brunswick and Others	12	5
North West Province - Manitoba	27	28
Western Cape - Various	9	19
<b>Totals</b>	<b>156</b>	<b>232</b>
<i><b>Outcome #3: Acceptable capacity at the senior and middle management levels of the public service (Outputs 3.1 – 3.3)</b></i>		
Eastern Cape- British Columbia	2	3
Free State -Saskatchewan	2	1
Gauteng - Ontario	5	5
KwaZulu Natal - Various	1	0
Limpopo - Various	2	5
Mpumalanga - Alberta	0	0
Northern Cape - New Brunswick and Others	2	2
North West Province - Manitoba	0	0
Western Cape - Various	1	2
<b>Totals</b>	<b>15</b>	<b>18</b>

<b>Table 42. Gender Representation in the Activities of the Twinning Project</b>		
<b>Outcomes and Outputs of the Twinning Project</b>	<b>Women (Number)</b>	<b>Men (Number)</b>
<i><b>Outcome #4: Higher quality, more cost effective and efficient public services that are responsive to the needs of the people (Outputs 4.1 – 4.9)</b></i>		
Eastern Cape- British Columbia	11	5
Free State -Saskatchewan	7	12
Gauteng - Ontario	5	7
KwaZulu Natal - Various	1	2
Limpopo - Various	1	1
Mpumalanga - Alberta	5	4
Northern Cape - New Brunswick and Others	4	3
North West Province - Manitoba	11	13
Western Cape - Various	0	0
Total	<b>45</b>	53
<b>Total Number of Women and Men Participating in the Twinning Project</b>	<b>257</b>	<b>341</b>

Sources: Activity plans and reports, officials' and provincial co-ordinators' reports, travel requests and financial records.

From the breakdown in Table 42, it can be seen that almost 600 individuals participated in the Twinning Project. Of these, 257 were women and 341 were men, or 42% and 58% respectively. More than 40% is a relatively good representation for women at this stage of South African provincial governments' development. This participation level is greatly in excess of the 75 to 86 women anticipated to be participants at the beginning of the Twinning Project.

Each partnership and province made an effort to include women. Women were best represented in the activities that were related to co-ordinating the work of the project and human resources. When the class of positions that were to be drawn from, for example financial managers, was not yet representative, the number of women participating in activities was fewer.

While racial background and physical disabilities were not tracked, the Twinning Project's photograph library illustrates a cross section of all races, heavily weighted to those who have been historically disadvantaged, were represented. Requests to accommodate disabled participants indicated that people with physical disabilities also participated.

The following contributions to human rights and gender equality were identified in the work of the Twinning Project.



#### **9.3.4.1 Role Modelling**

Role modelling by managers and leaders sets an example for others. Role modelling was demonstrated in several ways including:

- The partnership agreements stipulated that the crosscutting issues, including gender equality, were to be addressed (Appendix P);
- Almost 70% of the provincial co-ordinators and deputy provincial co-ordinators were women (Based on tracking the number of co-ordinators and the gender breakdown). They were fully involved in the planning, co-ordination, and accountability elements of their provinces' work plans;
- The average number of women participating in activities was 42%;
- Of the speakers at the *Best Practices in Public Management Conference*, 42% were women;
- The majority of participants in activities were from the historically disadvantaged groups;
- The women premiers and directors general served as role models for other women through their support of the Twinning Project and participation in activities;
- Traditional leaders were included in the activities of the Twinning Project, participated in its *Sustainability Workshop*, and attended meetings of the Steering Committee;
- Canadian First Nations governments as well as provincial governments were included as sources of expertise; and
- Provision was made for accommodating the needs of the visually impaired, hearing impaired and people with other physical disabilities.

#### **9.3.4.2 Strengthening Awareness**

Many policies, tools and examples exist regarding ways of strengthening equality. Efforts to share information and encourage greater equality included the following:

- Information on both South Africa's and Canada's gender equality policies as well as CIDA's gender toolbox was distributed to all directors general and provincial co-

ordinators to increase awareness of and underline the importance of the issue (Project Steering Committee. Meeting of April 18, 2002. Minute # 5.2);

- The director general of the North West Provincial Government and the project manager attended IPAC's International Committee's *Workshop on Gender Equality* (August 2002). The project manager also attended CIDA's Workshop on Gender and Race (October 2002);
- A CIDA official provided information about CIDA's gender policy at a meeting of the South African Provincial Co-ordinators' Forum. All provinces sent, at the Twinning Project's expense, representatives of their Gender Units to a meeting of the South African Provincial Co-ordinators Forum to gain information about the Twinning Project and to facilitate their involvement in strengthening the gender component of the work plans for their provinces (Attendance records and notes of the South African Provincial Co-ordinators Forum's meeting of October 31 and November 1, 2002); and
- Key provincial officials were aware of the need for mainstreaming gender equity and equality in provincial government processes, programs and decisions. They helped identify opportunities for providing input into specific processes and documents, which was then shared with others and incorporated into work plans. The officials of the Mpumalanga Provincial Government, for example, identified the following areas where input could be made: memoranda for cabinet, communications strategies, Medium Term Expenditure Framework (MTEF), Integrated Development Planning (IDP) documents and Human Resource Development submissions. They also recommended that performance evaluations include the extent to which crosscutting themes such as gender equality, HIV/AIDS and poverty reduction are addressed.

#### **9.3.4.3. Complementing the Work of Others**

Working with others to advance gender equality was encouraged. Examples include the following:

- Limpopo's provincial co-ordinator and the Free State's Gender Office organized, through CIDA, training for officials in gender analysis; and

- Saskatchewan's Office of the Status of Women provided a study tour for a CIDA-sponsored delegation to Canada.

#### **9.3.4.4 Strengthening the Elements of Governance**

Governance structures and processes often provide opportunities for strengthening gender equality. The following are examples of opportunities used:

- Structures such as the cluster committees were created or strengthened to provide mechanisms for discussion of issues from a corporate perspective and to foster consideration of cross-cutting issues including the needs of women and other historically disadvantaged or vulnerable groups;
- Provision was made for discussions of implications for gender equality, HIV/AIDS, the environment, and other crosscutting issues in submissions to senior management and cabinet (Example: strengthened cabinet memoranda);
- Processes such as legislative reviews were supported to assist in the removal of policies and laws that discriminate against people on the basis of race, gender, ethnicity, and disability (Example: Eastern Cape Provincial Government's review and rationalization of legislation);
- Many of the provinces established policy units and posts and recruited policy analysts. Policy analysis training included an emphasis on examining issues that have a differential impact on specific groups (Example: Free State, Gauteng and Limpopo strengthened their policy units and officials' policy analysis competencies);
- Accountability has been strengthened through the introduction of performance measurement and now provides government with a tool to assess managerial performance related to crosscutting goals, including gender equality;
- Performance evaluation includes the extent to which crosscutting themes are addressed; and
- Saskatchewan has supported the Free State by providing expertise in mainstreaming gender equality in government and developing provincial action plans for strengthening gender equality.

#### **9.3.4.5 Removing Obstacles**

Obstacles may prevent women and girls from receiving equal treatment or enjoying a better quality of life. Two examples of initiatives to remove obstacles are:

- The Eastern Cape Provincial Government removed discriminatory provisions from its legislation during its rationalization of legislation; and
- Funding was located to bring the Royal Winnipeg Ballet to rural communities in the North West Province so that youth, particularly girls, could receive specialized training and encouragement from professionals.

#### **9.3.4.6 Incorporating Best Practices**

One way of addressing a crosscutting issues such as gender equality is to make it part of an activity, particularly in a manner that makes gender analysis habitual. Examples found in the work of the Twinning Project include:

- Strengthening the Eastern Cape's capacity in epidemiology should assist the province identify the impact of public health policy and programs on different genders, races and ages, and combinations thereof;
- Work on healthy child policy and indicators include an analysis of the implications for girls and women. This work covers the key sectors of health, education, welfare, and recreation; and
- Work on sustainable development includes an analysis of the role of women and the implications for women.

#### **9.3.4.7 Strengthening Program Design**

Strengthening the design of programs can enhance gender equality. Examples include the following:

- Multi Purpose Community Centres bring programs and services closer to rural communities enhancing accessibility to government programs and services for rural women. Many of the programs offered at the centres, including health services, adult literacy programs, computer training, and skills development are provided to enhance women's, and members of other historically disadvantaged groups, access to programs that meet their basic needs;
- The program developed for rural youth is aimed at strengthening leadership and other skills in girls as well as boys;
- The community economic development modules were developed in consultation with women and the content frequently reiterates the need to assist women develop business skills and become successful in their businesses; and
- The Free State Government has provided funding for a separate facility for girls in conflict with the law under its Restorative Justice Program.

#### **9.3.4.8 Facilitating Professional Networks**

Opportunities for bringing women together to share knowledge and develop professional relationships were supported. These included:

- A virtual gender equality information-sharing, competency-strengthening component was initiated by linking the Free State's Special Programs Unit with the Office of the Status of Women in the Saskatchewan Government.
- The Twinning Project facilitated a study tour for the women parliamentarians of the Northern Cape to Canadian provinces to examine policy and program options for addressing gender equality, HIV/AIDS, and women parliamentarians' interests.
- In conjunction with the *International Conference on Racism*, the Twinning Project facilitated a study tour of Saskatchewan's Minister of Intergovernmental Relations and Aboriginal Affairs to the Free State.
- Various Canadian provinces had meetings with CIDA Pretoria's gender consultant and explored opportunities for sharing expertise on gender equality. The Manitoba Provincial

Government has offered to provide support to CIDA-funded initiatives through its Office of the Status of Women.

- The Canadian South African Business Women's Association has been reinvigorated as a spin-off of the work done on the economic development modules.

#### **9.4.3.9 Profiling Positive Examples**

In addition to role modelling appropriate behaviour, providing recognition to women in their various capacities also contributes to advancing gender equality. Examples include the following:

- The Twinning Project profiled the work of women entrepreneurs in Limpopo and black entrepreneurs in the Western Cape by using their materials for workshops and conferences;
- The contribution of the woman who led the development of Multi Purpose Community Centres has been recognized by the country with one of its highest honours, the Order of the Baobab, an achievement that has been publicized by the Twinning Project; and
- Using the activities of the Twinning Project as a springboard for initiatives such as the strengthening of relations between South African and Canadian businesswomen and the inclusion of women ministers of both South African and Canadian provincial governments in activities has fostered more widespread strengthening of gender equality.

### **9.4 EFFECTIVENESS AND EFFICIENCY OF THE TWINNING PROJECT**

Assessing the effectiveness and efficiency of a project is an important aspect of evaluating a project on its own merit and in comparison to other mechanisms for achieving the same goals.

#### **9.4.1 Effectiveness**

Effectiveness is a measure of how well an organization or project achieves its objectives or reaches the expected outcomes (Kernaghan and Siegel 1995: p. 682). Assessing the effectiveness

of the Twinning Project could take into consideration a variety of factors including the following:

- Effectiveness of knowledge transfer and application;
- Effectiveness of the structures created;
- Effectiveness of supportive processes; and
- Effectiveness of sharing best practices.

These factors are discussed below.

#### **9.4.1.1 Effectiveness of Knowledge Transfer and Application**

Effectiveness of knowledge transfer and application includes:

- The amount of knowledge transferred;
- The amount of capacity built and the depth and breadth of the capacity that has been built;
- The number of results achieved and the significance of the results achieved; and
- The number of governments, organizations, sectors, groups and people reached.

The primary purpose of the Canada South Africa Provincial Twinning Project was the transfer of knowledge and application of knowledge gained. Results were the benefits that provincial governments gained by introducing new ideas. The examples of results provided earlier and the information in Appendix R indicates that the provincial governments involved in the Twinning Project achieved many of the desired results.

In the Twinning Project a result was a change in attitude or perspective, or a new insight, approach, knowledge, skill, behaviour, practice, process, system, and/or structure. Results included appointments to positions, establishment of wider networks and new contacts; the benefits of linkages established with other sectors (economic, academic, and cultural); solutions that solved a problem; training undertaken; knowledge gained from another province's

experiences, programs and policies. A result could also be obtaining the necessary support and decision(s) to proceed with the next step in adopting the idea, obtaining the financial, human, and technological resources needed to proceed, developing the necessary protocols and agreements, and creating the necessary committees and consultation processes.

The number of people that immediately benefited from exposure to new ideas depended on the nature of the activity. A delegation to Canada could involve two to 10 people. Twenty or more resource people were often involved in a single itinerary for study tours. A workshop in South Africa would include all of the members of a specific group such as all of the senior managers, all of the communications staff, all of the chief financial officers, representatives of provinces involved in establishing multi-purpose community centres, and so on.

The exposure to new ideas was expanded when more than one province participated in an activity. Gauteng, for example, invited other provinces to participate in a communications workshop provided in Johannesburg by Ontario officials. Alberta officials provided workshops to public servants in Limpopo, KwaZulu Natal and the North West Province. Limpopo invited officials of the national government, the local governments, and other provinces to some of its activities. Exposure may be increased if delegates are invited to attend or to participate in regional meetings, conferences, or other group events occurring in the province at the time of a visit. This type of sharing of expertise encouraged the development of networks among South African provinces and with various Canadian provinces.

Taking advantage of the “teachable moment” i.e. having the right people in the right learning situation at the right time is critically important in influencing the amount and speed of change that occurs. In previous chapters it has been noted that the South African governments have been in a state of transformation. Mezirow’s and Cooper’s work on learning found that when people are in a state of transformation, they often are prepared to make major changes. They are more ready to ask critical questions, to engage in rational discussions and to reflect on what is most important ([www.occe.ou.edu/halloffame/2003/Mezirow.html](http://www.occe.ou.edu/halloffame/2003/Mezirow.html); [www.konnections.net/lifecircles/mezirow.htm](http://www.konnections.net/lifecircles/mezirow.htm)). The officials participating in the activities of the Twinning Project were not only



in an environment of transformation, but senior officials who were responsible for leading some of the transformation.

Lamble and Seaman (1984: pp. 32-41; 1994: pp 46 – 56) have noted that a new idea is more likely to be adopted if it:

- *Is perceived as being better than the current situation* – New knowledge must be perceived to be more efficient, more effective, less expensive, more convenient, simpler, time-saving, leading edge, more prestigious, or superior in some other way;
- *Is perceived to be compatible with the organization* – New knowledge must be compatible with the socio-cultural values of the organization;
- *Is seen to be manageable in terms of complexity* – Very complex knowledge may take longer to implement;
- *Is able to be or has been tested prior to full adoption* - For many people it is important to be able to see a system in operation before adopting it so that they know it works; and
- *Requires changes that are readily identifiable* – Changes are adopted more quickly if the steps can be seen or are easily described and the benefits are easily identifiable.

The combination of being in a senior position and responsible for leading change, of being in an environment of transformation that encourages one to question and make change, and being able to examine, with fellow practitioners, alternatives and new approaches, particularly the opportunity to examine ideas that have been tested and are in practice, may have contributed to the learning and application of knowledge that occurred. For example, when the public servants involved in an activity needed the information in order to make recommendations to their government or to introduce a change, learning was sometimes rapid and comprehensive. They wanted information on all aspects of the issue – policy, program, action plans, implementation, legal authority, procedures, etc. Application of the new information was also immediate and rapid. They returned to their offices and began the processes necessary to bring about change in their situation. The changes introduced in restorative justice for young offenders and multi-purpose community centres are examples of rapid, application of new knowledge after a single study tour.

The ways in which public servants demonstrated that they understood and were able to apply new ideas included:

- Preparation and submission of written reports that identify knowledge gained, analyze new ideas for relevance and set out next steps for the work to be done;
- Following up of what has been learned by seeking further information and how to apply it;
- Sharing information with colleagues, formally and informally;
- Developing a detailed plan of action for implementing specific changes;
- Obtaining necessary support, approvals, decisions, and resources;
- Informal sharing of information with others by email, telephone, meetings, and reports ; and
- Formal sharing of information at workshops and conferences and through newsletters and websites.

The written report was an important record of an activity. More important than providing a document for the Twinning Project that the activity undertaken assisted meeting a province's needs, the report documented the knowledge that had been gained or transferred and provided valuable information for the province and the partners in building on what had been learned and moving forward. South African public servants follow standard provincial government procedures to implement change. These may include:

- Developing terms of reference;
- Establishing task teams; preparing proposals for superiors;
- Presenting the proposal to senior management;
- Submitting a memorandum to cabinet and if necessary shepherding it through cluster committees;
- Building support with other role players, including departments and officials in other spheres of government;
- Obtaining necessary resources; and
- Developing implementation plans and communications strategies.

The participants in the Twinning Project were able to document many results. The results could be significant. Some of the benefits are listed in Table 43, below. These benefits have been identified through an iterative process involving the provincial co-ordinators and relevant officials in planning meetings and preparation of work plans, in reporting meetings and debriefings, and in progress reports.

<b>Table 43. Benefits of the Results Achieved to Provincial Governments</b>		
<b>Outcomes and Outputs</b>		<b>Benefits of Results Achieved</b>
<i><b>Outcome #2: Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government.</b></i>		
2.1	Strengthened Office of the Premier.	<ul style="list-style-type: none"> <li>By strengthening the Office of the Premier, the premier, ministers, the director general and the senior management team are better able to focus on strategic leadership, decision-making and corporate performance.</li> <li>The Office can be more effective in ensuring priorities are established, clearly communicated and achieved.</li> </ul>
2.2	Strengthened decision-making and systems that support making and tracking decisions.	<ul style="list-style-type: none"> <li>High proportions of policy recommendations are approved by senior managers and elected decision-makers the first time they are reviewed because of better co-ordination within government as well as with stakeholders, improved cabinet memoranda, and the added value of policy analysis. This improves both the effectiveness and efficiency of government.</li> <li>As a result of the creation of cluster committees and the appointments of appropriate staff, policies and programs are better aligned with provincial strategic plans and budgets and with the strategic plans, priorities and policies of other spheres of government.</li> <li>Tools such as monitoring systems provide officials and elected office holders with the information needed to monitor policy and program implementation as well as the implementation of political commitments. Over their term of office, governments are able to manage their policy and political agendas better.</li> </ul>
2.3	Strengthened performance of the government as a whole, of departments and of officials.	<ul style="list-style-type: none"> <li>The government is able to account for how it has used public resources and the value received for the money spent and the public service engaged.</li> <li>Departmental officials work as a team to achieve the government's goals and are accountable for corporate results as well as departmental results.</li> <li>By practicing horizontal approaches and focusing on government priorities, crosscutting issues such as improving gender equality and poverty reduction can be addressed better.</li> <li>Improved intragovernmental co-ordination, the ability to achieve more goals and to be more responsive to the public can result in greater client satisfaction.</li> </ul>
2.4	Strengthened sustainable development.	<ul style="list-style-type: none"> <li>A policy framework for sustainable development provides the foundations for ensuring that development meets not only current needs but enables future generations to survive and have a reasonable quality of life.</li> <li>Indicators of sustainable development provide the guideposts to what is working well as well as the warning signs to situations that need intervention.</li> </ul>

**Table 43. Benefits of the Results Achieved to Provincial Governments**

<b>Outcomes and Outputs</b>		<b>Benefits of Results Achieved</b>
2.5	Strengthened corporate communications.	<ul style="list-style-type: none"> <li>Effective corporate communications enables governments to be proactive in managing how and when they communicate with the public and how they respond to criticism.</li> <li>Integrated communication between the spheres of government strengthens the ability of governments to communicate the same messages and the accuracy of the information communicated.</li> <li>More information that is relevant to residents is communicated to them in a more timely and effective manner. Public perception of government services and performance is improved.</li> <li>Resources are used more efficiently when senior officials are able to devote more of their time to work that will advance major government initiatives and implement government policy.</li> </ul>
2.6	Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices.	<ul style="list-style-type: none"> <li>Government policy can be implemented as intended when legislative instruments are fully aligned with it and support it.</li> <li>Comprehensive and integrated legislative processes facilitate preparation of legislative by the executive arm and debate and passage of legislation by the legislative arm.</li> <li>Good drafting practices assist in making laws easier to understand and apply.</li> </ul>
2.7	Strengthened financial systems and accountability.	<ul style="list-style-type: none"> <li>Governments are better able to develop good business plans, identify and manage risks, allocate resources, and report to the public.</li> <li>Policy objectives and financial discipline are balanced through rigorous processes that consider a wide range of perspectives.</li> </ul>
2.8	Establishment of an internal audit office.	<ul style="list-style-type: none"> <li>Internal audit offices ensure that checks and balances are in place to prevent wrong-doing and to support good business practices.</li> <li>Public resources are used for the purposes intended and the public has confidence in the prudence and probity of government.</li> </ul>
2.9	Strengthened provincial and economic development (structures and systems).	<ul style="list-style-type: none"> <li>The Premier's Economic Forums effectively champion economic development.</li> <li>Instruments such as trade shows and missions and investors conferences are used effectively and result in new economic opportunities.</li> </ul>
2.10	Appropriate and effective use of information and communications technology (ICT).	<ul style="list-style-type: none"> <li>Information and communications technology can automate selected government processes and not only improve government efficiency but also deliver government programs and services to more residents and to hard-to-reach residents more quickly, more efficiently, and more effectively.</li> <li>E-government can link government to other sectors and support commerce.</li> </ul>
2.11	Strengthened co-operative governance.	<ul style="list-style-type: none"> <li>As a result of a better understanding of roles, responsibilities and methods, and strengthened competencies, senior officials and elected office holders are better prepared for meetings of intergovernmental fora as demonstrated by better briefings, better articulation of provincial issues, and more effective provincial influence in responding to the needs of communities.</li> <li>Structures such as the Presidential Coordinating Council, Premiers' Coordinating Councils in Provinces, Cabinet Clusters, MIN/MECs, technical clusters at provincial and national levels, and IDP technical committees at municipal levels can be used to more effectively support integrated planning, implementation, monitoring and evaluation of government programs.</li> </ul>

<b>Table 43. Benefits of the Results Achieved to Provincial Governments</b>		
<b>Outcomes and Outputs</b>		<b>Benefits of Results Achieved</b>
		<ul style="list-style-type: none"> <li>Development of respectful, effective working relationships between traditional leaders and provincial governments fosters co-operative efforts in the delivery of programs and services to all residents of provinces and an appreciation of the contributions of the diversity of cultures led by the traditional leaders.</li> </ul>
2.12	Strengthened awareness and application of human rights and gender equality principles.	<ul style="list-style-type: none"> <li>The workforce is representative.</li> <li>Programs and policies are sensitive to their effects on different genders.</li> <li>The historically disadvantaged are able to exercise full citizenship.</li> <li>A non-racist, non-sexist society allows all people to participate fully and to benefit equally.</li> </ul>
<b><i>Outcome #3: Acceptable capacity at the senior and middle management levels of the public service.</i></b>		
3.1	Strengthened organizational capacity for human resource development.	<ul style="list-style-type: none"> <li>An adequate number of training institutions ensures that opportunities are available to strengthen and develop public servants.</li> <li>Linkages made with other institutions and professional through networks that are established assists in ensuring the most up-to-date knowledge is being taught.</li> </ul>
3.2	Improved corporate leadership and human resource management.	<ul style="list-style-type: none"> <li>Governments are better positioned to have a professional, merit – based public service in place.</li> <li>Policies and programs are in place to not only support and strengthen the current public service but also to prepare public servants for the future.</li> </ul>
3.3	Strengthened competencies in provincial participants.	<ul style="list-style-type: none"> <li>Officials provide more professional and effective support to their governments.</li> <li>Managers are able to support their superiors as well as to provide effective direction and support to their subordinates.</li> <li>Public servants have a range of generic and discipline-specific competencies.</li> </ul>
<b><i>Outcome #4: Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.</i></b>		
4.1	Strengthened rural socio-economic development.	<ul style="list-style-type: none"> <li>More rigorous application of community and economic development practices and processes ensures that policies are inclusive, address needs and support socio-economic development effectively.</li> <li>All sectors of society, including the voluntary sector, participate in socio-economic development.</li> </ul>
4.2	Strengthened agricultural development.	<ul style="list-style-type: none"> <li>Initiatives to strengthen agriculture and rural communities contribute to a larger effort to use agriculture to assist emerging farmers, create jobs, generate wealth, and address rural poverty.</li> <li>Sharing of knowledge on successful methods of assisting emerging, historically disadvantaged farmers contributes to collaborative efforts to strengthen agricultural knowledge transfer in both countries.</li> <li>4-H type programs assist in providing rural youth with leadership skills, transferring technical skills, and encouraging rural youth to consider agriculture as a career choice.</li> </ul>
4.3	Strengthened provincial and community economic development (service delivery).	<ul style="list-style-type: none"> <li>Materials such as the community economic development modules provide provincial governments with resources to train their officials and empower their officials to lead community economic development.</li> <li>Sectoral approaches to strengthening economic development such as strengthening the film and mining industries provide opportunities for joint ventures that contribute to job creation and poverty reduction.</li> <li>Strengthening tourism supports job creation and economic development.</li> </ul>
4.4	Strengthened capacity	<ul style="list-style-type: none"> <li>Strengthened knowledge and skills support the implementation of a</li> </ul>

Table 43. Benefits of the Results Achieved to Provincial Governments		
Outcomes and Outputs		Benefits of Results Achieved
	to address the HIV/AIDS pandemic.	<p>provincial TB, STD, and HIV/AIDS strategy.</p> <ul style="list-style-type: none"> <li>▪ The capacity to use the vital statistics system and epidemiological information, particularly the analytical capacity, supports program and policy development and the rollout the provincial TB, STD, HIV/AIDS strategy.</li> <li>▪ Strengthening the capacity to address the HIV/AIDS pandemic contributes to Canadian understanding of this disease and its prevention, control and management and contributes to global knowledge in epidemiological, clinical, pharmacological, public health, population health and healthy public policy planning and management.</li> </ul>
4.5	Strengthened accessibility to and delivery of government programs and services.	<ul style="list-style-type: none"> <li>▪ Multi Purpose Community Centres are effectively and efficiently contributing to improved program service to South Africans, particularly to those in rural areas and the historically disadvantaged Clients are satisfied with this form of service and the quality of the service.</li> <li>▪ The number of Multi-Purpose Community Centres (Multi Purpose Community Centres) continues to increase, the number of services provided from these centres is increasing, programs and services from all spheres of government are delivered through these centres, and the speed and simplicity of service provision improves.</li> <li>▪ Participation in the national government's projects fosters sharing of best practices in Multi Purpose Community Centres throughout the country.</li> </ul>
4.6	Strengthened safety and security.	<ul style="list-style-type: none"> <li>▪ Up to date, comprehensive disaster planning ensures that provinces are in a state of readiness when emergencies arise.</li> </ul>
4.7	Strengthened accessibility to education.	<ul style="list-style-type: none"> <li>▪ Over time, inclusion of children with disabilities in regular classrooms will provide opportunities for these children to not only receive education, but receive education while still being able to live with their families and in a normal environment.</li> <li>▪ All children, regardless of their abilities, are part of their families and communities.</li> </ul>
4.8	Strengthened health, social services and social capital.	<ul style="list-style-type: none"> <li>▪ The needs of the child will be better understood and addressed in government policy and programs and in the sustainable development policy framework and indicators.</li> <li>▪ Protection of the rights of the child will be strengthened.</li> <li>▪ The Restorative Justice model introduced in the Free State is protecting children's rights, managing youth offenders more humanely, providing youth offenders with rehabilitation opportunities and essential skills, and reducing the number of repeat offenders.</li> <li>▪ Policies and programs that strengthen social capital assists South Africans identify the "glue" that holds societies together and fosters the social cohesion necessary to healthy, productive, societies.</li> <li>▪ All sectors of society work together to achieve mutual goals.</li> </ul>
4.0	Strengthened quality of life through cultural outreach.	<ul style="list-style-type: none"> <li>▪ Rural residents have a wider variety of cultural and recreational opportunities.</li> <li>▪ Ballet programs strengthen opportunities for the dance community to strengthen its practices and to train young dancers.</li> <li>▪ 4-H type programs assist in providing rural youth with positive recreational opportunities.</li> </ul>

Source: Developed through an iterative process in planning meetings, preparation of work plans, in reporting meetings and debriefings, and in progress reports.

#### **9.4.1.2 Effectiveness of the Structures Created**

Several structures provided support to the Twinning Project including the steering committee, the Provincial Management Capacity Building Board, the provincial co-ordinators forums, the IPAC board and committees. Their effectiveness is described below:

- ***Effective Decision-Making by the Steering Committee*** – The steering committee's approval of the work plans and budgets within the specified time frame enabled the Twinning Project to move forward. The approval of operational policies such as the *In-Kind Policy*, the *Consultants Engagement Policy* and the *Policy for the Involvement of Elected Office Holders*, provided the Twinning Project with specific direction and clarity regarding expectations and parameters (Minutes of the Steering Committee meetings of 2001, 2002, 2003 and 2004).
- ***Effective Contribution of the Provincial Management Capacity Building Board*** – The directors general reviewed the contribution of the Twinning Project in their own meetings (Reports prepared for meetings of this board: 2001, 2002.); meetings with the Country Program Manager and other CIDA officials (Notes from a meeting of November 26, 2002), in their contribution to the CIDA review of its projects in South Africa (Memo dated December 20, 2002) and in their suggestions for the new strategy for South Africa (Notes from a meeting of August 14, 2003). The project manager was required to report to this board at least annually as well as at special meetings.
- ***Value Added of the Canadian Provincial Co-ordinators Forum*** – This Forum was able to resolve issues unique to the Canadian provinces participation (Minutes of Meetings of April 5, 2001, March 21, 2002, and November 12, 2002). It also identified issues, such as needing a better understanding regarding the implementation of NEPAD and prompted a full discussion of them (Project Steering Committee. 2002. Minute # 4.8), and was able to have them directed to the appropriate groups for further discussion or handling. Because international development is a unique addition to provincial officials' job

descriptions, the Forum provided a mechanism for Canadian co-ordinators to share expertise in a specialized niche.

- ***Value Added of the South African Provincial Co-ordinators Forum*** – This forum strengthened the development of networks among South African provincial public servants and strengthened the provincial co-ordinators understanding of the purposes of the Twinning Project and their role in helping their provinces meet the objectives and requirements of the project (Notes of Meeting of December 6<sup>th</sup> and 7<sup>th</sup>, 2001). They began sharing information about their provinces' activities and the learning that is taking place with each other. In addition, the provincial co-ordinators began to work with each other on projects not related to the Twinning Project (Private communication).

The meeting in October 2002, hosted by the Province of Gauteng, included provincial gender focal points/specialists. This meeting helped develop a better understanding of CIDA's gender policy, fostered stronger working relationships between the provincial co-ordinators and the gender focal points/specialists, and increased an awareness of the urgency in addressing gender issues and a commitment to seeking ways of using resources of their own province, the national government, CIDA, and possibly Canadian provincial resources in this endeavour (Notes of Meeting of October 31<sup>st</sup> and November 1<sup>st</sup>, 2002).

- ***Value Added of IPAC's International Committee*** – Some issues of concern to all of IPAC's international projects have been resolved through this forum. The Project's presentation at the Halifax conference provided positive exposure to the Twinning Project.

#### **9.5.1.3 Effectiveness of Supportive Processes**

Without good processes, work often does not get done, does not get done in a timely manner, or does not get done to the standard it should. Processes that provided necessary support included



establishment of standards, audits, and planned communications. Their effectiveness is described here:

- ***Value Added of Rigorous Standards*** – The Twinning Project established standards in several areas. These included:
  - Ensuring that a South African province’s intent to participate in the project was confirmed in writing by the director general and/or the premier as directed by the directors general;
  - Ensuring that CIDA’s and IPAC’s reporting requirements were met;
  - Developing and using instruments that ensure compliance and provide the documentation needed for reviews and audits, including developing a policy and procedures manual; and
  - Ensuring that meetings met minimum standards.

These standards not only assisted in ensuring compliance but also provided examples of sound public administration practices (agendas, formats for documents, clear identification of the decision to be made, circulation of agendas and material in advance, recording and prompt distribution of minutes, etc.).

- ***Value Added of Audits*** - In response to the CIDA review, the Twinning Project undertook a review of the twinning component of all of Canada’s governance projects in South Africa from 1994 to 2002. The information gathered in this review provided historical and factual information about the twinning approach and its contributions to provincial governance. Preparations for the financial audit have resulted in a review of financial information that is gathered and retained. The University of the Free State’s process for tracking and reimbursing VAT was reviewed to ensure that it meets CIDA requirements regarding reclaiming VAT. Weaknesses noted by the Auditor were rectified and insights into contradictions in delegation identified.

- ***Benefits of the Project's Communications Strategy*** – The Twinning Project's communications strategy included presentations, newsletters, and electronic communications. Throughout the duration of the Twinning Project the following communications were undertaken:
  - *Newsletters* - four newsletters were published. Two of these newsletters were special issues, one on management development institutions and one on the proceedings of the Best Practices in Public Management Conference. Provinces also publicized activities and work of the Twinning Project in their government newsletters;
  - *Media* – Local media often covered activities of the Twinning Project when delegations visited their provinces. Local media also interviewed the Project Manager.
  - *Presentations* – Presentations were made at the SAPAAM, CAPAAM, and IPAC Conferences. Presentations were also made at IPAC regional meetings in Prince Edward Island and Nova Scotia, at the South African Trainer's Conference, at the University of the Free State's Spring Schools, and to various government departments.
  - *Electronic Methods* – Email was used extensively for internal communications. The Western Cape developed and maintained a website for the Twinning Project ([www.canadasatwinning.gov.za](http://www.canadasatwinning.gov.za)). Efforts to publicize the Twinning Project have increased an awareness of IPAC and CIDA and the Canadian work being done in South Africa to strengthen the capacity of provincial governments. Considerable interest has been generated regarding the twinning approach being used.
  - *Recognition of Contributions* - The Twinning Project was also able to recognize the contributions of individuals for their efforts in implementing the Twinning Project in their provinces by means of a certificate of appreciation.

#### **9.4.1.4 Effectiveness of Sharing Best Practices**

Understanding and being able to apply practices that are considered best practices should strengthen competencies in individual public servants and expand the pool of knowledge

regarding their appropriate use. This section reviews the effectiveness of introducing results based management and the benefits of the *Best Practices in Public Management Conference*.

- ***Strengthened Competencies in Results Based Management*** – An evaluation of provincial co-ordinators' knowledge after the initial training in results based management indicated a high level of understanding of the principles and methodology (Twinning Project's Newsletter. 2001: p.1 and 5). Several South African provincial co-ordinators have indicated that they are applying the methodology and templates used in the Twinning Project to the development of business plans, in their work with other donors and in their work with other African countries such as Mozambique and Zimbabwe as well as work they undertake in support of NEPAD (Monama 2004: p. 42). Specific competencies that provincial co-ordinators identified as having been strengthened through their work with the Twinning Project include: defining results; developing work plans; and estimating in kind contributions (Provincial co-ordinators' reports).
- ***Benefits of the Best Practices in Public Management Conference*** - This conference provided an opportunity for South African and Canadian provinces to share best practices in public management among themselves and with other African countries. It provided an opportunity to develop an awareness of innovation in public management and to identify specific actions that could be undertaken to strengthen capacity in public management and service delivery. The conference also provided participants with an opportunity to strengthen existing and develop new learning networks and to identify ways of strengthening the instrument of twinning as a means of building capacity in public management. The evaluations of the conference gave it a high rating (Syaphambili. 2004: p.42) as well as the participants at the *Workshop on Sustainability* (IPAC. 2004: p. 6).

#### **9.4.2 Efficiency**

Efficiency refers to the relationship between the inputs to achieve results and the results achieved (Kernaghan and Siegel 1995: p. 682). Measuring efficiency often involves attempting to

determine whether the objectives or results were achieved at least cost. It can also be used to assess the rate of introduction of new ideas (Collins and Devanna 1990: p. 88). Efficiency also needs to take into consideration value for money, which is not only the financial cost of attaining a desired result, but also whether the quality of the product met the expected standards and whether the reach was reasonable.

#### **9.4.2.1 Analysis of Results Relative to Resources**

All provinces received an allocation of financial resources when they entered the Twinning Project. Those who entered in 2000 received an allocation of \$270,000 over four years. Those who entered later received an allocation of \$100,000 for the duration of the Twinning Project.

An estimate of the costs of results by partnership/province is given in Table 44, below. From the information in this table, one can see that most of the provinces used their allocations. Provinces that experienced delays in implementing their activities had more difficulty using their full allocations. Some provinces exceeded their allocations. Those who exceeded their allocations usually needed additional funding to host or support workshops, meetings and conferences, or to provide additional activities to assist other provinces.

Table 44 also reports information on the in kind contributions. The *Contribution Agreement* required the participating provincial governments to make in kind contributions. Canadian provincial governments were to collectively provide an in kind contribution of \$1,400,000, over four years. South African provincial governments were to collectively provide an in kind contribution of \$400,000 over four years. Partnership agreements required Canadian provincial governments to provide \$233,334 over four years as in kind contributions and the South African provincial governments to provide \$66,000 as in kind contributions over four years.

<b>Table 44. Resources Used to Achieve the Results of the Twinning Project by Partnership or Province</b>			
<b>Outcomes and Outputs of the Canada South Africa Provincial Twinning Project</b>	<b>Results (Number)</b>	<b>Financial Resources</b>	
		<b>Project \$</b>	<b>In Kind \$</b>
<i><b>Outcome #1: Strong Twinning Project that strengthens the provinces, particularly the South African provinces, individually and collectively (Outputs 1.1 – 1.3)</b></i>	<b>9</b>	<b>834,700</b>	<b>998,100</b>
Twinning Project as the Umbrella Agency	All activities and resources devoted to this outcome, contributed to the establishing and maintaining a strong twinning project.	412,200	See Below
Eastern Cape- British Columbia		38,000	105,500
Free State -Saskatchewan		44,000	158,600
Gauteng - Ontario		71,300	132,500
KwaZulu Natal - Various		4,000	54,000
Limpopo - Various		28,000	80,000
Mpumalanga - Alberta		62,000	137,000
Northern Cape - New Brunswick and Others		64,200	84,000
North West Province - Manitoba		102,000	122,500
Western Cape - Various		9,000	114,000
<i><b>Outcome #2: Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government. (Outputs 2.1 - 2.12)</b></i>	<b>40</b>	<b>1,508,100</b>	<b>3,235,500</b>
Eastern Cape- British Columbia	33	103,000	145,000
Free State -Saskatchewan	45	142,800	110,000
Gauteng - Ontario	37	184,000	737,000
KwaZulu Natal - Various	40	111,800	187,000
Limpopo - Various	41	176,800	233,500
Mpumalanga - Alberta	42	226,000	700,000
Northern Cape - New Brunswick and Others	27	103,000	110,000
North West Province - Manitoba	40	387,000	906,000
Western Cape - Various	33	73,000	107,000
<i><b>Outcome #3: Acceptable capacity at the senior and middle management levels of the public service. (Outputs 3.1 – 3.3)</b></i>	<b>35</b>	<b>128,400</b>	<b>346,000</b>
Eastern Cape- British Columbia	4	1,800	9,000
Free State -Saskatchewan	11	41,800	44,000
Gauteng - Ontario	11	6,000	242,000
KwaZulu Natal - Various	5	7,500	9,000
Limpopo - Various	6	30,000	28,000
Mpumalanga - Alberta	3	0	0
Northern Cape - New Brunswick and Others	6	35,000	9,000
North West Province - Manitoba	6	0	0
Western Cape - Various	4	6,300	5,000
<i><b>Outcome #4: Higher quality, more cost effective and efficient public services that are</b></i>	<b>-</b>	<b>532,000</b>	<b>849,000</b>

<b>Table 44. Resources Used to Achieve the Results of the Twinning Project by Partnership or Province</b>			
<b>Outcomes and Outputs of the Canada South Africa Provincial Twinning Project</b>	<b>Results (Number)</b>	<b>Financial Resources</b>	
		<b>Project \$</b>	<b>In Kind \$</b>
<i>responsive to the needs of the people. (Outputs 4.1 – 4.9).</i>			
Eastern Cape- British Columbia	17	130,000	125,000
Free State -Saskatchewan	15	36,000	54,000
Gauteng - Ontario	12	21,000	241,000
KwaZulu Natal - Various	4	0	1,000
Limpopo - Various	1	82,000	69,000
Mpumalanga - Alberta	8	60,000	60,000
Northern Cape - New Brunswick and Others	26	65,000	55,000
North West Province - Manitoba	18	98,000	183,000
Western Cape - Various	6	40,000	60,000
<b>Total of All Results and Financial Resources</b>	<b>610</b>	<b>3,003,200</b>	<b>5,418,600</b>

Source: Compiled from provincial co-ordinators' reports, activity plans, activity reports, and financial records.

In kind contributions were estimated in accordance with the “In kind Policy and Procedures” approved by the steering committee (Project Steering Committee. Meeting of April 18, 2002. Minute # 3.3). All partnerships met their in kind contribution obligations. The estimates of in kind contributions made by the partners are shown in Table 45, below. The estimates likely do not capture all of the in kind contributions made because of the difficulty in tracking every potential source of an in kind contribution and the exact numbers of people involved in activities. Neither do these estimates include donations in the form of products, publicity or volunteer time by individuals not directly related to the Twinning Project.

Some provincial governments provided in kind contributions well in excess of their requirements with two partnerships providing more than one million dollars in the form of in kind contribution. The South African provincial governments exceeded the in-kind targets, an indication of the value they placed on the Twinning Project. The Canadian governments that provided support in the form of activities or expertise also made important in kind contributions.

<b>Table 45. Estimated In Kind Contributions of the Participating Provinces</b>			
	\$		\$
Eastern Cape	145,000	British Columbia	250,000
Free State	275,000	Saskatchewan	280,000
Gauteng	1,003,000	Ontario	600,000
KwaZulu Natal	150,000	Quebec	37,000
Limpopo	260,000	Prince Edward Island	12,000
Mpumalanga	315,000	Alberta	600,000
Northern Cape Province	140,000	New Brunswick	40,000
North West Province	480,000	Manitoba	600,000
Western Cape	175,000	Newfoundland and Labrador	50,000
First Nations	6,000		

Source: Information received from provincial co-ordinators and calculated from provincial co-ordinators' reports, activity plans, activity reports, and financial records.

The generous in kind contributions were the result of provincial absorption of many of the costs of activities. For example, larger provinces such as Gauteng usually sent additional delegates, at the province's expense, on activities organized by the Twinning Project to ensure as many officials as possible received training. These provinces also led delegations consisting of elected office holders and senior officials to Canada and only charged the program for some of the members and a portion of the costs. Other provinces organized and led trade missions that were made up of non-government participants as well as government participants. These missions, organized by the provincial co-ordinators in conjunction with economic development departments, were part of the provinces' economic development strategies and activities.

A substantial amount of in kind contributions were required to support Outcome #1 as it is in this outcome that one finds the activities for designation of provincial and deputy provincial co-ordinators, training in RBM, planning, preparing for and attending meetings, workshops and conferences, negotiating agreements, and facilitating related activities. To spare the Twinning Project's resources, the provincial governments also took turns hosting meetings, workshops and activities. Because of its proximity to the project's South African office, the Free State Provincial Government provided support to the Twinning Project on an as needed basis.

The in kind contributions extended the reach of the Twinning Project well beyond the anticipated number of participants. They may also have assisted in improving the quality of the activities.

The participants' daily evaluations of the *Conference on Best Practices in Public Management*, for example, indicated that this conference was of high quality with timely topics, knowledgeable presenters and professional execution. The in kind contributions may also have increased the number of results achieved through the larger reach of the project and by freeing project resources to be used for more activities.

The information in Table 41 presented earlier in this chapter indicates that the Twinning Project funded 368 activities. The average cost per activity was approximately \$8,160. An average of 1.65 activities was required to achieve a result. Given that the resources of the Twinning Project usually were only enough to cover the costs of one initial and one follow-up visit, the average number of activities required to achieve a result appears to be realistic for this type of a project.

The information in Table 46, below, provides an estimate of results by output. Information in this table has been taken from the reports of the provincial co-ordinators, activity plans and reports and financial records. From the information in this table, one can see that the Twinning Project achieved approximately 610 results at an approximate cost to the Twinning Project of \$3,003,200. The average cost per result, therefore was \$4925.

The average costs per result are well below the actual expenses of a person's travel, sustenance and accommodation costs for a study tour and below the average costs per activity. Study tour costs were in the range of \$10,000 to \$12,000 per person for a 10-day study tour. (Costs of study tours are taken from financial records. Costs were higher when provinces outside central Canada were involved because of the higher costs of domestic travel within Canada). Cost per result, therefore, is a better indicator of the efficiency of a project than the activity costs.

One of the reasons for counting results, including using estimates when precise information is not available, is that the numbers provide a picture of how active a project, a partnership, or a province has been. The results indicate that the project as a whole was active and all of the provincial governments were active. Provincial governments that were focussed and active achieved more results than those who were unable to participate as fully.



<b>Table 46. Results of the Twinning Project and Resources Used by Outputs Achieved</b>				
<b>Outcomes and Outputs of the Twinning Project</b>		<b>Results (Number)</b>	<b>Financial Resources</b>	
			<b>Project \$</b>	<b>In Kind \$</b>
<b><i>Outcome #1: Strong Twinning Project that strengthens the provinces, particularly the South African provinces, individually and collectively.</i></b>		<b>9</b>	<b>834,700</b>	<b>998,100</b>
1.1	Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces.		798,700	928,100
1.2	Capacity is built within individual public servants, within groups and within provincial governments.	Integrated into all activities and outputs		
1.3	Results, relationships and partnerships are sustainable.		36,000	60,000
<b><i>Outcome #2: Strong, responsive, democratic decision-making that is supported by effective, efficient machinery of government.</i></b>			<b>1,508,100</b>	<b>3,235,500</b>
2.1	Strengthened Office of the Premier.	87	216,300	423,700
2.2	Strengthened decision-making and systems that support making and tracking decisions.	76	375,800	512,700
2.3	Strengthened performance of the government as whole, of departments and of officials.	46	129,450	216,500
2.4	Strengthened sustainable development.	9	108,800	113,000
2.5	Strengthened corporate communications.	52	147,100	302,500
2.6	Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices.	4	46,200	44,000
2.7	Strengthened financial systems and accountability.	14	106,500	109,900
2.8	Establishment of an internal audit office.	1	1,100	6,200
2.9	Strengthened provincial and community economic development (structures and systems).	14	72,750	1,097,000
2.10	Appropriate and effective use of information and communications technology (ICT).	10	151,000	243,000
2.11	Strengthened co-operative governance.	22	130,000	127,000
2.12	Strengthened awareness and application of human rights and gender equality principles.	43	23,100	40,000
<b><i>Outcome #3: Acceptable capacity at the senior and middle management levels of the public service.</i></b>			<b>128,400</b>	<b>346,000</b>
3.1	Strengthened organizational capacity for human resource development.	15	39,400	35,000
3.2	Improved corporate leadership and human resource management.	41	89,000	311,000
3.3	Strengthened competencies in provincial participants.	35	Integrated into all activities and outputs	Integrated into all activities and outputs
<b><i>Outcome #4: Higher quality, more cost effective and</i></b>				

<b>Table 46. Results of the Twinning Project and Resources Used by Outputs Achieved</b>			
<b>Outcomes and Outputs of the Twinning Project</b>		<b>Financial Resources</b>	
		<b>Project \$</b>	<b>In Kind \$</b>
<i>efficient public services that are responsive to the needs of the people.</i>		<b>532,000</b>	<b>849,000</b>
4.1	Strengthened rural socio-economic development.	19	86,000
4.2	Strengthened agricultural development.	11	77,000
4.3	Strengthened provincial and community economic development (service delivery).	21	64,000
4.4	Strengthened capacity to address the HIV/AIDS pandemic.	10	87,000
4.5	Strengthened accessibility to and delivery of government programs and services.	41	87,000
4.6	Strengthened safety and security.	6	0
4.7	Strengthened accessibility to education.	6	22,000
4.8	Strengthened health, social services and social capital.	16	97,000
4.0	Strengthened quality of life through cultural outreach.	2	12,000
<b>Total Results and Resources Used</b>		<b>610</b>	<b>3,003,200</b>
			<b>5,418,600</b>

Source: Compiled from provincial co-ordinators' reports, activity plans, activity reports, and financial records.

The combination of financial resources provided through the Twinning Project and in kind contributions also provide estimates of the amount, kind and costs of activities needed to build capacity. This information is useful in assessing whether to embark on a capacity building activity, determining one's capacity to provide support, and to account for the use of resources and the results achieved. The information in Tables 41, 44, 45, and 46 together indicate that capacity development requires numerous activities, the involvement of many people, and the availability of adequate resources.

The numerical reporting of activities and results has both advantages and limitations. A benefit of estimating the numbers of results is that they provide a snapshot of the use of the money for the purposes intended. The limitations of numerical data should also be borne in mind. In the case of the Twinning Project, the limitations were:

- Only the results that were reported were counted. There may be many more results than the numbers portray.

- Provinces entered the Twinning Project at different times. A lower number of results achieved by a participant may be the consequence of a lack of opportunity.
- All results were treated equally. This tracking only documented frequency of knowledge transfer. It does not reflect the complexity of applying new information or the quality of the results achieved by provincial governments.

#### **9.4.2.2 Efficiency in Achieving Results**

Theoretically the Twinning Project could have been more cost efficient by using economy fares instead of business class fares, using South African suppliers, and using local consultants. All were tried and used to some extent but often found not to be feasible because of practitioner to practitioner requirements, provincial requirements, protocol requirements, *Contribution Agreement* requirements, or actual costs.

In practice, economy class fares for international travel, while an option for extending resources, were rarely used. The *Contribution Agreement* made provision for the use of business class fares for public servants and provincial governments made this a requirement of their participation. The time, expertise and on-site availability of senior public servants for all provinces, South African and Canadian alike, are some of provincial governments' most valuable resources. Whenever economy class fare was used, provincial governments had to add additional rest days to the activity, at their own expense. While lower fares could have saved the funder and project money, the provincial governments absorbed the extra cost of the salary and benefits of their employees for these days. More importantly, provincial governments also did not have access to their officials' knowledge and expertise.

Provincial governments, therefore, were very strict about the use of business class fares because this use enabled their public servants to recover more quickly from international flights, participate fully in activities in their partnering province earlier and, upon return to their regular work, resume normal responsibilities faster. In addition, use of business class for international travel placed Canadian and South African provincial public servants on a par with Canadian

federal public servants. Protocol was followed by ensuring that senior provincial public servants had the same respect and privileges as federal public servants.

South African suppliers were used for local purchases including transportation, car rentals, accommodation, and office equipment. Many of the Twinning Project's local needs in South Africa were obtained through the University of the Free State at reduced rates. Canadian Treasury Board guidelines had to be followed regarding airline selection. At the direction of the funding and executing agency efforts were undertaken to use local suppliers to arrange international flights. Only once did the use of a South African travel agency result in cheaper fares than could be secured through the Canadian travel agency. In all cases the additional work required in obtaining estimates, comparing available travel routes and organizing payments doubled or tripled the work involved in organizing travel arrangements.

Provincial governments provided in kind contributions in excess of \$5 million. Much of this was in the form of expertise as well as work related to hosting activities or organizing events. Some was used for providing resources such as a computer for an official who did not have one and sponsoring additional delegates or delegations. In addition, they facilitated many linkages, activities, and results all of which complemented the Twinning Project and complemented or consolidated its results.

Many results, particularly those achieved through trade missions, academic linkages, and cultural outreach would not have been obtained without the efforts provincial governments initiated and co-ordinated. Political office holders would not have participated to the extent that they did without the in kind support of their governments and fewer public servants would have benefited from the Twinning Project's activities had their governments not paid their expenses. In kind contributions helped expand the reach of the Twinning Project within the provincial governments and into other sectors. These contributions contributed to efficiency, helped build more capacity and strengthened sustainability.

The *Contribution Agreement* required the use of practitioners so the use of local consultants was rarely an option. The purpose of twinning provinces was to enable experienced Canadian

practitioners to share their knowledge and expertise with South African practitioners. A limited number of senior level local consultants, with practical experience in South African provincial government after 1993, were available. When used, local consultant's fees were as high as or higher than those that could have been charged by their Canadian counterparts.

It is difficult to compare the costs of the Twinning Project to those of other projects because no two projects are the same. The previous Canadian governance projects operated in a different period in South Africa's evolution of democracy and did not track outputs and outcomes as rigorously as required by results based management. Comparisons that might provide useful insights are those of the costs of using consultants to undertake the same activities and the amount of resources used in the work of a Canadian project on governance with the Government of Lithuania.

When the Twinning Project needed to use consultants, the consultants used, both South African and Canadian, charged from \$800 to \$1200 per day. Including preparation time, a consultant's fees for one week's work would be in the range of \$4,000 to \$6,000, plus expenses. If the consultant came from Canada, travel and sustenance could add another \$5,000 to \$8,000 to the cost. In addition, consultants charge for each consultation as a separate contract. Canadian public servants, however, provide support indefinitely, at no cost.

The Lithuania governance project, undertaken in different phases, improved the structures and processes that support government decision making and the quality of policy management by the centre of government (IPAC. 2002: pp. 1 - 28; Evans, G. 2005: pp. 4 - 34). The focus and intensity of the support, however, were much different than those of the Twinning Project. For example, only two governments were involved, the Lithuania National Government and the Government of Ontario. In the period 2001 – 2002, the project team, which consisted of several senior level officials, made nine visits and provided one study tour (IPAC. 2002: pp. 1 -28). These were considerably more activities per government than the resources the Twinning Project allowed. The final report of the public sector reform phase of the project indicates significant, sustainable results were achieved, but does not include an estimate of the costs per result.

What is more difficult to assess, but are equally important considerations, are the quality of knowledge received and the value of resources saved by receiving high quality, relevant advice the first time. The South African public servants have stated that for them the Twinning Project was cost-effective because the Canadian practitioners were knowledgeable, able to adapt quickly and helped them prevent mistakes (IPAC. 2004: p.4). The savings in time, frustration, and financial costs that would be attributable to the prevention of mistakes, combined with the quality of advice received and ability to implement solutions more quickly were considered by the South Africans as important aspects of efficiency (Minutes, Meeting with CIDA officials, August 14, 2003).

#### **9.4.2.3 Administrative Cost Efficiencies**

Administrative cost efficiencies were achieved in a variety of ways including the following:

- ***Use of very few human resources*** - The Twinning Project engaged only one employee on a full-time basis, the Project Manager. IPAC provided some administrative support by organizing travel arrangements and managing the financial payments and records. Individuals required to provide support services were engaged on a casual and as-required basis. Often university students were engaged.
- ***Free space*** - The Saskatchewan Public Service Commission and the University of the Free State provided office space and some administrative support without charge.
- ***Provincial contributions*** - Provinces provided extensive support in the form of expertise provided, funding delegations, resources and equipment, organization of activities, research and administration, and protocol and hospitality.
- ***Incorporation into current and ongoing work*** - Work plans were part of South African provinces' provincial plans and therefore part of provincial budgets. This incorporation meant that the bulk of the funding required to implement change came from the provincial governments' budgets.

- ***Efficient methods*** – Methods such as dovetailing, multi-tasking and piggybacking extended the resources of the Twinning Project.
- ***Sharing of resources*** – Canadian officials often provided expertise to two or more South African provinces when working in South Africa.
- ***Each one, teach one*** – South African provinces shared the knowledge they had gained with other South African provinces. Available resources could then be devoted to gaining new knowledge for the provinces.
- ***Use of senior practitioners*** – South African senior officials were in positions of authority and could assess the value of new information quickly and act to implement new knowledge promptly. Canadian officials were practitioners and were adept at matching the information provided to the information needed. The combination of South African and Canadian practitioners kept to a minimum the amount of time needed to apply knowledge and the amount of time wasted in trial and error.

## 9.5 SUSTAINABILITY OF THE TWINNING PROJECT'S INTERVENTIONS

Only the South African provinces can accurately describe the sustainability of the development that the Twinning Project fostered or strengthened. Nevertheless, the Twinning Project's review of earlier phases of the provincial component of the governance projects indicates that the results achieved, such as new cabinet, budgeting and financial systems, reformed policies and programs for young offenders, multi-purpose community centres, streamlined processes in line departments, and internal auditing have all been found to be durable and improve efficiency and effectiveness. Additionally, there has been an enormous volume of knowledge shared that contributes to broadening and deepening public servants awareness of public administration, best practices, and public policy issues and approaches to dealing with them.

CIDA's criteria were used to evaluate the sustainability of the Twinning Project, namely evidence of local ownership, partnership, capacity development, achievement of results,

relevance, reach, stability, linkages, and attention to human rights and gender equality (Lavender, A. 2004: pp. 1 to 80). The Twinning Project's approach to human rights and gender equality has already been discussed so it will not be discussed in this section. The information in this section is taken from the results of the *Workshop on Sustainability* (IPAC. 2004: pp. 1 to 15), the partnership agreements, notes or minutes of meetings, presentations at workshops and conferences, and provincial co-ordinators' and participating officials' reports.

### **9.5.1 Local Ownership**

Local ownership refers to the degree to which the partners, particularly the partners receiving assistance, provide leadership and direction as well as sharing responsibility and accountability for resources and results.

At the end of the *Workshop on Sustainability*, the participants concluded that (IPAC. 2004: pp. 5 – 6):

- The provinces entered the Twinning project with a high degree of ownership and commitment which was maintained throughout the duration of the project; and
- The provincial public servants of both countries had strong ownership of the project and its results and found working together to be mutually beneficial for themselves personally, for their governments and for their countries.

Discussions in other forums including discussions during the IPAC inception mission, meetings of the Provincial Management Capacity Building Board, meetings with CIDA officials, presentations at workshops and conferences, as well as day-to-day working relationships highlighted the following aspects of local ownership:

- South African provinces provided the vision and the focus for the Twinning Project;
- The directors general in South Africa and cabinet secretaries or appropriate deputy ministers in Canada signed the partnership agreements. Some agreements were also recommended by or signed by Premiers;



- Officials of the South African provincial governments determined the needs of their governments. They assessed their resources and any resources available locally, from the national government, from other African countries, and from other donors. The South African provinces determined the niche for the Twinning Project and co-ordinated its contribution with the contribution of all role players to prevent duplication and unnecessary overlap;
- The South African provincial governments' work plans were approved by the provincial cabinet and integrated into the government's business plan and performance contracts;
- The work of the Twinning Project was reviewed by senior management and in the provincial clusters; and
- Directors general were accountable to their premiers, cabinets and provincial legislatures for the use of the Twinning Project's resources and results achieved.

The Twinning Project had to contribute to meeting needs of the Canadian partners as well as the South African partners. Since in Canada international development is primarily the responsibility of the federal government, Canadian provinces often need to build a business case for their involvement. Throughout the duration of the Twinning Project, the provincial co-ordinators and participating Canadian officials, as part of their reports, documented benefits to Canadian participants and their provincial governments and country.

The benefits to Canadian participants and their respective provinces are summarized in Table 47, below. They generally fall into three categories:

- Personal and professional benefits;
- Benefits to one's government; and
- Benefits to one's province and country.

The benefits identified in the Twinning Project are similar to those documented by Beattie in a survey undertaken for IPAC (2003: pp. 26 – 27). Some, such as the fostering of good will and heightened awareness of global issues and world affairs, also support the goals of Canadian foreign policy.

**Table 47. Summary of Benefits to the Canadian Provinces Local Ownership**

- Good will between Canada and South Africa and between the Canadian and South African provinces fostered.
- Heightened awareness of the role of Canada and the provinces in world affairs, including insights into how people of other countries perceive Canada and Canadians.
- Larger appreciation of the accomplishment of new democratic governments in a very short period of time, faced with complex issues and daunting challenges.
- Deeper appreciation of the challenges of democratic society and the social, political and historical lessons to be learned regarding systemic marginalization.
- Improved understanding of the roles and responsibilities of the public service in democratically elected governments.
- Better appreciation of the principles, application and benefits of co-operative governance.
- Greater understanding of the challenges and benefits of transferring policy and program knowledge and building capacity across economic, cultural, social and economic borders.
- Greater understanding of the challenges of serving a decentralized, disparate, rural population.
- Cross cultural validation of the importance of horizontal policy and program development and implementation.
- Recognition of the value of Canadian approaches such as the Twinning Project's model and methods not only through its use in South Africa but also its application in South African provinces' relationships with other partners e.g. Mozambique, Zimbabwe, and Namibia.
- Ability to use the Twinning Project to facilitate academic, business, trade, tourism, cultural, and professional linkages.
- Increased knowledge and understanding of the social, economic and public health implications of HIV/AIDS that can be used in both countries and in the building of international data and knowledge.
- Reinforcement of the importance of developing leadership and early agreement on goals and objectives in community development projects to avoid conflicts later.
- A better understanding of issues facing agriculture globally and different approaches being used to incorporate new entrants into the industry.
- Sharing of ideas and experience in building outcomes and performance measurement into agricultural extension programming.
- Specific lessons that can be applied in Canadian provincial governments to improve the machinery of government, address historical issues, and inform policy innovation and implementation, particularly in departments responsible for agriculture; aboriginal issues; conservation; rural, urban and northern affairs; economic development; education; early childhood development; executive government systems; and sustainable development. These lessons include:
  - Ways of doing strategic planning that are more politically led and involve more stakeholders in the planning process;
  - More effective meetings between cabinet and communities borrowing from South African governments' "Cabinet Meets the People" approach;
  - Ways of bridging cultural differences in policy and program development and implementation;
  - Ways of moving agendas ahead, despite major obstacles and challenges;
  - Ways of integrating HIV/AIDS prevention into the early years' school curriculum;
  - The importance of collaboration in improving population health and well being;
  - The structure and benefits of South Africa's longitudinal study of children and youth (Mandela's Children);
  - Clearer understanding of how to develop or strengthen a sustainable development strategy and indicators;
  - Use of economic development to alleviate poverty;
  - Different concepts and models that may be useful with emerging First Nations farmers;
  - Effective community development practices particularly practices that can be used to strengthen agricultural extension;
  - Effective recognition programs;
  - Effective use of one-stop service centres to provide information regarding programs and services of all

**Table 47. Summary of Benefits to the Canadian Provinces Local Ownership**

spheres of government, to meet transactional needs, to provide basic health services, to provide developmental services, programs and skills development and to empower the historically disadvantaged and youth.
<ul style="list-style-type: none"><li>▪ Specific benefits to provinces have included:<ul style="list-style-type: none"><li>- Collaboration on opportunities to increase trade and investment such as the devil's claw;</li><li>- Increased potential for investment/economic spin-offs to Canadian businesses;</li><li>- Enhanced opportunities for cultural collaboration;</li><li>- Better understanding of retention of youth in agriculture;</li><li>- Strengthened knowledge regarding the economic value of micro enterprise; and</li><li>- Strengthened capacity in community empowerment and leadership.</li></ul></li><li>▪ Enhanced educational co-operation including enhanced opportunities for obtaining funding because of direct contacts made with in-county institutions and agencies.</li></ul>

Source: Reports of Canadian provincial co-ordinators and participating officials.

### 9.5.2 Partnerships

The Twinning Project used collaborative partnerships as the means of transferring knowledge. Lavender (2004: p. 58) has identified the following performance indicators as determinants of a good partnership approach:

- The nature and quality of the partnerships;
- Addition of new partnerships;
- Strong and equal ownership and commitment to results;
- Clear definition, understanding and acceptance of roles and responsibilities;
- Active participation of the partners in the design, implementation, monitoring and evaluation; and
- Partners have the appropriate authority and tools needed to make decisions, provide leadership and take action.

Provincially, six formal partnerships were established, an additional partnership was negotiated and many informal partnerships and relationships were established. Those who had formalized their relationships through partnership agreements clearly understood their responsibilities, commitments and obligations as these were part of the agreements. These agreements also included a commitment to using a results-based approach, an approach that was consistent with the business-planning processes used in the provincial governments. The directors general and

Canadian provincial co-ordinators were in senior positions within their respective governments and had the authority to make decisions on behalf of their governments.

Participants in the activities of the Twinning Project have indicated informally (debriefings, planning meetings, round table discussions at various forums) and through the discussions at the *Workshop on Sustainability* (IPAC. 2004: pp. 4-6) that provincial partnerships were characterized by:

- A common vision and values;
- Equality of the partners;
- A results orientation;
- Trust, respect, and loyalty;
- A willingness to share knowledge;
- Joint responsibility and accountability for planning, achieving objectives, results, and reporting;
- An approach that fostered the development of a community of practitioners, development of best practices, and sharing of knowledge and expertise; and
- A momentum that assisted in moving initiatives forward.

Participants at the Workshop on Sustainability also concluded that (IPAC. 2004: pp. 4-6):

- Multidisciplinary and multi-province participation in activities broadened connections and initiated linkages beyond one's subject area, government, province and country and provided a platform for further work.
- Linkages with sources of best practices will continue to be pursued.
- When provinces need expertise in a specific subject area and have the resources to finance study tours or other activities, the partnering province and/or other provinces will provide an appropriate activity.
- Spin-offs of the Twinning Project into trade, investment, academic, and cultural connections will continue to develop on their own.

- Technology can be used to more effectively sustain connections and knowledge networks including the Twinning Project's and provincial governments' websites and email systems.
- Knowledge, professionalism and competence of participating public servants resulted in respectful, collaborative relationships.
- Relationships built on friendships and professional interests are long-lasting; and
- Good will between Canada and South Africa and between the partnering provinces is enduring.

### **9.5.3 Capacity Built and Results Achieved**

With respect to sustainability, a number of indicators can be used to assess capacity development. The evaluation of CIDA's programs in the Baltic used the following measures (Lavender, A. 2004: p.58):

- Transfer of skills and technology;
- Introduction of management systems and procedures;
- Enhancement of policies and strategies;
- Contribution to an enabling legislative environment;
- Exploration of innovations and creative approaches; and
- Identifying and sharing lessons learned.

As indicated in the summaries of results in this chapter and in Appendix R, partners undertook real work that contributed to real and relevant results. At the beginning of the Twinning Project the provinces identified four key result areas (outcomes) that they wished to focus on. All of the four outcomes selected were relevant to building capacity in provincial and co-operative governance. As can be seen in the work plans (Appendix R) and summaries of activities in this chapter, throughout the duration of the Twinning Project, all activities contributed to meeting one or more of these four outcomes. Because the work plans were part of the provincial governments' business plans, they dovetailed into provincial government objectives. There was

thus, a high correlation between the capacity needs of the provincial governments and the capacity being built through the activities of the Twinning Project.

Initial work plans reflected the state of democratic evolution of the provinces in 2000 and the needs that could be identified at the time. Needs that emerged during the Twinning Project's term all fitted into one or more of the outcomes which allowed work plans and activities to be easily adjusted to accommodate them. Provinces achieved the objectives they had set for the use of the resources from the Twinning Project in each of the areas initially identified and advanced to objectives that met other needs.

Variances from expected to actual plans occurred throughout the duration of the Twinning Project (Appendix R). Usually these variances resulted in delays in implementing work plans due to events such as elections, loss of a partner, terrorist attacks, or a change in provincial co-ordinators. There were also results achieved that were not initially identified in work plans. These results were part of the provincial governments' business plans and while they were not initially explicitly identified, they dovetailed with the work plans and exposure to Canadian practitioners. They were not unintended results in the sense that they were surprises to the South African provincial government officials.

Capacity was built within the partnerships including competencies that could be used in one's own job, with one's own government and with other intergovernmental and international relationships. Some of the competencies that the South African provincial co-ordinators have identified as having been strengthened include those listed below (Provincial co-ordinators' reports).

- Awareness and strengthened understanding of:
  - The components of the machinery of government, their purposes, implementation options, and quality control standards; and
  - Best practices in structuring and managing the Office of the Premier and providing effective support to cluster committees and cabinet;

- Strengthened knowledge, practices and skills in:
  - Policy management, co-ordination and analysis;
  - Horizontal policy development and implementation;
  - Financial management;
  - Intergovernmental relations;
  - Application of information and communications technology;
  - Legislative processes and drafting;
  - Public sector performance management; and
  - Government communications;
  - Establishing and managing training institutions;
  - Developing and implementing health policy and healthy child programs;
  - Effective establishment, management and use of Multi Purpose Community Centres ;
  - Provincial and community economic development; and
  - Inclusive education.

The information in Tables 40 and 41 presented earlier in this chapter and Appendix R indicates that substantive achievements were made in every partnership and every South African province. Achievements were made in every aspect of the requirements of the logical framework and *Contribution Agreement*, namely:

- Improved capacity of provincial governments in terms of competency development, processes and systems;
- Strengthened effectiveness and efficiency;
- Strengthened management and implementation of government programs; and
- Improvements in areas of basic needs including health, education, social services, agriculture, economic development, sustainable development and quality of life.

Results achieved are characterized by both a diversity of results and complexity of results. While some results, such as refinements to cabinet memoranda (Eastern Cape Provincial Government), training in policy analysis (Free State and Gauteng Provincial Governments), and improvements in the use of multi-purpose community centres (Limpopo and Northern Cape

Provincial Governments), built on existing foundations, others were not incremental changes but either a complete replacement of old systems with new systems, or a complete introduction of new approaches.

Examples of major new initiatives include the restructuring of communications functions (Gauteng and Mpumalanga Provincial Governments) , the introduction of electronic systems to track both political commitments and policy decisions ( KwaZulu Natal and Western Cape Provincial Governments), the development of healthy child policy and a policy framework on sustainability (North West Province Provincial Government), the use of epidemiological information to inform policy and program decisions related to the HIV/AIDS pandemic (Eastern Cape Provincial Government); and the preparation of training modules in community economic development (Mpumalanga Provincial Government). In the achievement of these and other results, new knowledge was internalized and integrated with South African knowledge to develop tailor-made solutions that fit the South African circumstances.

Throughout the Twinning Project capacity was built at all levels through the acquisition of information and practices. Examples of this capacity development, as illustrated by the results reported, informal discussions and conclusions arrived at by participants attending the *Workshop on Sustainability* (IPAC. 2004: pp. 4-6) include the following:

- Learning of new ideas and information relevant to one's province occurred in every activity and by every province;
- Officials applied new knowledge, skills and practices to achieve one or more of their province's outcomes;
- Each delegation identified ways of applying the new information to fit their government's needs;
- Sharing of information and expertise occurred widely through the development of learning networks;
- Strengthening of the organization occurred by strengthening one or more structures, systems, or processes; and
- Each province strengthened one or more aspects of provincial governance.



#### 9.5.4 Relevance

The principle of relevance, in the context of CIDA's projects, takes into consideration relevance to both the partnering countries. In assessing relevance, CIDA considers factors such as (Lavender 2004: p. 55):

- Consistency with the needs and priorities of the partners based on a sound understanding of the local context;
- Consistent with the government policies of both countries;
- Germane to the needs and priorities of the government; and
- Timeliness.

In their evaluation of the *Conference on Best Practices in Public Management*, participants identified the following examples of relevance of the Twinning Project and its methodology (Syaphambili. 2003: p. 43):

- The twinning experiences have contributed to democratic governance in South Africa;
- The Twinning Project has been contextualized within the broader transformation of the state;
- The Twinning Project is not an add-on. It forms the core business of those involved;
- There is a need to explore how the Twinning project could be a delivery vehicle for South Africa and Canada in supporting NEPAD within the context of the SA 2014 agenda; and
- Opportunities exist to develop Canadian-South African models of public administration that incorporate the strengths of each country and have application in both countries.

Presentation of the directors general at the *Conference on Best Practices in Public Management* provided specific examples of the relevance of the Twinning Project's support to their governments benefits their governments have received through participation (Soko, S. , de Wee, K. , and Monama, M. 2004: pp. 40, 41 and 42).

The participants at the *Workshop on Sustainability* examined the relevance of the Twinning Project's work to the needs of the South African provincial governments. They concluded that (IPAC. 2004: pp. 4-6):

- The partnerships and relationships established through the Twinning Project have assisted the South African provinces meet specific provincial objectives;
- Resources of the Twinning Project were used to support initiatives that have long-term time frames and impacts such as sustainable development, community economic development, healthy child policy and programs, and initiatives for strengthening rural youth and youth in conflict with the law;
- The results of the Twinning Project were well-aligned with the priorities of other spheres of government and contributed to meeting the objectives of the national and local governments as well as the funding and executing agencies;
- The momentum the partnerships brought was important in moving initiatives forward and ensuring that proper linkages are in place;
- The practitioner to practitioner approach assisted in building capacity by developing individual competencies in the application of theory and principles and organizational competency in the knowledge applied to solving provincial problems or addressing provincial opportunities;
- Practitioners were found to be more cost-effective than consultants because of their knowledge and actual experience in the subject area and their ability to adapt it to another setting quickly;
- The Twinning Project was issue and priority driven and thus evolutionary;
- The Twinning Project evolved to meet the needs of the provinces as the provinces' capacity developed and needs changed;
- Both bilateral and multilateral relationships were used to provide the flexibility needed to achieve goals;
- Many delegations were multidisciplinary to foster broad sharing of information;
- Efforts were undertaken to locate the most suitable sources of expertise to address needs and to identify the best practices to be shared; and
- The Twinning project provided benefits for all partners.

### 9.5.5 Reach

The primary target groups for the Twinning Project were the South African and Canadian provincial governments. While the primary target group was South African public servants, the reach of the Twinning Project was extensive. The reach, described below, was confirmed at the *Workshop on Sustainability*, through provincial co-ordinators' and officials' reports, through activity plans and project activities, in minutes of meetings, and in articles in the Twinning Project's newsletters.

The reach of the Twinning Project included:

- **Governments** - The nine South African provincial governments of the Eastern Cape, Free State, Gauteng, KwaZulu Natal, Limpopo, Mpumalanga, Northern Cape, North West Province, and the Western Cape were interested in building capacity in their respective governments and public services and in introducing changes that would improve their ability to make and implement policy, deliver programs and services, respond to needs, and improve the quality of life of people. All of the work done through the Twinning Project was part of the respective government's business plan.

Results achieved contributed to achieving provincial government objectives. The provincial governments of the nine Canadian provinces of Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland and Labrador, Ontario, Prince Edward Island, Quebec, and Saskatchewan were interested in clearly understanding the South African provincial governments' needs and responding to them appropriately. Several South African traditional leaders were interested in the work of the Twinning Project including establishing contact with traditional leaders in Canada, gaining a better understanding of ways to exercise their roles and responsibilities, and gaining a better understanding of relationships between their leadership responsibilities and those of other spheres of government. Several Canadian First Nations governments were involved and interested in sharing their knowledge regarding socio-economic development, social programming,

preservation of traditional cultures and traditional leadership in relation to other spheres of government.

- ***Elected office holders, key committees, and intergovernmental forums, senior public servants*** – Premiers, parliamentarians, provincial cabinets, ministers, heads of departments, officials of central agencies, officials of line departments, high commissioners and their officials, government committees and intergovernmental fora were interested in the Twinning Project's contribution to democratic governance and sustainable development in South Africa. They were interested in best practices identified and introduced, and progress made in applying new knowledge, skills and practices.

This information could be used in joint work between the national and provincial government such as that being undertaken on inclusive education. It might also be used in co-ordinating resources and assessing progress through the work of the Provincial Management Capacity Building Board and reports to the President's Co-ordinating Council. This information might also be used to assign lead roles to the provinces such as the assignment of lead responsibility for the work on a sustainable development policy framework to the North West Provincial Government.

- ***The funding and executing agencies and the steering committee*** - CIDA, IPAC and the Project Steering Committee were interested in the Twinning Project's contribution to democratic governance and sustainable development in South Africa. They were interested in progress made in applying new knowledge, skills and practices, the attainment of outputs and outcomes, best practices identified and introduced, and lessons that might be learned.
- ***Local governments*** - Local governments were interested in governance aspects that supported information sharing, joint problem solving and program delivery. They were also interested in making contacts with local governments in Canada. They benefited from the work done in communications, with traditional leaders, and on Multi Purpose

Community Centres. Several contacts were made between local governments in Limpopo and local governments in Ontario.

- ***The private sector*** - The primary interest of the private sector was trade and investment and the non-government sector strengthening networks. The cultural sector's interest focused on improving the quality of life of people. Many linkages were established including political, provincial, trade and investment, academic, cultural, and professional. Some of the linkages resulted in informal relationships and professional networks and others in memoranda of understanding and partnerships.
- ***The donor sector*** - This sector was interested in co-ordination. The Twinning Project worked with other donors on co-ordination of support for HIV/AIDS in the Eastern Cape and co-operated with GTZ on strengthening internal auditing, with Finnish AID on inclusive education and with the University of the Free State and Flanders on the Colmet Project.
- ***The academic sector*** - Academic institutions were interested in establishing linkages that would enable them to share information more widely, collaborate on teaching and research, and provide opportunities for students to gain experience in another country. Several linkages between universities and other institutions were established (See section 9.6.6, below).
- ***Other African countries*** – Other African countries were interested in lessons that South African provincial servants had learned, practices that were useful in the African context, and how they might adapt and apply knowledge and practices to their own circumstances. Through its work in the Free State, Saskatchewan was able to assist public servants in the Government of Lesotho with information on animal identification. As confirmed by the director general of Limpopo (Syaphambili. 2004: p.42) in their own work with other African countries and through NEPAD, South African provinces are sharing their knowledge with their neighbouring countries, including the partnership methodology and policies and procedures of the Twinning Project. Government officials from Namibia

have reciprocated by providing information about progress being made in democratic governance and has participated in the *Best Practices in Public Management Conference*, sent delegations to South African provinces to gain further information, and provided articles for the Twinning Project's newsletter.

### 9.5.6 Linkages

Numerous linkages, networks and support mechanisms were established during the term of the Twinning Project. They include those listed in Table 48, below. These linkages have been identified in the reports of provincial co-ordinators and officials. They have also been confirmed at the Workshop on Sustainability (IPAC. 2004: pp. 4-6).

<b>Table 48. Linkages Facilitated Through the Twinning Project</b>	
<b>Linkage</b>	<b>Nature of the Linkage</b>
<b>Political Linkages</b>	<ul style="list-style-type: none"> <li>Manitoba and the North West Province have a new political agreement and two trade and investment agreements in place; and</li> <li>Interactions between Gauteng and Ontario have validated the value of sharing information and experience in public management and the need to strengthen linkages at the political level and in other areas of mutual interest.</li> </ul>
<b>Provincial Linkages</b>	<ul style="list-style-type: none"> <li>South African provinces are committed to working with the Canadian provinces and assisting one another and other African countries including sharing knowledge and expertise that they have developed on their own or obtained from Canadian provinces and elsewhere.</li> <li>To the extent resources are available, Canadian provinces are committed to assisting South African provinces in the future. They will continue to provide advice and assistance and arrange learning opportunities within their own provinces.</li> <li>Effective knowledge of the range of expertise available within Canada and South Africa has been built. South African provinces have identified sources of best practices in Canadian provinces and some provinces will be contracting assistance on the basis of expertise that is the best fit for their needs.</li> <li>Quebec, Prince Edward Island and Newfoundland &amp; Labrador provide activities to supplement the work plans of other partnerships.</li> <li>The Federation of Saskatchewan Indian Nations, the Meadow Lake Tribal Council, and the Muskeg Cree Nation provided supplementary activities.</li> <li>Institutional processes and governance systems established through the twinning are enduring. South Africans' knowledge of Canadian systems and the contacts they have made can lead to future involvement in adaptation of these systems.</li> </ul>
<b>Trade and Economic Development Linkages</b>	<ul style="list-style-type: none"> <li>A partnership has been established with Manitoba Small Business Support Centre with this Centre providing support in developing research capacity into specific sectors of interest to the North West Province's SMEs.</li> <li>Several reciprocal missions were undertaken (funded outside of the formal twinning relationship by the provinces themselves) to explore specific initiatives.</li> <li>In March 2004, Manitoba and North West formalized their relationship to undertake specific activities to promote trade and investment, tourism and economic development, with specific focus on a formalized relationship between Manitoba</li> </ul>

**Table 48. Linkages Facilitated Through the Twinning Project**

Linkage	Nature of the Linkage
	<p>Trade and Investment and Invest North West. The <i>Framework to Promote Economic Development, Trade and Investment, and Tourism between the Department of Economic Development and Tourism of North West and Manitoba Intergovernmental Affairs and Trade</i> was signed at the Invest North West trade conference in March 2004.</p> <ul style="list-style-type: none"> <li>▪ Also signed at the Invest Northwest trade conference in March 2004 was an <i>Ancillary Memorandum of Understanding on the Formalization of a Cooperative Relationship between Manitoba Trade and Investment Corporation and Invest North West</i>, the respective economic development agencies of each province. These memoranda commit each government to maintain an ongoing relationship and to undertake share information, expertise and best practices and co-operate in the identification of funding sources for specific activities in the areas of: sustainable agriculture projects and agricultural machinery; ecotourism; mining; information and technology; aviation and airport development; and “Centres of Knowledge” development. The memoranda also identify specific activities that would be pursued in the further capacity development of Invest North West to undertake economic development activities.</li> <li>▪ Nine Manitoba-based companies interested in business opportunities in North West attended the Invest North West Conference as a direct result of the twinning relationship between the two provinces.</li> <li>▪ Limpopo facilitated sending a delegation consisting of representatives from the business community, Trade and Investment Limpopo and the University of the North as well as elected officials and senior municipal government officials to a conference on mining development in Sudbury, Ontario.</li> <li>▪ A result of participation in the mining development conference is the twinning relationships established between the Municipality of Sudbury and the Municipalities of Sekhukhune and Mokopane,</li> <li>▪ Limpopo organized an Investor Conference to which several Canadian mining companies sent representatives.</li> <li>▪ Some Canadian mining companies have entered into agreements with the Municipality of Mogalakwena to assist in developing the mining industry in the province.</li> </ul>
<b>Academic Linkages</b>	<ul style="list-style-type: none"> <li>▪ The North West Province and Manitoba have facilitated academic linkages between the University of the Northwest and the Universities of Manitoba and Brandon as well as between Red River College and related academic institutions. Subjects and programs of mutual interest have been identified and collaboration is underway.</li> <li>▪ A twinning relationship has been formalized between Queen’s University and the University of the North.</li> <li>▪ The Free State and Saskatchewan have facilitated academic linkages between the University of the Free State and the Universities of Regina and Saskatchewan.</li> </ul>
<b>Cultural Linkages</b>	<ul style="list-style-type: none"> <li>▪ Funding was secured for workshops on ballet. The Royal Winnipeg Ballet provided these workshops as well as classes and coaching to ballet teachers and rural communities in the North West Province.</li> <li>▪ KwaZulu Natal co-operated with SKAL to establish linkages between the two countries’ tourism industries and to support holding a major international conference in Durban in 2005.</li> <li>▪ KwaZulu Natal helped Lucie Pagé, a Canadian journalist, to highlight South Africa’s first ten years of democracy at the 25th anniversary of the Montreal Jazz festival in 2004 by assisting in the preparation of a documentary, supporting the use of Johnny Clegg and Ladysmith Black Mambazo as the main attractions, and facilitating meeting protocol requirements.</li> </ul>

**Table 48. Linkages Facilitated Through the Twinning Project**

Linkage	Nature of the Linkage
<b>Learning Networks</b>	<ul style="list-style-type: none"> <li>▪ The Western Cape has established a web site to support information sharing between all provinces. The project website can be used to share best practices, lessons learned, and project implementation information.</li> <li>▪ One on one professional and personal relationship within and between provinces of both an organized and informal nature have been established. Contact takes place via regular email and teleconferences.</li> <li>▪ The conference on <i>Best Practices in Public Management</i> validated the importance of sharing information and experience in public management and the need to strengthen linkages in this area. Follow-up of ideas presented strengthened provincial linkages and learning networks. The proceedings for this conference were published and distributed. They document and reinforce information gained as well as enlarge the audience receiving the information.</li> <li>▪ Increased knowledge of the value of a professional public service and the role of organizations such as the Institute of Public Administration of Canada (IPAC) and the South African Association of Public Administration and Management (SAPAAM) play in achieving this has been developed. This knowledge can lead to strengthening SAPAAM and through SAPAAM linkages to other professional associations.</li> </ul>

Sources: Reports of provincial co-ordinators and officials and linkages identified at the *Workshop on Sustainability*.

## **9.5.7 Impacts of the Canada South Africa Provincial Twinning Project**

Impacts are the long term results that occur as a result of planned interventions. The notion of stability includes all those things that enable work to continue and progress to be made and those things that can prevent work that has been done to mature and continue to develop.

### **9.5.7.1 Impacts of the Interventions of the Twinning Project**

The impacts (long term results) of the Canada South Africa Provincial Twinning Project will not be known for several years. However, one hopes that the knowledge shared through the Twinning Project will have the following long term results for the machinery of government:

- That sufficient capacity has been built within the provincial governments for the knowledge, skills and practices gained to be retained, adapted to fit the local context, and shared within the government, with other provinces, with the national government and local governments, and with other countries;



- That the competencies strengthened within public servants continue to contribute to the longer-term development of a professional, merit-based public service;
- That the culture of learning that has been fostered continues to be strengthened through the knowledge networks established;
- That outreach to other African countries by the South African provinces, using the Twinning Project's principles and methods as a mechanism for sharing knowledge and expertise, will be used and adapted to better fit the South African context;
- That best practices will continue to be refined, adapted to be useful in more situations in Africa, replicated, and shared;
- That crosscutting issues will be addressed more rigorously and over time this rigour will contribute to improved gender equality, human rights, environmental sustainability, and poverty reduction;
- That senior officials continue to be able to focus on providing effective support to elected office holders and providing corporate leadership through strategic planning, policy implementation and program delivery;
- That the structures, systems, processes, and procedures established endure and provide the foundation for informed, democratic decision making;
- That disciplined financial systems are integrated with policy development and operational planning systems and that this integration assists the governments in making difficult choices among competing priorities and allocating and managing resources in accordance with government priorities;
- That the new performance management systems will continue to strengthen corporate responsibility and decision making and individual, departmental and government-wide accountability;
- That government will also continue to develop their use of information and communications technology to improve the efficiency and effectiveness of internal processes and to improve service delivery.

One hopes that the knowledge shared through the Twinning Project will have the following long term results for service delivery:

- That health, social services, safety and security, and inclusive education programs will continue to develop and to improve the quality of basic services available to residents and contribute to meeting their needs;
- That the contribution to using epidemiological methods for the HIV/AIDS policy and program in the Eastern Cape will strengthen the rollout of the HIV/AIDS strategy in this province and that the knowledge gained through the rollout will also contribute to Canadian and global understanding of this disease and its prevention, treatment and control;
- That the use of multi-purpose community centres will continue to grow and to improve accessibility to more government services by more residents, particularly women and other historically disadvantaged groups.
- That the economic development initiatives that have been undertaken, including the knowledge and skills transferred in agricultural development, community economic development, rural socio-economic development, the film industry, tourism, and trade and investment, will continue to develop and over time contribute to job creation, the development of provincial economies, and poverty reduction.

#### **9.5.7.2 Stability of Results and Relationships**

In chapter five it was noted (Bekker 2004: pp.1-17) that the environment has a major influence on public administration. It was also noted that there are five distinct types of environment that can influence the practice of public administration, namely, the constitutional, political, statutory, economic and social environments. The stability of changes introduced, might therefore be influenced by any of these environments.

Stability might also be affected by:

- The degree to which structures, systems and processes have been established and are functioning;
- The availability of appropriate resources;
- The quality of relationships established;

- Continuity of key role players and officials receiving new knowledge; and
- Opportunities for growth and development.

Taking into consideration the results achieved and the assessments of sustainability described in the previous sections, as well as the potential influence of environmental conditions, and the factors listed above, the following conditions indicate a high likelihood of sustainability of the results achieved and the relationships established:

- There is political stability within the country. National and provincial parliamentary structures, executive structures, and appointments to key positions are in place;
- The 2004 elections were conducted in a manner that met the requirements of democratic principles. The national government has a president and vice presidents and the provinces have premiers in place. National and provincial governments have cabinets in place;
- Legislation required to provide the legal authority for policies and programs is in place;
- The results achieved are ones that are needed to meet the objectives of provincial business plans. By building the activities of the Twinning Project into their annual work plans, provinces are able to request and obtain the necessary resources to maintain and continue to build on initial results;
- The results can be shared and replicated. Policies, programs, methods, and resources developed by one province have been shared and can continue to be shared and used by other provinces and other African countries;
- South African provinces have been able to obtain the necessary financial, human, and physical resources to achieve, maintain and continue to build on the initial results. Results to date have proven to be durable and capable of adapting to changes in circumstances;
- Posts have been created, qualified staff recruited and officials have been trained in key areas of provincial governance;
- By strengthening capacity at the individual, group, and organizational levels, retention and continued application of knowledge, skills, and attitudes is more stable and more resistant to losses incurred through mobility, appointments of new senior officials, and/or changes in political leadership;

- The Canada - South Africa website, developed and managed by the Western Cape Provincial Government, supports continued sharing of information on public administration and best practices and is for the use of both South African and Canadian provinces;
- Co-operation has been expanded to include other stakeholders including trade, academic relationships and cultural exchange;
- Linkages between Canadian and South African universities with relevant programs have been established;
- The relationships established between the provinces are based on trust, respect, and friendship and the provinces can continue to share knowledge and experience; and
- Opportunities exist through the virtual twinning and professional contacts established to strengthen human rights and gender equality.

However, participants in the Twinning Project also recognized the frailty of relationships that are not supported financially and the importance of personal contact in maintaining relationships. They made the following observations at the *Workshop on Sustainability* (IPAC. 2004: p. 5):

- Personal contact is essential in developing and maintaining relationships;
- While South African provincial governments are able to earmark funds to continue the relationships established, Canadian provincial governments are less likely to be able to do so, unless the funds are for trade and investment purposes;
- Canadian provincial governments would continue to support the relationships within their financial abilities and continue to provide study tours and other learning opportunities within their own provinces;
- Removing financial assistance to support the travel of Canadian officials would result in a lop-sided relationship and work on-site in South Africa would be limited; and
- Over time, with staff turnover and without personal contact, the relationships would suffer.

## 9.6 CONCLUSIONS

The Canada South Africa Provincial Twinning Project was charged with building capacity in South African provincial governments and demonstrating that capacity had been built by documenting substantive results. The data collected, the results documented, the judgement of key stakeholders as well as the conclusions of participants at the *Conference on Best Practices in Public Management* and the *Workshop on Sustainability* indicate that the Twinning Project was able to meet the mandate it had been given.

The Twinning Project was an active project involving many provinces, many participants, many areas of public administration, and many activities. It was an efficient and effective project. It directly or indirectly reached provincial governments, traditional leaders, elected office holders, public servants, key committees, intergovernmental fora, a variety of sectors, other African countries, those involved in policy and program development and implementation, individuals, groups, and organizations, men, women and children. The Twinning Project achieved results for each outcome and each output when compared to the relevant performance indicators.

Capacity was developed by strengthening competencies of individuals, groups and provincial governments in the areas of decision making, machinery of government, human resources, and program development and delivery. Capacity was developed through the acquisition and sharing of knowledge and the application of knowledge.

Learning of new ideas and information relevant to one's province occurred in every activity and by every province. Sharing of information and expertise occurred widely in the workplace and through the development of learning networks. Behavioural changes related to gaining new information and ideas included new perceptions; gaining of relevant subject matter knowledge and expertise; and a more systematic understanding of relevant issues. Knowledge was used to achieve one or more of the outputs or outcomes. Each delegation identified ways of applying the new information to fit their government's needs. Knowledge gained was incorporated into the decision-making systems of the provincial government and of co-operative government extending the reach beyond meeting provincial needs and into national and local policy and

programming. Behavioural changes related to application of knowledge included strengthened ability to adapt, to achieve results, and to manage change and diversity.

Capacity in organizations was built by strengthening one or more structures, systems, or processes. Each province strengthened one or more aspects of provincial governance. Through strengthening of provincial structures, systems and processes, the effectiveness and efficiency of provincial governments improved and the ability of provincial governments to deliver programs that meet basic needs increased. Behavioural changes related to strengthening organizations included strengthened ability to reach shared understandings; strengthened ability to set and achieve complex goals; successful, creative and culturally relevant solutions that received cabinet approval and financial, human, and physical resources to implement. As a consequence of the breadth, depth and diversity of capacity building, residents have benefited from the improvements internal to government and have benefited or will benefit in the future from work done to improved program delivery.

Each South African province and every partnership achieved results with many specific results documented. The results met needs identified in provincial governments' business plans. They often completed development of a component, system or process or consolidated the work to date in establishing and operating provincial governments. Over the long term, this strengthening should contribute to a stronger foundation for democratic provincial governance and co-operative governance.

Results have been documented in every component of the individual provinces' work plans and the overall project's work plan. Whenever possible the cross cutting themes of gender equality, sustainable development, poverty reduction, and HIV/AIDS were incorporated into provincial work plans. These crosscutting themes match the crosscutting themes of the South African governments and provinces have strengthened structures, processes and competencies to address them more systematically and holistically. The twinnings helped build the capacity to develop and implement the required programs and meet the expectations of the public and commitments of the elected representatives.

Knowledge gained in activities often extended to areas beyond the objectives of the activity and into areas of particular relevance to the provincial governments or national government. Some of the aspects of work engaged in, such as the work in sustainable development, healthy child policy, HIV/AIDS, social capital development, inclusive education, and co-operative governance are in the forefront of public policy development in both the South African and Canadian provincial governments. Lessons learned from this work have broad implications for public policy and program development.

Some of the results contributed to achieving national goals. The work in sustainable development is part of the national government's follow up of the World Summit on Sustainable Development. The work on inclusive education is assisting the national government develop appropriate policies and programming in this area. Two provinces are engaged in multi-purpose community centre projects that support national pilot projects.

The results can be shared and replicated. Policies, programs, methods, and resources developed by one province have been shared and can continue to be shared and used by other provinces and other African countries. The results have a high level of sustainability because they are supported by senior officials and elected office holders, based on principles, adapted to local conditions, incorporated into the business of government, and funded in provincial budgets.

The results contribute to meeting the needs identified in the *Logical Framework* and the *Contribution Agreement*. The results support both Canadian and South African governments' policy goals regarding good governance and meeting basic needs. The results strengthen the foundation for future work between Canada and South Africa and with other African countries. The relationships developed through joint work, the stability of provincial governments, and the breadth of contacts provides openings for work in program delivery, trade and investment, research, knowledge development, cultural exchanges and other areas. The Canadian provinces also benefited from the Twinning Project and achieved their own results.

The Twinning Project has demonstrated high levels of sustainability when benchmarked against the criteria of local ownership, relevance, results, inclusiveness, partnerships, linkages and

stability. The embedding of best practices into organizational systems contributes to their sustainability over time. Some practices can be or have been replicated at both the national and international levels. The linkages established contribute to long lasting friendships and collaborative relationships between the South African and Canadian provinces.

Collaborative relationships require not only a high degree of commitment and trust, but also the time to build both of these and to nurture and maintain them. Personal contact and iterative processes are essential aspects of building such relationships. They require flexibility, a willingness to sacrifice control and precision for learning, empowerment and autonomy, continuity of personnel, and adequate financial resources. Over time, with staff turnover, without personal contact, and with inadequate financial support, they are likely to wither. The prospects for sustainable twinning partnerships that engage at the same level of activity as occurred throughout the Twinning Project, without reliable funding, therefore is limited.

The good will engendered through the experiences will continue and provincial governments can be expected to continue to assist one another when possible. Personal relationships established will endure beyond formal relationships.





## CHAPTER TEN

### REFLECTIONS, CONCLUSIONS AND RECOMMENDATIONS



## **CHAPTER 10**

### **REFLECTIONS, CONCLUSIONS AND RECOMMENDATIONS**

#### **10.1 INTRODUCTION**

The hypothesis of this thesis has been that the Canada-South Africa Provincial Twinning Project would develop and implement an effective and efficient twinning model for meeting selected governance needs of the South African provincial governments. The Twinning Project was expected to assist in strengthening the respective provincial governments and the capacity of public servants in both the participating South African and Canadian provinces. It should also contribute to sustainable development in South Africa and Africa. Its objectives were:

1. To identify and document changes in competencies, processes, programs, policies, and/or structures that have resulted from activities of the project and their linkages to the goals of the provincial governments and the funding and executing agencies;
2. To examine the resources, both actual and in-kind, provided or secured, to implement the project and to analyze their impact on the results anticipated and the results attained;
3. To document the principles, decisions and methods used and to identify those that were key to effective implementation and those that should be revisited; and
4. To recommend ways of strengthening twinning programs on governance.

The documentation and discussions found in chapters two through nine provide evidence that indicates the objectives of this study have been met. This chapter highlights the types of results achieved as well as some of the most significant lessons that were learned. It also contains recommendations for improvements.

## **10.2 ACHIEVEMENT OF RESULTS**

The data and discussion in chapter nine and the additional information in Appendix R document the many changes in competencies, processes, programs, policies, and/or structures that have resulted from activities of the Twinning Project. The Twinning Project, therefore, demonstrated that twinning can be an effective instrument in transferring knowledge, building capacity, and strengthening public administration.

### **10.2.1 Number and Nature of Results Achieved**

In accordance with CIDA's results based management methodology, 610 results were documented and confirmed by the Project Steering Committee. The work undertaken by the Twinning Project, therefore, has contributed to results being achieved in each partnership and each South African province. When compared to the relevant performance indicators, results were achieved results for each of the four outcomes and each of the 27 outputs.

Within its sphere of influence, The Twinning Project has contributed to strengthening human rights, gender equality, sustainability, HIV/AIDS interventions, and horizontal policy and program implementation. It has contributed to strengthening individuals, departments and governments in South Africa. It has also strengthened Canadian public servants and brought benefits to their governments, provinces and country.

The work of the Twinning Project contributed to meeting Canada's foreign policy goals, CIDA's development goals, and South Africa's reconstruction and development policies. In addition, activities of the Twinning Project assisted in initiating and strengthening linkages to sectors outside of government.

The diversity of the results and the complexity of some of the results illustrate the variety of needs of the South African provinces. Some of the results built on results that had been achieved in the earlier twinings or work initiated by provinces alone or with others.

All of the results contributed to meeting, directly or indirectly, provincial objectives and were integrated into provincial governments' business plans. Some of the results were shared and replicated. Evidence of progression of results from outputs to outcomes was documented indicating that South African public servants were applying the knowledge gained to achieve medium and longer term goals.

### **10.2.2 Determining Results**

To describe the multitude of characteristics that contribute to democratic, well functioning provincial government is a difficult task once one moves beyond establishing departments, appointing senior officials and providing legislative and administrative authority. Yet, making government work was the primary focus of the Twinning Project. This task required setting expectations appropriate to the day to day functioning of government, developing performance indicators that related to the characteristics of properly functioning structures, systems and processes, determining the criteria for sustainability of results achieved, and identifying essential competencies.

Participants in the Twinning Project learned through experience that the process of developing realistic performance indicators and describing results accurately in a development situation is an iterative one and an art rather than a science. Both South African and Canadian officials learned that this task requires an in depth understanding of how provincial governments work, as well as an understanding of the country's historical context and the manner in which democracy has evolved within the country. Empathy with public servants of new provincial governments in their implementation of democratic governance in a period of transformation and evolution assisted in developing indicators that were relevant and realistic. An ability to articulate desired results, time and patience were also desirable qualities in the iterative process of identifying results and performance indicators.

Integrating the work plans of the Twinning Project into provincial governments' business plans simplified the determination of many results because the work plans dovetailed

with existing plans. However, baseline information needed to measure change was usually qualitative and general. This situation is not unusual for governance work, which is by nature process-oriented and therefore more qualitative than quantitative, and often difficult to define in precise terms. In a knowledge transfer project such as this one, being able to understand the need for change, nature of changes required, the benefits of change, and the actions required to bring about change are important elements of documenting that information has been gained and people know how and why to apply it. In this type of a situation, being able to describe how the end state is better than the previous one, is an indicator of learning and knowledge transfer.

Also important was being able to allow people to develop their own indicators. At the end of the Twinning Project, there were many indicators identified. However, each partnership may have developed slightly different indicators for its work, even though the work may have been similar to that being undertaken by another partnership. The learning that occurred in trying to develop indicators was as important as the indicators themselves, an example of the process being as important as the product.

The determination of desired results and performance measures must also be in proportion to the resources available. This refers to the amount of time spent determining results and indicators, as well as the actual results and measures of progress. Governments operate in a political environment and the need to report progress is constant. A reasonable amount of time must be allocated for planning. Plans must be completed to the best of one's ability within the designated time frame, and implementation must then begin. There must be enough flexibility in the project to encourage learning as one goes along and modifying the initial plan as experience is gained.

At the onset of the Twinning Project it was difficult to predict what results could be achieved with an intervention of one study tour, two face-to-face contacts, or a single workshop. It was difficult to know whether a province should concentrate on a single problem, or should identify two or more areas in which it needed knowledge and advice.

It was difficult to know whether the partnering province could meet all of the needs and provide all of the support that might be needed to achieve results. This dilemma was solved by placing trust in the provincial government officials most affected by the consequences, and allowing them to make the decision. These people were the directors general who had the best understanding of their governments' current capacity and what they could accomplish. They also were accountable for achieving and documenting results.

### **10.2.3 Reporting Results**

Reporting results can be difficult, time-consuming, and costly. This is particularly true if there is any uncertainty on what constitutes a result or if different stakeholders need different information. Reporting can be difficult if there is lack of consensus on what is to be reported, if results have not yet become visible, or if there is a lack of consistency in how results are to be reported. Having to report results several times a year or having to report results from several sources, adds to the complexity and burden of reporting results.

The funding agency has the primary responsibility for providing the leadership needed to report results appropriately. It must ensure that reporting of results is appropriate to the sector of involvement, scale of project, sphere of control, and size of contribution. With respect to these considerations, it is important to keep in mind that measuring change in governance is difficult, qualitative, and subjective. Determining when a provincial government is working well, requires more than a checklist of policies, processes, structures, and systems that governments need to have in place. This determination requires judgement and wisdom.

The resources of the Twinning Project, when divided among nine partnerships and 18 or more governments were small. When the budget is subdivided into many small budgets, the reporting requirements need to be adjusted likewise. Limits imposed in legislation

and exemptions of provincial auditors can provide guidance on reporting requirements for different levels of funding.

Sphere of control is another important aspect of reporting results. The Twinning Project's sphere of control was limited to the provision of advice. It had little control over either the public servants who were formulating and providing advice, or the public servants who were receiving and applying advice. They all were responsible to their own provincial governments. Withholding funding was the only means available to enforce compliance with reporting requirements. This mechanism was truly a mechanism of last resort since such an action would not only have negative implications for the project, but also for the relationships between the provinces involved and the two countries. Furthermore, it is difficult to withdraw funding from initiatives where the participants are inexperienced and the reason that they are involved in the project is to gain the knowledge they need to meet the requirements of good public administration.

The reporting requirements the funding agency imposed were unrealistic, onerous, and expensive given the sector of involvement, scale of project, sphere of control, and size of contribution. Preoccupied with illustrating the correct application of results based management tools, demonstrating linear linkages between activities and results, and producing perfect templates, the results, their significance and their contribution to strengthening provincial government, capacity building and sustainable development were lost in the myriad of tables, insignificant details, and non-essential documentation.

In the Twinning Project, reporting requirements were tied to only the funding agency's perception of what was important to meet their accountability requirements and their view of what should be monitored and reported. There was little interest in accountability for capacity building or learning. While capacity development occurs at the individual and group/departmental level as well as the provincial government level, the funding agency accepted reporting at only the institutional level. The needs of managers in assessing capacity that employees had developed through their work with the Twinning Project, or of human resource branches in monitoring the competencies of public servants



was ignored. In a capacity-building project this information still had to be tracked to provide provincial governments with a full picture of the results that they had achieved.

Reporting at only the institutional level creates an additional problem in governance projects. Results in governance frequently take several months or years to become visible. If only visible, institutional results are to be reported, there may be little to report in the first year or two. Inconsistency among officials on what to report, when institutional results were not yet visible, left the Twinning Project with little helpful direction. This problem could be corrected by reporting capacity development in governance at any level including the knowledge gained and competencies strengthened from activities completed.

The funding agency's one-size fits all approach contributed to the difficulties of reporting. All projects, large, medium and small, governance and non-governance, are required to report the same type of information in the same detail. While there may be significant risks to consider in a large project, and risks that vary depending on the nature of the activity or result, and whether the result is a short term, medium, term, or long term result, the risks for small governance projects are usually the same regardless of the type of activity or nature of result. In large projects the variances become more important because of the large amounts of funds involved and the importance of co-ordinating resources and completing activities prerequisite to next steps within tight deadlines.

In the Twinning Project the risks had to be reported for each outcome and output yet were always the same. These risks included resource limitations within provincial governments, both Canadian and South African. Lack of continuity of key role players and frequent changes in provincial governments and key officials was a constant risk. A limited understanding of the provincial and co-operative governance context and the implications for project implementation was a risk, particularly on the part of Canadian public servants. On the part of South African provincial governments the fear of exposure to scrutiny and lacking the courage required to implement change was a risk. There were the ever-present risks of setting high expectations and cynicism if they were

not met, not being able to overcome the proprietary nature of departments and silo/stovepipe mentality, and the fear of losing autonomy, control or influence.

In the Twinning Project government officials were often dealing with issues/strategies/changes that require long term time frames to be properly developed and implemented while funding agencies often expect substantive results to occur and be reported in the short and medium term. Another risk tied to the policies and practices of funding agencies is overly strict rules regarding disbursement and use of funds. Inflexible rules and procedures can limit achievement of objectives or achieving full potential of changes desired.

There are risks associated with identifying and measuring change. Lack of baseline data can hamper the measurement of change. If practitioners with the desired knowledge skills and practices are not available or not available in a timely manner, measuring change and reporting results can be stalled.

The design of the project and factors beyond the control of the project can influence achieving and reporting results. If the South African provincial governments' needs were found to be greater than could be supported on a short-term, voluntary basis by permanent employees of Canadian governments, it may not be possible to achieve the desired results. If the Twinning Project's initial design no longer fits the needs of evolving South African provinces, achieving results could be jeopardized. Withdrawal of support by one or more partners could stall or stop progress and reduce the number of results achieved. Events that prevented public servants from travelling or participating, such as wars and increased terrorism, could also prevent activities from occurring or delay them and have a negative effect on achievement of results.

The funding associated with a risk was also relatively small – the cost of one to a few individuals' participation in an activity and only if a scheduled activity had to be cancelled and airfare could not be refunded, or if problems in confirming flights or if flight changes increased the costs of fares.

The same situation applied to reporting variances. Variances had to be reported for each activity although the variances were always likely to be the same. The most common variances were unavailability of officials, changes in provincial co-ordinators or new appointments to key positions, and lack of readiness of the host government. Other variances included conflicts with legislative or budgetary cycles and unavailability of officials because of elections and transitions from one government to another. Later in the project an unwillingness of governments to release officials because of the uncertainties associated with war and terrorism became a variance. When there were no variances, the absence of variances still had to be meticulously and correctly reported for each activity.

A further difficulty in reporting was the assumption that the results reported were fully attributable to the resources provided by the funding agency. This was not true. The Twinning Project's resources were only sufficient to add value through the injection of trusted expertise from experienced practitioners in a timely manner. While this contribution was highly valued, it was a small contribution compared to that of the provincial government and possibly other sources of support.

The International Development Research Centre's work on outcome mapping attempts to report results on the basis of the amount of contribution by providers. Use of this methodology would enable the South African provincial governments to take primary credit for the leadership and responsibility that they took in introducing and implementing change, would be more respectful and would reflect a true partnership approach. The process consultant model being explored by the UNDP, which focuses on empowerment and capacity building, may have been a better model to use for this type of project.

The primary difficulty in reporting, however, was the level of detail that the funding agency demanded to exert the degree of control that it wished to retain. The funding agency relied on an administrative, audit-based approach to oversee the project. Its focus was on properly completed, standardized templates. The purpose of templates is to clarify expectations of information requirements and to standardize formats for comparison

purposes. However, they are an aid only. They lose their value when they become a mechanism of auditing projects on the basis of compliance with the template requirements. Rather than focussing on the results achieved, whether the results contributed to sustainable development, whether they were responsive to the needs of the province, whether they were relevant to governance, and whether they were cost effective, the focus was on the tools that were developed to support the application of results based management.

While the tools were helpful, they were not a panacea for effective implementation of development projects. Any number of templates could be devised to collect, organize and summarize data. The South African governments were also introducing performance measurement and results based management through their planning and budgeting processes and were developing their own tools – tools that were as likely to be as effective as those of the funding agency. Using them would have been more responsive and appropriate. The major issue, however, is why information is collected. The value of collecting data is to analyze it, interpret it, and to use it to make better decisions.

Data collection and report preparation required substantial amounts of time. In the Twinning Project, for example results had to be reported first as anticipated long term, medium term and short term results, then as expected results for a given time frame. The cumulative results to date for each output and cumulative results for the outcomes had to be reported as well as the anticipated reach of each impact, outcome and output had to be reported. Performance indicators had to be reported for long term, medium term and short term outcomes and outputs, as well as the sources of data for determining the outcomes, outputs and the people responsible for collecting the data.

The project's resources and the in kind resources applied to achieve each result, prorated as necessary, had to be calculated and reported. All activities had to be numbered, described and reported in the prescribed work breakdown format. The objectives for each activity had to be identified and reported; and human rights and gender equality data had to be collected and reported. As well the Twinning Project was expected to report results

on the crosscutting themes of environmental sustainability, HIV/AIDS, and poverty reduction.

Because provinces are autonomous, this information had to be collected and reported for each province and partnership and then aggregated into a project report. This level of detail was required regardless of the size of expenditure, the size of activity or the number of participants in an activity. As much effort had to be devoted to monitoring and reporting \$500 as \$500,000.

Reporting cannot be taken lightly because the resources used for reporting are public resources that could be used for other purposes. However, if even one donor has stringent, time consuming data collection and reporting requirements, much of provincial public servants time will be directed to gathering data and completing forms. If more than one donor has similar, detailed reporting requirements, provincial public servants in developing countries will be spending almost all of their time collecting data and writing reports.

In the Twinning Project the reporting requirements caused the provincial governments to object to the demands and the executing agency to assign the full burden of reporting to the project manager. The project manager then had to choose between completing the paperwork for the funding agency or implementing the project by working with the provincial government officials. What is important to remember is that accountability is not only for what one achieves but also what one is prevented from achieving with the resources provided. Auditors and funders must be accountable for what is not achieved when their accountability requirements are so onerous that they use so much of the time of the available human resources that the work to be done, cannot be done.

Almost all of a project manager's time can be diverted into documentation if the funding agency requires the same information to be provided several times in different formats, if reports are returned for changes that are format preferences of an official, and if the project manager is required to prepare the desk officer's reports. For the micro projects

that made up the Twinning Project, and the time frames involved in achieving visible change, the reporting requirements were outrageously excessive. A single detailed report from each province at the end of the project would have been sufficient to appropriately document results for the level of funding they received over the four years. This report should be supplemented by reports after each activity summarizing knowledge gained and how it can be used within the provincial government, and simple yearly progress reports giving updates on application of knowledge and results achieved. These reports would be based on a detailed work plan prepared at the beginning of the project. Annual work plan reviews would still be required at which time the annual progress reports would be reviewed.

An annual project report would have been sufficient in terms of reporting progress of the total project. The content of the annual report should be based on what information the stakeholders together decide that they need and these reports should be tailored to the specific project and be useful to all of its stakeholders. Detailed templates should be replaced with impact statements that describe what has been achieved and the benefits, that is, the results and their significance. If necessary, this information could be elaborated on in a written report and include discussions of reach, variance, risks, risk management, cost benefit, sustainability, human rights and gender equality and lessons learned. Summaries of relevant data needed for provincial accountability purposes could be attached in appendices. Project management tools such as logical frameworks, performance measurement frameworks, summaries of planned to actual results, work breakdown structures, and Gantt charts should revert to their value as tools, but not be required as part of the progress reports.

Throughout the duration of the Twinning Project there appeared to be a disconnect between the funding agency's budget unit and the program unit. The budget unit requested projects to report expenditures in the traditional line item format. The units that negotiate agreements require resource allocation by result as well as tracking of in kind contributions. Executing agencies, particularly smaller ones, as well as projects, have few human resources to complete reports in two or three different formats. If the

funding agency is serious about results based management, it needs to adjust its budgets and financial reporting requirements to be results based.

### **10.3 EFFECTIVENESS AND EFFICIENCY**

CIDA provided \$3.48 million for the Twinning Project, all of which was used. In addition, the Twinning Project used approximately \$250,000 remaining from the previous Programme on Governance and more than \$5 million obtained through in kind contributions.

A review of the effectiveness of the Twinning Project using the following criteria indicated that it had been effective in achieving its objectives:

- The numbers of results achieved and the significance of the results achieved;
- The amount of knowledge shared and transferred;
- The amount of capacity built and the depth and breadth of the capacity built;
- The sharing of best practices; and
- The numbers of governments, sectors, organizations, groups, and people reached.

Based on the above criteria the results of the Twinning Project indicate that nine provincial Canadian provinces and three First Nations governments effectively shared their knowledge and skills with nine South African provincial governments. There were 610 results documented. Of these results, 189 were outputs and 421 were outcomes. There were 368 activities and 605 participants in these activities. Multilateral and bilateral methods were used to strengthen knowledge sharing and broaden capacity development. In addition, the reach of the Twinning Project extended beyond the provincial governments involved to other spheres of government, to the private, academic, donor and cultural sectors, and to other African countries. Officials could also identify competencies that they had strengthened;

Provincial officials were able to identify the benefits of the results received. As well, participants at the *Conference on Best Practices in Public Management* and the *Workshop on Sustainability* confirmed that they believed the results were significant and contributed to strengthening democracy in South Africa.

Participants were able to demonstrate that they had gained and were able to apply new knowledge. Their methods of application included preparation and submission of written reports. They were able to identify and assess new knowledge, determine whether it was relevant to their government, and if it was relevant, what must be done to apply it in their own situation.

Participants were able to follow up on what had been learned by seeking further information and how to apply it. Participants could develop a detailed plan of action for implementing specific changes and obtain necessary support, approvals, decisions, and resources. They were able to share information with colleagues, formally and informally. Informal sharing of information with others occurred by email, telephone, meetings, and reports. Formal sharing of information occurred at workshops and conferences and through newsletters and websites.

An assessment of the Twinning Project's efficiency was made against the following criteria:

- Cost per activity;
- Cost per output;
- Number of activities required to achieve a result;
- In kind contributions;
- Administrative efficiencies; and
- Comparisons to other methods.

The Twinning Project documented 610 results at an approximate cost to the Twinning Project of \$3,003,200. The average cost per activity was approximately \$8,000. The



average cost per result, was approximately \$4900. An average of 1.65 activities was required to achieve a result. Because no two projects are alike, and because projects document information differently, information was not available to determine whether other projects were more efficient than this.

Provinces provided extensive support in the form of expertise, funding delegations, resources and equipment, organization of activities, research and administration, and protocol and hospitality. In addition they facilitated many linkages, activities, and results all of which complemented the Twinning Project and strengthened or consolidated its results.

Many results, particularly those achieved through trade missions, academic linkages, and cultural outreach would not have been obtained without the efforts provinces initiated and co-ordinated. Political office holders would not have participated to the extent that they did without the in kind support of their governments and fewer public servants would have benefited from the Twinning Project's activities had their governments not paid their expenses. In kind contributions helped expand the reach of the Twinning Project within the provincial governments and into other sectors. They spared project resources so that more activities could be undertaken. In kind contributions also improved the quality of some of the activities. These contributions helped build more capacity and strengthened sustainability.

Administrative cost efficiencies were achieved in a number of ways. Using only one permanent employee and engaging support staff on a casual basis used human resources efficiently. Obtaining free office space and using in-house services eliminated major operating costs. Extending resources through dovetailing, multi-tasking and piggybacking, and sharing resources whenever possible stretched available resources.

Building in "each-one-teach-one" approaches and developing knowledge networks extended the reach of learning activities and reduced travel costs. Incorporation of work plans into the ongoing work of governments so that the bulk of the funding required to

introduce change came from the governments' budgets spared the Twinning Project's budget.

Theoretically the Twinning Project could have been more cost efficient by using economy fares instead of business class fares, using South African suppliers, and using local consultants. All were tried and used to some extent but often found not to be feasible because of practitioner to practitioner requirements, provincial requirements, protocol requirements, *Contribution Agreement* requirements, or actual costs. South African suppliers were always used for local transportation and services. Many of the Twinning Project's local needs in South Africa were obtained through the University of the Free State at reduced rates.

The use of consultants was an option, but not necessarily a cheaper one. Unlike Canadian public servants, consultants are engaged on a project by project basis. Canadian public servants were available for advice indefinitely. Other projects, such as the Lithuania Project on Governance, have demonstrated sustainable results. While their cost per output is not known, the number of activities, which was nine visits and a study tour in one year, were much higher than the number of activities a partnership in the Twinning Project could undertake in a year.

What is more difficult to assess, but are equally important considerations, are the quality of knowledge received and the value of resources saved by receiving high quality, relevant advice the first time. The South African public servants have stated that for them the Twinning Project was cost-effective because the Canadian practitioners were knowledgeable and able to adapt quickly. Practical advice based on knowledge, experience, and judgment helped them prevent mistakes.

#### 10.4 THE LIMITATIONS OF THE CONTRIBUTION AGREEMENT

The *Contribution Agreement* incorporated many of the best practices identified by others with experience in twinning including those suggested by The Interagency Coalition on AIDS, the Federation of Canadian Municipalities, the Canadian Society for International Health, the European Union Commission, the Swedish Development Co-operation Agency, and participants in the Bergen Seminar. These practices include use of a peer approach; establishment of a steering committee; fostering local ownership; and shared responsibility and accountability. Other practices that strengthen twinning arrangements that were found in the Twinning Project include recognition of in kind contributions as well as project funding; use of partnership agreements; and use of a results based approach.

Best practices that the *Contribution Agreement* failed to demonstrate were existence of a framework agreement between the funding agency and the Canadian provincial governments and streamlining of the funding agency's processes to reduce red tape. While some consultation was undertaken with some of the provinces prior to negotiation and signing of the *Contribution Agreement*, the provinces did not sign this agreement. This unfortunate set of circumstances created considerable difficulties later including a lack of understanding of co-operative governance and how it is being implemented in South Africa.

Failure to build upon the model the UNDP had already established for building capacity in the provinces resulted in duplication of effort. A lack of sensitivity to political factors and inclusion of requirements that were inappropriate to the South African political context resulted in lengthy discussions and the time of senior officials and the steering committee to resolve the issues. Expectations regarding planning, monitoring and reporting were far beyond what provinces envisioned or could meet. Very different understandings of the meaning of local ownership, responsiveness, and delegated decision-making resulted in confusion, frustration, and difficulties in following processes.

The Twinning Project was both over-managed and micro-managed. The logical framework and the *Contribution Agreement* clearly set out the parameters of activity,

namely strengthening the machinery of government and assisting provinces deliver programs that meet basic needs.

During the inception mission the directors general identified the anticipated provincial priorities for the period 2000 to 2004 and at the *Planning for Success Workshop* in early 2001 the provinces together identified the major outcomes for the project overall. This should have been enough of a framework to guide the level of decisions required to apply results based management. However, the focus on administrative correctness versus capacity built; the failure to provide the information and tools needed to meet the administrative requirements; the delegation of responsibility without delegation of authority; and the vacillation on the funding agency's requirements and how they were to be met; diverted time and resources into unnecessary searches for information, needless repetition of administrative tasks, and confusion in approval processes.

Once the framework had been established further decisions respecting identification of specific provinces' needs, establishing priorities for specific provinces, setting target results and performance indicators, and identifying appropriate activities should have been the responsibility of the South African provinces in consultation with their Canadian partners and the project manager. This approach is in keeping with the principles of local ownership, partnership and delegated responsibility and authority. Nevertheless, numerous role players became involved in reviewing specific work plans, performance indicators, and/or activities including CIDA's acting country program manager, desk officer and monitor in the Canadian office; CIDA's manager, First Secretary and consultants in the Pretoria office; IPAC's executive director and the director and deputy director of the international program in Toronto; the project steering committee; the director general, the senior management team, the premier and the cabinet of the respective provinces; the heads of the departments responsible for achieving specific outputs and outcomes; the respective provincial co-ordinator and deputy provincial co-ordinator; and last of all the project manager.

The magnitude and sensitivity of the decisions being made was relatively insignificant – approving how many activities a province might have in a year (usually one or two), and how many people (all senior officials under the management of the director general) might be involved in each activity (two or three). Furthermore, the funding agency's officials could overrule work plan or activity decisions at any time if the information had not been presented in the appropriate format, if an additional activity had to be added or one activity was to be substituted for another, if the objectives were not included, if the names and job titles of officials were not provided, or if the expected dates of the activity were not immediately available.

Such micromanagement is likely to be encountered when there is lack of a common understanding of roles, responsibilities, authorities, expectations and institutional context at the outset. A work plan should be a plan of what one hopes to achieve, not a straightjacket for controlling projects, participating donors and recipients. Officials and steering committees should not be spending their time examining decisions that are fully within the mandate of the director general or project manager to decide.

Provinces also need to be sensitive to a funding agency's needs for enough information to warrant release of funds. There is a limit to the amount of funding an agency can approve on good faith. However, the requirements of the *Contribution Agreement* were new to the South African and Canadian provincial governments. Many of the provincial co-ordinators were new to managing projects of this nature or projects with this project's specific requirements. A great deal of time had to be spent coaching, mentoring, advising and assisting provincial co-ordinators and deputy co-ordinators by telephone, email and on site visits, in both South Africa and Canada. Planning meetings had to be arranged between the partnering provincial co-ordinators and between the project manager and the co-ordinators.

Training in results based management proved to be helpful in creating an awareness of the importance of rigorous planning, establishing realistic targets, identifying appropriate performance indicators, and measuring progress in the form of results. What was still

needed was agreement among all of the partners on the amount of detail required to confirm that results have been achieved or a plan is in place to achieve them and the content of the work plan. In any case, the work plan chosen must balance respect for local ownership and partnership decision making, with the funding agency's needs for evidence of activities that contribute to achieving specific results. In addition, the work plan agreed upon must provide for flexibility in the fluid environment of evolving governance. All parties must have a clear understanding of which officials are responsible for reporting and the consequences if the reporting is not done or is not done adequately.

The ability of the funding agency to overrule decisions of executing agencies, steering committees, directors general, and the project manager warrants a review of the need for delegation. If the funding agency wishes to retain rigid control, a delegated approach is not appropriate. It may be cheaper, less cumbersome and more satisfactory to employ specialists in capacity building in provincial governance within the funding agency who could work directly with provinces. However, what is more pressing is a review of accountability and shared governance when governments wish to use third parties to deliver services.

## **10.5 CAPACITY LIMITATIONS**

Both the Canadian provinces and the South African provinces accepted the obligations of partnership and worked diligently to meet them. They co-operated in implementing CIDA's requirements, supporting the Steering Committee, and identifying and reporting in kind contributions.

Canadian provinces played a major role in ensuring activities proceeded. They also accepted responsibility for keeping up to date on events in their partnering province and briefing those who would be participating in activities. These responsibilities were major commitments and required considerable time. However, some Canadian provinces found it more and more difficult to meet all of the obligations of a full partnership. New

approaches had to be found to meet the needs of the South African provinces and to share the responsibilities among the Canadian provinces.

The South African provinces had limitations in managerial capacity. This was evidenced by difficulties in providing information and reports by deadlines, reports focusing on activities without linkages to short, medium or long-term benefits, and problems in estimating resources required and in kind contributions. Canadian provinces often had difficulty obtaining feedback from their South African partners, particularly assessments of the value of specific activities and the next steps required to advance a specific aspect of a work plan.

The project manager and the provinces required good financial information to manage work plans. To meet the funding agency's reporting requirements, they needed accurate, up-to-date, complete, detailed financial information, coded to support results based reporting. They needed financial information on a regular and frequent basis that included commitments as well as expenditures. They needed it presented in such a way that they could tie expenses to activities and results easily and quickly. CIDA also required projects it funds to reclaim taxes paid in foreign countries. The executing agency needed to have or be able to put in place systems that met all of these requirements.

## **10.6 TIME AND TIMELINESS**

Time was the most scarce and most limiting of all of the resources in the Twinning Project. All of the key role players faced this limitation. Geography was one of the biggest challenges to time resources. The distance between the continents, the size of the countries, the availability of flights, and the number of provinces to be visited required huge investments of time, particularly on the part of the project manager. The amount of time that could be devoted to travel was also a limiting factor for officials as their workloads and the senior level of responsibilities that they held prevented them from being away from their offices for lengthy periods.

The number of participants in the project was large. It was important for participants to understand the Twinning Project in order to feel a part of it and to contribute to it in a way that they felt they were doing justice to their involvement and that their involvement made a contribution to desired results. Personal contact, on the part of the project manager, the directors general, and the provincial co-ordinators was important in building the relationships desired, instilling confidence, and gaining co-operation.

Developing new partnerships is time-consuming. Provinces are reluctant to participate in a project for which they cannot justify the use of public resources, particularly if they have reservations about the benefits to be gained from their involvement. Several meetings with each of the potential participants were required to explore the advantages and disadvantages of participating as well as various options for participating. The officials in the provinces considering participation also needed ample time to discuss the possibility with colleagues, to identify the areas that the project could support, and to gain the support of key role players. Once a decision to participate was made, a considerable amount of time was required to assist the new partners learn the requirements and procedures and begin implementing activities.

Administration of the Twinning Project was time-intensive. This is partly because the Twinning Project was highly decentralized. It was decentralized among provinces, each independent with its own priorities, needs, and challenges; it was decentralized among governments and among departments; and it was decentralized administratively with IPAC's administrative support located in Toronto and the provincial co-ordinators spread over two continents and two countries. Results Based Management is labour-intensive and therefore also time-intensive.

There were numerous administrative tasks that had to be done. These included ensuring each activity has its own plan, that the plan was within the overall work plan and that the plan was approved prior to travel arrangements being made. Other administrative tasks included ensuring that all logistical details concerning travel, accommodation and meeting arrangements were made and were within Canada's Federal Government's



Treasury Board Guidelines; authorizing expenditures and paying invoices; and ensuring files, both electronic and paper, were co-ordinated, organized and maintained.

Timing and timeliness were as important issues as time itself in the Twinning Project. Work had to be planned in such a way that it did not unnecessarily add to pressures during specific government cycles, especially preparations of provincial budgets, preparations for the opening of parliamentary assemblies, and preparations for elections and the transitions following elections. It needed to take into consideration First Ministers meetings, statutory holidays and summer vacation periods. It needed to fit its work into the work days of five different time zones and to adjust to the changes in time during Canada's winter months.

In the context of the Twinning Project, timeliness refers to things being done in a well-timed way. Timeliness meant anticipating work required, planning ahead to facilitate arrangements and co-ordination, and following up promptly. When tasks were not completed in a timely manner, flights could be difficult to arrange, accommodation may not have been available, costs could have been higher than necessary, the most knowledgeable specialist may not have been able to serve as a resource, information could be lost or not captured, reports could be late, and approvals could be delayed.

In the Twinning Project more communications methods had to be used to ensure that information was transmitted between countries – mail, email, courier service, fax, and telephone. Often information had to be provided by more than one method. Time and effort also had to be spent following-up to ensure that information had been received and that everyone had the same understanding.

There were many groups and individuals interested in the Twinning Project and its progress and wanted information about it and its progress. In addition to the funding and executing agencies, these included the participating provinces, the Forums of Directors General and Provincial Co-ordinators, High Commissions, and South Africa's National Treasury and Department of Public Service and Administration among others. Gathering the information required for them took significant amounts of time.

## **10.7 KNOWLEDGE TRANSFER**

Knowledge transfer or knowledge sharing as part of capacity building is receiving greater scrutiny as those involved in international development gain a better understanding of the multi-faceted and complex nature of capacity building. Partners must have a clear understanding of the nature of knowledge transfer in their relationship and clarify whether the emphasis is to be on advocacy, policy and program support, research and development, field-level knowledge, or best practices.

An understanding of adult education principles and methods can assist in the tailoring of knowledge transfer to the specific context. The principles of extension education focus on the application of knowledge and the effective use of change agents. Consideration of extension concepts assisted in keeping the project's time frames realistic, anticipating needs and strengthening knowledge transfer. An understanding of some of the principles and current thinking on capacity development contributed to a better understanding of sustainability, particularly the importance of building capacity at the individual, group and organizational levels. Some of the principles and methods of transformational learning warrant more attention.

Planning for both internal and external communication is crucially important. Building a communications strategy into the Twinning Project assisted in using appropriate communications methods and sharing of knowledge.

## **10.8 COLLABORATIVE PARTNERSHIPS**

Both Canadian and South African provincial governments wanted a relationship that would be based on equality and mutual respect. Partnerships are a beginning to establishing this type of a relationship. They bring parties together to work on achieving mutual goals. . Effective partnership programs recognize that each partner contributes to, and benefits from, the partnership and respects the efforts and best intentions of each of the partners.

Adding collaboration to the partnerships model strengthens the relationship. When collaboration is added, the parties search for best solutions to problems and allow the relationship to evolve to a common purpose. Collaboration may enable both parties to achieve results that are better than what they could achieve by working alone. Participants at the *Conference on Best Practices in Public Management* endorsed this notion as one of the opportunities that the Twinning Project had created.

Collaborative relationships require personal contact, a high degree of trust, commitment, flexibility and time. They require an iterative and client-centred approach. This approach was well-suited to the Twinning Project since some tasks could only be completed through a learn -to-do by doing, iterative approach. However, better understandings of shared governance between non-profit organizations and government, as well as appropriate mechanisms to support collaborative working relationships, are required. Unless all parties are prepared to share power and work towards a common purpose, which means being flexible and stretching one's mandate, there will be tensions and jockeying for power. If power is retained by a funding or executing agency, empowerment becomes more difficult and motivation to meet the contractual obligations, particularly if they are onerous or time-consuming, is likely to be low.

## **10.9 SUSTAINABILITY**

The Twinning Project demonstrated high levels of sustainability when benchmarked against the criteria of local ownership, relevance, results, inclusiveness, partnerships, linkages and stability. The embedding of best practices into organizational systems contributes to their sustainability over time. Some practices can be, or have been, replicated at both the national and international levels. The linkages established contribute to long lasting friendships and collaborative relationships between the South African and Canadian provinces.

Collaborative relationships require not only a high degree of commitment and trust, but also the time to build both of these and to nurture and maintain them. Personal contact and iterative processes are essential aspects of building such relationships. They require

flexibility, a willingness to sacrifice control and precision for learning, empowerment and autonomy, continuity of personnel, and adequate financial resources. Over time, with staff turnover, without personal contact, and with inadequate financial support, they are likely to wither. The prospects for sustainable twinning partnerships that engage at the same level of activity as occurred throughout the Twinning Project, without reliable funding, therefore is limited. The good will engendered through the experiences will continue and provincial governments can be expected to continue to assist one another when possible. Personal relationships established will endure beyond the ending of formal relationships.

Working in another country, however, is akin to being a guest in someone else's home. To do this kind of work well requires officials with specific cross-cultural competencies. The more of these an individual possesses, the easier it will be for him or her to work in new and different situations and the faster it will be to feel comfortable and to make progress in one's work.

## **10.10 LESSONS LEARNED**

Lessons learned by those involved in the Twinning Project include those listed below. These lessons apply to relationships in public administration but may have application in other types of relationships including those in the non-profit, co-operative and voluntary sectors as well as the private sector.

### **10.10.1 Collaborative Partnerships**

Partnership agreements make it possible for all parties to the agreement to set out the conditions under which they are participating. In partnerships, agreements are important in clarifying expectations, roles, responsibilities, accountabilities and obligations. They are also an effective and transparent communications tool.

With respect to building and using partnerships, it was learned that good will and co-operation must never be taken for granted. It was learned that partnerships can take different forms and that flexibility may be required in their design and development.

Voluntary partnerships take time to develop and mature at different rates. Collaborative relationships require commitment and patience as well as a willingness to share power, resources, and results. Coaching and mentoring are extremely important in helping officials develop work plans, determine resources, and identify results.

Recognition of commitment and excellence is an important element of partnerships. Such recognition not only acknowledge the contributions of individuals but reinforces best practices being introduced. A change management plan that celebrates a partnership's achievements and recognizes the participants' efforts is required when ending a partnership. When possible it should build on the investment in the relationships and networks built over many years and foster a transition to other relationships.

Information and communication technology can be an effective and efficient tool to support the work of collaborative partnerships but it has both advantages disadvantages. Information and communication technology enables communication to occur quickly and worldwide. It provides high portability of files and access to the internet, email services and software and it provides a high degree of flexibility in project delivery. However, information and communication technology has limitations. There is still a digital divide in access to computers, software, and the internet. Staff may not be well-trained in computers or comfortable in using them. Information technology is subject to frequent upgrades and it is not perfect - it breaks down and frequently must be backed up by traditional methods.

#### **10.10.2 Provincial Twinning Relationships**

With respect to provincial twinning relationships, particularly the use of multiple twinning relationships, it was learned that a twinning project requires a project manager

and provincial co-ordinators who have diverse competencies and who are highly skilled in using them. Strong leadership on their parts is critical. As well, the funding agencies officials and monitors must be officials with relevant applied, senior level experience in the subject, relevant field experience, and have held positions in government equivalent to those of the people in both countries that they will be overseeing.

The success of a twinning project depends on high levels of commitment and high levels of co-operation by all of the participants. A twinning project requires a large amount of organization at all levels. The process is as important as the product. There are no short cuts in building relationships, developing common understandings, and reflecting on the need for the work required and the value of work completed. There must be good alignment between the core elements – goals, resources, work and activity plans, budgets, and reports – “form must follow function”.

Continuity of key role players is important in implementing provincial work plans in a timely manner. Provinces that designated both a provincial co-ordinator and a deputy provincial co-ordinator were able to maintain the pace of their work plan better when the provincial co-ordinator moved to a different position. Whenever possible, appointment of provincial co-ordinators and deputy provincial co-ordinators should be tied to positions, not people.

Advance planning is extremely important in a decentralized project, particularly when the administrative staff and provincial co-ordinators are in different time zones and different locations. The greater the security requirements that countries impose, the greater the need for advance planning and firm decision-making. The greatest amount of lead-time possible for meeting requirements must be provided so that provincial co-ordinators and officials with heavy workloads can fit the tasks required into busy schedules.

The nature of a twinning project is partnerships. In partnerships, all of the parties in the partnership must be able to contribute expertise that they have gained and opportunities for allowing this to occur must be found. Every effort must be made to use the resources

that are available to reach the maximum number of provinces with the same need. Twinning partnerships rely on predictable, stable funding to fulfill their purposes, for continuity and for stability.

Ways must be found that enable provinces to participate in the project without being overburdened by the requirements. The smaller provinces have much to offer in terms of creativity and resourcefulness. They need to be able to twin on the basis of best practices, specific components of work plans, or joint problem solving on an issue of mutual interest. Rules should not be so rigid that they require the cost of the work required to obey the rules to exceed the value of the benefit gained.

Project management tools are useful in co-ordinating a large number of participants, summarizing large volumes of detailed information and meeting reporting requirements and deadlines. However, they do not replace thinking, judgment, collaboration, and appropriate reporting. Financial information must be provided on a regular and frequent basis to the project manager and provincial co-ordinators. The financial information must be accurate, up-to-date, complete, detailed, and coded to support results-based reporting. It must be provided regularly and frequently and report commitments as well as expenditures. It should be quickly and easily accessible electronically and globally.

### **10.10.3 Knowledge Transfer and Capacity Building**

With respect to knowledge transfer and capacity building it was learned that capacity development is both a means to an end and an end in itself. In capacity development the components targeted at strengthening vary in accordance with the needs of the individual or entity. The components to be strengthened may be attitudes, values, skills, systems, competencies, practices, processes, rules, linkages, and relationships.

Adult education builds on previous learning, regardless of where the knowledge was gained. Government officials were exposed to many sources of information including that gained from colleagues, other provincial governments, the national government, the

universities, training courses, other donors and officials of other countries' governments. Not all of the capacity built within the officials of the provincial governments, therefore, could be directly attributed to only the activities of a twinning project.

Learning can occur quickly in a transformational environment, particularly if the people involved are in positions that carry with them the responsibility to lead and demonstrate change. By providing the provincial government officials with the responsibility and authority to determine their own needs, results, indicators and activities, through learning to do by doing, they strengthened their own knowledge and skills in planning, resource allocation, project management, and accountability.

#### **10.10.4 Results Based Management**

Much was also learned with respect to the application of results based management. Participants learned that results based management is a tool not a panacea. The application of results based management must be tailored to fit the context. It must also be adapted to fit capacity building in provincial governance and in a co-operative governance context. As well, in a twinning project, each province and each partnership is unique and results based management must be tailored to fit their unique situation.

Results chains can help understand cause and effect relationships and risks and risk management options. They, however, have several limitations. They are limited in capturing complex sets of circumstances, or the personal and behavioural aspects of capacity building. They are difficult to use when achievement of results depends on a variety of interlocking factors, contributors, and activities. They are limited in their ability to adequately respond to rapid changes in the environment.

They are limited with respect to adult learning because adult learning does not occur in neat, linear patterns. Trying to force fit adult learning into results chains can limit the flexibility required for "just in time learning". By trying to be too specific about results to



be achieved and linear relationships, results based management can discourage broader and interconnected thinking, planning and action. It can create delays by preventing timely additions to work plans. Too rigid an approach eliminates flexibility and discourages people from taking advantage of opportunities as they arise or responding to emerging needs. Results chains do not lend themselves to capturing spontaneity, enthusiasm, and motivation.

Reporting expectations must be realistic and take into consideration the voluntary nature of a twinning project, the availability of realistic performance indicators, and the managerial resources and competencies required to gather, assemble and present the required information. Collecting, entering, analyzing and reporting information is a task that requires good organizational and written communications skills. Emphasis on forms and formats can shift the focus to the correct use of the tools and away from the purposes, principles, and benefits of results based management.

Results based management must allow for recognizing the contributions of different parties to the achievement of the results. Governments often combine many activities, interventions and resources provided by several contributors into broader business plans with activities contributing to as many results as possible. Instead of accepting that certain results have occurred as a consequence of the actions of many role players, in results based management these results are described as “unanticipated”. Unless they are negative results, or complete surprises, they are very likely part of a broader business plan or a consequence of professional or managerial judgment.

Capacity development in people and groups often has to occur before or as part of organizational change. The emphasis on results that only measure organizational change was found to have several limitations. It limited the opportunity to document knowledge that had been gained by individuals and that managers could use in performance measurement of individuals. It limited the opportunities for human resource personnel to strengthen the competency profiles of the government’s employees. It also made it difficult for project managers and executing agencies to demonstrate progress as they

waited out the time lag between activities undertaken and organizational results to become evident.

#### **10.10.5 Local Ownership**

Leadership at the highest levels, including the most senior levels of the bureaucracy and the cabinet, contributes to high levels of ownership. If power is not shared and responsibility and authority not delegated, a project loses much of its ability to be responsive, iterative, creative and collaborative.

The reality of the planning and decision-making situation is a dynamic one. It requires all role players to accept that ownership of work plans resides in the provinces in which capacity is being built. Planning and decision-making must be flexible enough to adapt to the needs of specific situations and timely enough to be responsive to changing needs.

Identification of what might be done is the first step in developing work plans. Collaborative processes require consultation and planning process within one's own government in order to build support for the work to be done, to identify trade-offs and to finalize priorities. Time has to be allowed for these steps to take place.

Using a multi-year funding approach enabled provincial governments to determine how they wished to use their resources for the duration of the project, provided the use fall within the framework approved by the steering committee. Thus, provincial governments were able to plan for a longer term, adjust their work plans to meet emerging needs, collaborate with other provinces for efficiency, and achieve more results.

Many of the lessons identified by the participants corroborate best practices that have been identified and recommended by others including Interagency Coalition on AIDS and Development (ICAD), the *Federation of Canadian Municipalities*, The Canadian Society for International Health (CSIH), The European Union Commission, United Nations Development Programme, World Summit on Sustainable Development, United

Nations Volunteers, Office of the Auditor General of Canada, and the University of Alberta.

#### **10.11 RECOMMENDATIONS**

Based on the experience gained through the implementation of the Twinning project, the best practices examined, the insights shared by the many participants, the following recommendations are made to strengthen the twinning approach:

1. That Canadian funding agencies together with executing agencies examine the Canadian Governments Voluntary Sector Accord and its codes of good practice and implement the policies and procedures that will enable these organizations to work together more collaboratively and reduce the burden now being placed on non government organizations;
2. That the Canadian federal government negotiate a framework agreement with the Canadian provinces respecting international development to clarify expectations and establish parameters for provincial participation in federally funded international development projects;
3. That all partners clarify and agree to roles and responsibilities prior to signing contribution agreements;
4. That all information required to implement contribution agreements such as in kind policies, sustainable development requirements, the funding agencies policies and operational requirements and procedures, agreed upon reporting requirements and guidelines, and any other matter relevant to the administration of the project be provided with the agreement;

5. That funding agencies review their approaches to delegation, including their agreements, methods, and approval processes to determine whether authority as well as responsibility is being delegated and to prevent infringement on others' roles and responsibilities;
6. That the key stakeholders together decide the content, format, frequency of reporting and distribution of reports so that reports are useful to all of the stakeholders and so that reporting requirements are relevant to realistic time frames for achieving visible results and the resources available to collect data and report results;
7. That capacity building projects report results at all levels of capacity building – individual, group, organizational and if appropriate system-wide;
8. That funding agencies consider using a practitioner to practitioner approach to capacity building when it is desirable to transfer applied knowledge quickly, efficiently, and effectively;
9. That funding agencies provide sufficient resources to engage appropriate personnel to achieve the outcomes expected; and
10. That in capacity building projects, sufficient opportunities be provided for officials of recipient countries/provinces to share their knowledge, expertise and insights with their partners, formally and informally.



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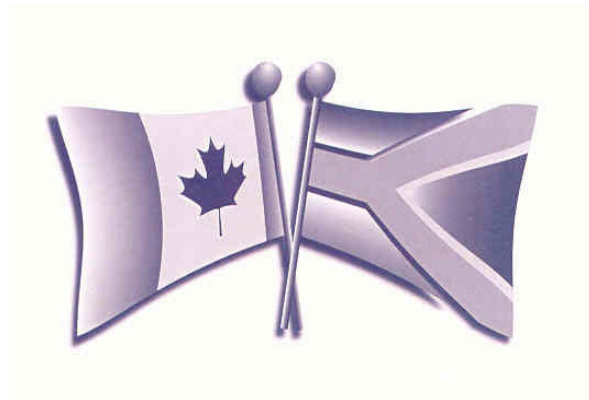
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# APPENDICES





Appendix A. Overview of the Canada South Africa Provincial Twinning Project			
Descriptive Information Relevant to the Twinning Project			
1.1. CIDA's Reference Information			
Country:	South Africa	Project Program Number:	A-030528-001
Cost Centre:	4284. South Africa	Project Period:	June 20, 2000 to June 30, 2004
Total CIDA Budget:	\$3.48 Million	Project Name:	Canada South Africa Provincial Twinning Project
1.2 Stakeholder Groups			
Executing Agency		Intended Beneficiaries	
<ul style="list-style-type: none"><li>Institute of Public Administration of Canada (IPAC)</li></ul>		<ul style="list-style-type: none"><li>South African Provincial Governments and through the governments the residents of the provinces.</li><li>Provincial Canadian governments through strengthened public services and opportunities for profiling their provinces and identifying opportunities for collaborating on matters of mutual interest and trade and investment.</li></ul>	
South African Provincial Government Partners		Canadian Provincial Government Partners	
<ul style="list-style-type: none"><li>Eastern Cape</li><li>Free State</li><li>Gauteng</li><li>KwaZulu Natal</li><li>Limpopo</li></ul>	<ul style="list-style-type: none"><li>Eastern Cape</li><li>Free State</li><li>Gauteng</li><li>KwaZulu Natal</li><li>Limpopo</li></ul>	<i>Formal:</i> <ul style="list-style-type: none"><li>Alberta</li><li>British Columbia</li><li>Manitoba</li><li>New Brunswick</li><li>Ontario</li><li>Saskatchewan</li></ul>	<i>Informal:</i> <ul style="list-style-type: none"><li>Newfoundland and Labrador</li><li>Prince Edward Island</li><li>Federation of Saskatchewan Indian Nations</li><li>Meadow Lake Tribal Council and Bands</li></ul>
1.3 Project Abstract			
<i>Project Goal:</i>			
<ul style="list-style-type: none"><li>The goal of the Canada/South Africa Provincial Twinning Project is to assist the Republic of South Africa to strengthen its capacity to provide effective governance contributing to effective and efficient delivery of government programs in South Africa.</li></ul>			
<i>Project Purpose:</i>			
<ul style="list-style-type: none"><li>The purpose or the general objective of the Project is to improve the capacity of the provincial governments of South Africa, through twinning arrangements with Canadian provinces, to increase the effectiveness of the delivery of government services which address basic human needs.</li></ul>			
<i>Rationale:</i>			
<ul style="list-style-type: none"><li>South Africa is early in its transformation to a democratic form of government from an apartheid form of government. The nine provinces were created in 1994 and require considerable strengthening to manage their central agency responsibilities and deliver programs and services. Good governance in South Africa is critical to stabilizing the country and fostering stability in the region.</li><li>South Africa is a leader in assisting surrounding countries and the African continent in strengthening responsible governance and establishing peace in troubled areas.</li><li>Canadian provinces have considerable expertise in effective and efficient public management, delivering government programs and services, and building and strengthening public services.</li><li>The Project is responsible for the management of activities and linkages between South African and Canadian provinces that facilitate the effective development of governance capacity. It supports strengthening of government systems and processes through practitioner to practitioner knowledge sharing. This knowledge sharing builds capacity in public servants, public services, government departments and provincial governments. The improved capacity of provincial governments strengthens their ability to deliver their mandates and contributes to delivering programs and services that meet citizens' basic needs and reducing poverty.</li></ul>			

<b>Appendix A. Overview of the Canada South Africa Provincial Twinning Project</b>	
<i>Alignment with Canadian Foreign Policy and Official Development Assistance Priorities:</i>	
<ul style="list-style-type: none"> <li>▪ The Twinning Project supports all three of Canada's foreign policy objectives:               <ul style="list-style-type: none"> <li>(i) The promotion of prosperity and employment;</li> <li>(ii) The protection of Canadian security within a global environment;</li> <li>(iii) The projection of Canadian values and culture.</li> </ul> </li> </ul>	
<ul style="list-style-type: none"> <li>▪ The Twinning Project supports Canada's Official Development assistance priorities, particularly two priorities:               <ul style="list-style-type: none"> <li>(i) Strengthening human rights, democracy and good governance; and</li> <li>(ii) Strengthening a country's ability to ensure its citizens are able to have their basic needs met.</li> </ul> </li> </ul>	
<i>Alignment with South African National and Provincial Government Priorities</i>	
<ul style="list-style-type: none"> <li>▪ The Twinning Project supports the following priorities of the South African governments:               <ul style="list-style-type: none"> <li>(i) Meeting basic human needs</li> <li>(ii) Developing human resources</li> <li>(iii) Building the economy</li> <li>(iv) Democratizing the state and society; and</li> <li>(v) Policy implementation.</li> </ul> </li> </ul>	

Source: IPAC. 2004: p.1.



<b>Appendix A. Overview of the Canada South Africa Provincial Twinning Project</b>			
<b>Officials of the Canada South Africa Provincial Twinning Project</b>			
<b>Name</b>	<b>Organization</b>	<b>Title</b>	<b>Role</b>
Joseph Galimberti	Institute of Public Administration of Canada	Executive Director	Chief Executive Officer of Executing Agency
Ann Masson	Institute of Public Administration of Canada	Director of the International Program	Manager of IPAC's International Program and Secretary to IPAC's International Committee
Nellie Mayshak	Institute of Public Administration of Canada	Assistant Director of the International Program	Assistant to the Manager and Responsible for Supporting the Twinning Project
Doug Dawson	Institute of Public Administration of Canada	Financial Manager	Financial support to the Twinning Project
Pia Bruni	Institute of Public Administration of Canada	Administrative Co-ordinator	Travel arrangements for project participants
Murray Kam	Canadian International Development Agency	Country Program Manager	CIDA Advisors in Hull/Gatineau
Chris Liebich	Canadian International Development Agency	Country Program Manager	CIDA Advisors in Hull/Gatineau
Steve Hallihan	Canadian International Development Agency	CIDA Counsellors	CIDA Advisors in Pretoria
Bill Gunn	Canadian International Development Agency	CIDA Counsellors	CIDA Advisors in Pretoria
Dr. Mvuyo Tom	Eastern Cape Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Nandi Sishuba – Tom	Eastern Cape Provincial Government	Chief Director of Human Resources Management	Provincial Co-ordinator
Ondela Mahlangu	Eastern Cape Provincial Government	Director of Intergovernmental Relations	Provincial Co-ordinator
Mlungisi Ncame	Eastern Cape Provincial Government	Deputy Director of Intergovernmental Relations	Deputy Provincial Co-ordinator
Khotso de Wee	Free State Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Rachel Thomas	Free State Provincial Government	Deputy Director of Human Resources and Training and Head of the Free State Training Institute	Provincial Co-ordinator

<b>Appendix A. Overview of the Canada South Africa Provincial Twinning Project</b>			
<b>Officials of the Canada South Africa Provincial Twinning Project</b>			
<b>Name</b>	<b>Organization</b>	<b>Title</b>	<b>Role</b>
Rheta Van Zyl	Free State Provincial Government	Human Resources and Training Officer	Deputy Provincial Co-ordinator
Moses Kau	Free State Provincial Government	Director , Co-operative Governance	Deputy Provincial Co-ordinator
Mogopodi Mokoena	Gauteng Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Thandi Moyo - Macum	Gauteng Provincial Government	Director of Government Relations and Protocol	Provincial Co-ordinator
Percy Molefe	Gauteng Provincial Government	Government Relations and Protocol Officer	Deputy Provincial Co-ordinator
Letlhogonolo Huma	Gauteng Provincial Government	Administrative Officer	Assistant to the Provincial Co-ordinator
Advocate R.K. Sizane	KwaZulu Natal Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
S.R.T. Koloti	KwaZulu Natal Provincial Government	Intergovernmental Affairs Officer	Provincial Co-ordinator
Arno Hibbers	KwaZulu Natal Provincial Government	Director, Intergovernmental Affairs	Provincial Co-ordinator
Tesslyn Aiyer	KwaZulu Natal Provincial Government	Deputy Director, Administration	Deputy Provincial Co-ordinator
Manching Monama	Limpopo Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Maggie Mabusa	Limpopo Provincial Government	Manager, Intergovernmental Relations and Protocol	Provincial Co-ordinator
Faith Rampola	Limpopo Provincial Government	Intergovernmental Relations and Protocol Officer	Deputy Provincial Co-ordinator
Advocate Stanley Soko	Mpumalanga Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Ben Nkambule	Mpumalanga Provincial Government	Director, Intergovernmental Relations and Protocol	Provincial Co-ordinator
Thulani Mdakane	Mpumalanga Provincial Government	Director, Intergovernmental Relations and Protocol	Provincial Co-ordinator

<b>Appendix A. Overview of the Canada South Africa Provincial Twinning Project</b>			
<b>Officials of the Canada South Africa Provincial Twinning Project</b>			
<b>Name</b>	<b>Organization</b>	<b>Title</b>	<b>Role</b>
Joe Mbenyane	Mpumalanga Provincial Government	Deputy Director, Intergovernmental Relations and Protocol	Deputy Provincial Co-ordinator
Martin Van Zyl	Northern Cape Provincial Government	Directors General	Member of the Steering Committee & Provincial Management Capacity Building Board
Dr. M. H. Hendricks	Northern Cape Provincial Government	Directors General	Member of the Steering Committee & Provincial Management Capacity Building Board
Edith Mocwaledi	Northern Cape Provincial Government	Director, Intergovernmental Relations and Protocol	Provincial Co-ordinator
Given Pieterse	Northern Cape Provincial Government	Intergovernmental Relations and Protocol Officer	Deputy Provincial Co-ordinator
Dr. Manana Bakane - Tuoane	North West Province Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Tebogo Seokolo	North West Province Provincial Government	Director, Intergovernmental Relations and Protocol	Provincial Co-ordinator
Sandi Mbu	North West Province Provincial Government	Director, Intergovernmental Relations and Protocol	Provincial Co-ordinator
Thato wa Magogodi	North West Province Provincial Government	Intergovernmental Relations and Protocol Officer	Deputy Provincial Co-ordinator
Dr. Gilbert Lawrence	Western Cape Provincial Government	Director General	Member of the Steering Committee & Provincial Management Capacity Building Board
Gayle Kaylor	Western Cape Provincial Government	Chief Director Policy and Strategic Management	Provincial Co-ordinator
Juanita Fennell	Western Cape Provincial Government	Policy and Strategic Management Officer	Deputy Provincial Co-ordinator
Julian Nowicki	Alberta Provincial Government	Deputy Minister to the Premier and Cabinet Secretary	Senior Official responsible for International Issues
Gerry Bourdeau	Alberta Provincial Government	Deputy Minister of Intergovernmental Relations	Senior Official responsible for Alberta's Participation
Nithi Govindasamy	Alberta Provincial Government	Director, Governance Office	Provincial Co-ordinator
Aniko Parnell	Alberta Provincial Government	Director, Governance Office	Provincial Co-ordinator

<b>Appendix A. Overview of the Canada South Africa Provincial Twinning Project</b>			
<b>Officials of the Canada South Africa Provincial Twinning Project</b>			
<b>Name</b>	<b>Organization</b>	<b>Title</b>	<b>Role</b>
Rockford Lang	Alberta Provincial Government	Manager, International Governance Office	Deputy Provincial Co-ordinator
Natasja Treiberg	Alberta Provincial Government	Senior Intergovernmental Officer	Deputy Provincial Co-ordinator
Andrew Wilkinson	British Columbia Provincial Government	Deputy Minister of Intergovernmental Relations	Senior Official responsible for British Columbia's Participation
Keith Ogilvie	British Columbia Provincial Government	Senior Advisor, International Relations	Provincial Co-ordinator
Aimee Botje	British Columbia Provincial Government	Policy Analyst, Intergovernmental Relations	Deputy Provincial Co-ordinator
James Eldridge	Manitoba Provincial Government	Deputy Minister to the Premier and Cabinet Secretary	Senior Official responsible for Manitoba's Participation
Diane Gray	Manitoba Provincial Government	Assistant Deputy Minister of Federal-Provincial Relations	Provincial Co-ordinator
Luci Gretchen	Manitoba Provincial Government	Director, Federal-Provincial Relations	Deputy Provincial Co-ordinator
Kevin Malone	New Brunswick Provincial Government	Deputy Minister to the Premier and Cabinet Secretary	Senior Official responsible for New Brunswick's Participation
Maggie Henderson-Davis	New Brunswick Provincial Government	Director, Intergovernmental Relations	Provincial Co-ordinator
Douglas Smith	Newfoundland and Labrador Provincial Government	Assistant Deputy Minister, Intergovernmental Affairs	Senior Official responsible for Newfoundland and Labrador's Participation
Ann Chafe	Newfoundland and Labrador Provincial Government	Senior Analyst, Social and Fiscal Policy	Provincial Co-ordinator
Marie Keefe	Newfoundland and Labrador Provincial Government	Learning and Development Officer, Treasury Board	Deputy Provincial Co-ordinator
Andromache Karakatsanis	Ontario Provincial Government	Deputy Minister to the Premier and Cabinet Secretary	Senior Official responsible for Ontario's Participation
Tony Dean	Ontario Provincial Government	Deputy Minister to the Premier and Cabinet Secretary	Senior Official responsible for Ontario's Participation
Karen Tilford	Ontario Provincial Government	Manager, Cabinet Office	Provincial Co-ordinator
Maria Cece	Ontario Provincial Government	Project Manager, Excellence and Innovation Office	Deputy Provincial Co-ordinator

<b>Appendix A. Overview of the Canada South Africa Provincial Twinning Project</b>			
<b>Officials of the Canada South Africa Provincial Twinning Project</b>			
<b>Name</b>	<b>Organization</b>	<b>Title</b>	<b>Role</b>
Mark Belfry	Prince Edward Island	Director, Policy and Planning, Development and Technology	Provincial Co-ordinator
Richard Perron	Quebec Provincial Government	Southern Africa and Middle East Division Ministry of International Relations	Provincial Co-ordinator
Dan Perrins	Saskatchewan Provincial Government	Deputy Minister to the Premier	Senior Official responsible for Saskatchewan's Participation
Judy Samuelson	Saskatchewan Provincial Government	Cabinet Secretary and Clerk of Executive Council	Senior Official responsible for Sharing Information re: Cabinet Operations
Paul Osborne	Saskatchewan Provincial Government	Assistant Deputy Minister of Government Relations and Aboriginal Affairs	Provincial Co-ordinator
Debra Jay Albus	Saskatchewan Provincial Government	Intergovernmental Officer	Deputy Provincial Co-ordinator
Brent Cotter	Saskatchewan Provincial Government	Deputy Minister, Intergovernmental Affairs and Aboriginal Relations	First Nations Liaison
Lynn Minja	Canada South Africa Provincial Twinning Project	Project Manager	Overall Manager and Co-ordinator
Carole Neilson, Regina	Canada South Africa Provincial Twinning Project	Executive Assistant to the Project Manager	Support Staff
Wynand Dreyer, UOVS, Bloemfontein	Canada South Africa Provincial Twinning Project	Student Assistant to the Project Manager	Support Staff
Louis Venter, UOVS, Bloemfontein	Canada South Africa Provincial Twinning Project	Student Assistant to the Project Manager	Support Staff
Sunette Visser, UOVS, Bloemfontein	Canada South Africa Provincial Twinning Project	Student Assistant to the Project Manager	Support Staff



Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)		
This Contribution Agreement made in duplicate		
	On:	Date:
Between	<i>Her Majesty the Queen in right of Canada</i>	
	Herein represented by the Canadian International Development Agency (hereinafter referred to as CIDA);	
	*OF THE FIRST PART *	
And	Institute of Public Administration of Canada (IPAC) 1075 Bay Street, Suite 401 Toronto, Ontario M5S 2B1	
	(Hereinafter referred to as the Organization)	
	*OF THE SECOND PART *	
WHEREAS	The Government of Canada has established contribution programs designed to support sustainable development in developing countries;	
WHEREAS CIDA	Manages a geographic program whose objective is to provide assistance to developing countries in Africa;	
AND WHEREAS CIDA	Wishes to make a contribution to the Organization under the above-mentioned program, and to define the end use of this contribution, the conditions for obtaining it, and the terms and conditions for its use;	
THEREFORE	CIDA and the Organization have reached the following agreement:	
<b>1.0</b>	<b>The Project</b>	
	1.1	The project shall comprise the Canada/South Africa Provincial Twinning Project as more particularly described in <b>Attachment A</b> , hereinafter called <i>the Project</i> .
	1.2	The Project shall not be modified without the prior written consent of CIDA.
<b>2.0</b>	<b>The Contribution</b>	
	2.1	Subject to the application of the other terms and conditions specified in this contribution Agreement CIDA shall make a contribution (hereinafter "the Contribution") to the Organization for the implementation of the Project.
	2.2	Specifically, CIDA shall pay the Organization an amount not exceeding three million six hundred thousand Canadian dollars (CN\$3,600,000), which represents the value of the costs for the Project which will be paid or reimbursed from the Contribution.
	2.3	More specifically, the Organization shall not incur expenses or undertake services which could cause CIDA's liability to exceed three million two hundred thousand Canadian dollars (CDN\$3,200,000). Upon written approval from CIDA related to the establishment and operation of a local field office, the Organization shall be entitled to invoice CIDA for related expenses not exceeding four hundred thousand Canadian dollars (CDN\$400,000) in accordance with Attachment B, paragraph 12.8 and Attachment C.
	2.4	The amount of the contribution referred to in Section 2.2 may be modified by formal amendment in accordance with article 21 Amendment
	2.5	The contribution shall be paid by CIDA in accordance with the Terms of Payment set forth in <b>Attachment B</b> .
	2.6	The Contribution, including any interest earned thereon, will be used exclusively for the budgetary purposes set forth in <b>Attachment C</b> .
	2.7	All sums advanced by CIDA as part of the contribution shall be acknowledged by a receipt from the Organization.
	2.8	Where an advance payment has been made to the Organization, the Organization shall disclose in a report, referred to in <b>Attachment A, Section 11 Reporting</b> , any incidental interest earned as being part of the contribution, and, use such interest exclusively for the budgetary purposes of the Project. For the purposes of this clause, incidental interest earned means the amount of interest earned by the Organization on the advance payment

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
		when, due to changing circumstances, the advance payment or balance thereof is no longer required to meet immediate cash flow requirements and have been invested by the Organization.
	2.9	Unless otherwise agreed to by CIDA, the Organization will contribute to the Project the amount set forth in <b>Attachments A and C</b> .
	2.10	It is understood that in virtue of an agreement to be signed between Canadian and South African partner provinces and the Organization, the Canadian and South African partner provinces will contribute to the Project the services and the amount set forth in <b>Attachments A and C</b> . In the event that the Canadian and South African partner provinces cease to contribute to the Project, CIDA and the Organization shall revise this Agreement accordingly.
<b>3.0</b>	<b>Goods and Services Tax or Harmonized Sales Tax</b>	
		The Organization shall determine whether it provides goods and services to CIDA pursuant to this Agreement and, if so, whether these goods and services are subject to the goods and Services Tax (GST) or the Harmonized Sales Tax (HST) enacted by the Excise Tax Act, R.S.C. (1985), c.
<b>4.0</b>	<b>Provincial Sales Tax</b>	
		Where the Organization determines that it provides goods and services to CIDA pursuant to this Agreement, the Organization hereby acknowledges that it shall not collect any provincial sales tax from CIDA on the said goods and services, since the Government of Canada is not subject to provincial sales tax on the goods and services provided to the Government of Canada.
<b>5.0</b>	<b>Procurement of Goods and Services</b>	
		The procurement of goods and services with the contribution or any part thereof shall be made in accordance with the Procurement Procedures set forth in <b>Attachment D</b> .
<b>6.0</b>	<b>Records</b>	
		The Organization shall maintain and retain, commencing on the effective date of this Agreement until two years after its termination, accurate records relating to Project activities and to disbursements and expenditures made against the portion of the contribution ascribed to the Project including receipts, cancelled cheques and all shipping and customs documents and other relevant documentation relating to materials, goods and services acquired by the Organization for the Project with the Contribution or any part thereof and shall have these available for financial and operational audit at the request of CIDA. The Organization will afford CIDA representatives the proper facilities required for such audit.
<b>7.0</b>	<b>Announcements and Ceremonies</b>	
		Where appropriate, the Organization will acknowledge the Contribution in any reference made by it with respect to the Project in publications, speeches, press releases or other similar matters.
<b>8.0</b>	<b>Monitoring</b>	
	8.1	The Organization shall submit, for the Minister's review and approval, the reports described in <b>Attachment A, Section 11 Reporting</b> , in the manner stipulated therein with respect to the standards established for the content, format, language, number of copies and deadlines. Unless otherwise specified in <b>Attachment A</b> and subject to the incremental cost arising from producing a document, report, etc. in accordance with paragraphs 8.2.2, 8.12.2 and 8.1.3 below being reasonable.
	8.1.1	When facilities so permit, the Organization shall produce all documents, reports, etc. in double-sided format;
	8.1.2	When copies are required under the contract, the Organization shall reproduce all documents, reports, etc. in double-sided format whenever possible; and
	8.1.3	When available and compatible with existing facilities, the Organization shall produce/reproduce documents, reports, etc. using recycled paper.



<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
	8.2	The Organization shall permit or cause to be permitted any authorized representative of CIDA reasonable access to the site/s of the Project to inspect and assess the progress of the Project. CIDA will keep the Organization informed with respect to the results of such inspections.
<b>9.0</b>	<b>Termination</b>	
	9.1	Notwithstanding anything contained in this Agreement, CIDA may at any time by notice in writing terminate this Agreement in whole or in part in which event the Organization shall have no claim against Her Majesty by reason of such termination other than payments of expenses actually committed under this Agreement to the date of such termination, less any sums previously paid on account thereof.
	9.2	If the Organization establishes that by reason of a termination under this Article exceptional hardship has resulted, then CIDA may at its discretion grant to the Organization such allowances as, in the opinion of CIDA, are warranted by the circumstances.
<b>10.0</b>	<b>Compliance</b>	
		CIDA may withhold or cancel any or all payments to be made by CIDA IN ACCORDANCE WITH Attachment B if the Organization fails to use the Contribution exclusively for the Project and in accordance with the provisions of this Agreement.
<b>11.0</b>	<b>Budget Review</b>	
		If the Government of Canada directs CIDA to proceed with a re-examination of its budget for the purpose of affecting reductions for specific financial years, this Agreement will be reviewed accordingly.
<b>12.0</b>	<b>Indemnification</b>	
		The Organization will save CIDA harmless and keep CIDA indemnified from and against all claims, demands, losses, damages, costs and expenses which CIDA may sustain or incur in consequence or arising out of the project.
<b>13.0</b>	<b>Notice</b>	
	13.1	Any notice to CIDA or to the Organization with respect to this Agreement shall be effectively given if delivered or sent by registered mail, by telegram, by telex or by facsimile (postage or other charges prepaid) addressed to CIDA or to the Organization at its address as given in this Agreement or other address designated in writing.
		<b>For CIDA:</b> <b>Address:</b> Canadian International Development Agency 200 Promenade du Portage Hull, Quebec K1A 0G4 <b>Attention: Mr. Murray Kam, Program Manager, South Africa Program</b> Telephone No.: (819) 994-0252 Facsimile No.: (819) 953-6379
		<b>For the Organization:</b> <b>Address:</b> Institute of Public Administration of Canada (IPAC) 1075 Bay Street, Suite 401 Toronto, Ontario M5S 2B1 <b>Attention: Mr. Joseph Galimberti, Executive Director</b> Telephone No.: (416) 924-8787 Facsimile No.: (416) 924-4992
	13.2	Any notice that is delivered shall be deemed to have been received on delivery; any notice sent by telegram shall be deemed to have been received when delivered by the carrier; any notice given by registered mail shall be deemed to have been received when the postal receipt is acknowledged by the other party; any notice sent by telex or by facsimile shall be deemed to have been received when transmitted.

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>14.0</b>	<b>General</b>	
	14.1	The effective date of this Agreement shall be the most recent of the dates of signature upon which this agreement is executed by CIDA and the Organization.
	14.2	No member of the House of Commons of Canada shall be admitted to any share or part of this Agreement or to any benefit to arise therefrom.
	14.3	This Agreement shall not be assigned by the Organization without the prior consent of CIDA.
	14.4	Unless sooner terminated as provided in this Agreement, this Agreement shall remain in effect until September 30, 2004 at which time any part of the Contribution remaining undisbursed will be returned, through CIDA, to the Receiver General for Canada.
	14.5	Any payment by CIDA under this Agreement is subject to there being an appropriation by the Parliament of Canada for the fiscal year in which the payment is to be made.
	14.6	CIDA and the Organization declare that nothing in the Agreement shall be construed as creating a partnership, joint venture or agency relationship between CIDA and the Organization.
<b>15.0</b>	<b>Lobbyist</b>	
	15.1	<b>In this article:</b> Person includes an individual or group of individuals, a corporation, a partnership, an organization and an association and includes any person who is required to file a return with the registrar pursuant to section 5 of the Lobbyist Registration Act R.S. 1985 C. 44 (4 <sup>th</sup> Supplement) as the same may be amended from time to time. Contingency fee means any payment or other compensation that is contingent upon or is calculated upon the basis of a degree of success in soliciting or obtaining a Government Contract or negotiating the whole or any part of its items.
	15.2	The organization certifies that it has not directly or indirectly paid or will not pay a contingency fee for the solicitation, negotiation or obtaining of this Contribution agreement to any person other than an employee of the Organization acting in the normal course of the said employee's duties.
	15.3	All accounts and records pertaining to payments of fees or other compensation for the solicitation, obtaining or negotiation of the Contribution agreement shall be subject to the provisions of the Contribution agreement. If the Organization certifies falsely under this section or is in default of the obligations contained therein, the Minister may either terminate this Contribution agreement for default in accordance with the provisions of the Contribution agreement or recover from the Organization by way of reduction of the Contribution agreement price or otherwise the full amount of the contingency fee.
<b>16.0</b>	<b>Health Protection</b>	
	16.1	It is the responsibility of the Organization to ensure, prior to their departure from Canada, that personnel assigned abroad for the purposes of the project are provided with full information on health maintenance in the country of assignment and are physically capable of performing the assigned duties in that country.
	16.2	All costs associated with the repatriation of personnel for medical reasons shall be assumed by the Organization.
	16.3	CIDA makes available through its Intercultural Training Centre information sessions relating to health matters and preventive medicine in developing countries.
	16.4	The personnel assigned abroad for the purposes of the project by the Organization are encouraged to utilize the services and materials of CIDA's Intercultural Training Centre.
	16.5	Subject to approval by the CIDA Intercultural Training Centre, the latter will pay the cost of briefing sessions and the cost of travel (except international travel) and living expenses in accordance with the Treasury Board travel directive for the Organization's personnel and their dependants attending such information sessions.
<b>17.0</b>	<b>Technical Cooperation/Technical Assistance Reporting</b>	
		Where the purpose of the Organization's activity pursuant to this Agreement is to:

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
	17.1	Increase the level of knowledge, skills, technical know-how or productive aptitude of the population of developing countries; or
	17.2	Contribute to the design and/or implementation of a capital project or program the Organization shall complete for the applicable calendar year:
	17.2.1	CIDA form 9 P entitled Project Summary Technical Cooperation/Technical Assistance Activities;
	17.2.2	For students and trainees, Schedule A, CIDA form 9A entitled Students and Trainees; and
	17.2.3	For technical cooperation and/or technical assistance personnel, Schedule B, CIDA form 9B entitled Technical Cooperation/Technical Assistance Personnel where the activities of the student, trainee or technical assistance personnel are funded in whole or in part by CIDA.
	17.3	The Organization shall forward completed forms to CIDA by the 31 <sup>st</sup> day of January of each year at the following address: Canadian International Development Agency Technical Cooperation Data Unit 200 Promenade du Portage Hull, Quebec Canada K1A 0G4 Facsimile: (819) 595-2458
<b>18.0</b>	<b>Disclosure</b>	
	18.1	The Organization shall not disclose any matters, information or documents which may come to its knowledge or possession by reason of its participation under this contribution agreement.
	18.2	The Organization shall ensure that its personnel, contractors or outside consultants are bound by the provision of this article.
	18.3	The Organization shall refrain from any action which might be prejudicial to the friendly relations between Canada and the host country.
<b>19.0</b>	<b>Anti-Corruption</b>	
		No offer, gift or payment, consideration or benefit of any kind, which constitutes an illegal or corrupt practice, has or will be made to anyone, either directly or indirectly, as in inducement or reward for the award or execution of this contract. Any such practice will be grounds for terminating this contract or taking any other corrective action as required.
<b>20.0</b>	<b>Year 2000 Warranty</b>	
	20.1	The Recipient of the contribution warrants that all hardware, software, firmware products or embedded systems provided for the purposes of the project or program, shall accurately process dates and date-related data (including, but not limited to calculating, comparing, and sequencing) from, into and between the twentieth and twenty-first centuries, including leap year calculations.
	20.2	The Recipient of the contribution warrants that date-related processing for the purposes of the project or program will not, in any way, prevent its implementation in an efficient manner prior to, during, or after the year 2000.
	20.3	The warranties contained in this clause shall have a term extending either to June 30, 2000 or to the end of the project or program, whichever is the later date.
<b>21.0</b>	<b>Amendment</b>	
		This Agreement may be amended by a formal written amendment executed by CIDA and the Organization.
<b>22.0</b>	<b>Law</b>	
		This Agreement shall be governed by and construed in accordance with the laws in force in the Province of Ontario.

Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)			
23.0	Entire Agreement		
		This Agreement together with Attachments A, B, C and D constitutes the entire Agreement between the Parties with respect to the Project.	
24.0	Authorization		
		This Agreement has been executed on behalf of the Organization and on behalf of Her Majesty the Queen in Right of Canada by their duly authorized officers.	
		<b>For Institute or Public Administration of Canada (IPAC)</b>	
		Date	
		Signature	Signature
		Name of Signing Authority	Name of Witness
		Title of Signing Authority	Title of Witness
		<b>For Her Majesty</b>	
		Date	
		Signature	Signature
		Name of Signing Authority	Name of Witness
		Title of Signing Authority	Title of Witness

Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)		
<b>ATTACHMENT A</b>		
The Project to be undertaken by the Organization shall include the following:		
<b>1.0</b>	<b>Project Background</b>	
		<p>In 1992 Nelson Mandela requested Canada to assist the Democratic Movement in South Africa (SA) to prepare to govern the country following the elections scheduled for 1994. By the end of 1992 a \$4.6 million Project had been planned that would respond to the immediate technical assistance needs of the Democratic Movement and would assist the post-election government to improve its capacity to govern. The International Development Research Centre (IDRC) became the executing agency for this Project, which was called the Policy Support Project. In 1996, the Project was renewed for a second phase with a budget of \$9.8 million and was called the Governance Support Project (GSP), also known as the Programme on Governance.</p> <p>The technical assistance/capacity building activities of the GSP have changed over time. Initially, the focus was on preparation of the transitional constitution and the structure and policies of the transitional government. After the 1994 elections, the GSP put more emphasis on improving the capacity of the state to govern. The GSP's current areas of interest are: inter-governmental fiscal arrangements and inter-governmental relations generally; machinery of government; and improvement of the legislative process and knowledge of administration of legislatures in the provinces.</p> <p>A key operating principle of the GSP has been to make the technical assistance "practitioner" based rather than "consultant" based meaning that the GSP has relied almost entirely on drawing Canadian technical expertise from federal and provincial government departments. At the provincial level, this led to the formation of the twinning arrangements.</p> <p>There are currently six twinning arrangements although not all have been formalized through an actual Memorandum of Understanding (MOU) and some are considerably</p>

**Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)**

**ATTACHMENT A**

		<p>more active than others. These twinings are: Saskatchewan/Free State; New Brunswick/Northern Cape; Manitoba/North West Province; Alberta/Mpumalanga; British Columbia/Eastern Cape; Ontario/Gauteng. In general, the GSP has paid only the direct expenses of specific technical assistance/ capacity building activities. Canadian federal and provincial governments have generally contributed the time of their personnel during short-term assignments. It was recently estimated that the cumulative imputed value of this contribution is equivalent to approximately 24 person years.</p> <p>The Governance Support Project will close as of July 31, 2000. A new Project, the Canada/South Africa Provincial Twinning Project, will support the continuation of Canada/South Africa provincial twinning activities. It is fully consistent with, and directly supports the programming priorities established for the governance component of CIDA's bilateral program for South Africa.</p>
<b>2.0</b>	<b>Goal</b>	
		<p>The goal of the Canada/South Africa Provincial Twinning Project ("the Project") is to assist the Republic of South Africa to strengthen its capacity to provide effective governance contributing to effective and efficient delivery of government programs in South Africa.</p>
<b>3.0</b>	<b>Purpose</b>	
		<p>The project will continue to support the current successful twinning arrangements established between certain provinces of South Africa and Canada. The Project itself is basically the management of capacity building activities and linkages between South Africa and Canadian provinces to facilitate the effective development of governance capacity by supporting senior staff from each country to work together on a practitioner to practitioner basis, both in South Africa and Canada. The renewed program will be conducted through the interaction of executive-level public servants to support capacity building and the improvement of government systems and process.</p> <p>The improved ability of governments to deliver their mandates will assist governments in reducing poverty and delivering basic needs and services to citizens.</p> <p>The purpose or the general objective of the Project is to improve the capacity of the provincial governments of South Africa, through twinning arrangements with Canadian provinces, to increase the effectiveness of the delivery of government services which address basic human needs.</p>
<b>4.0</b>	<b>Intended Results</b>	
		<p>The achievement of the Project's purpose would result in the following outcomes:</p>
		<p>1) South African (SA) provinces allocate and manage provincial resources with greater efficiency.</p>
		<p>2) The population, especially the poorest groups, living in participating South African provinces would receive more effective government services, especially health, education, welfare and employment services.</p>
		<p>The expected outputs of the Project are as follows:</p>
		<p>1) Improved financial and operational systems, procedures, organizational structures introduced by "twinning" SA Provinces.</p>
		<p>2) SA provincial officials trained in effective resource management and program delivery mechanisms.</p>
		<p>3) Activities through established twinning arrangements between specific provinces of SA and Canada have more structure and focus.</p>

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>ATTACHMENT A</b>		
		These initial statements of outcomes and outputs will be subject to an annual strategic review exercise that will produce and update a project performance review framework.
<b>5.0</b>	<b>Project Description</b>	
		<p>The Project is intended to last approximately four years from the date of signing of this Contribution Agreement. The Project will focus on supporting the provincial twinning arrangements that have been established through the first two phases of the Governance Support Project. However, the approach to overall project management will be modified to increase the role of the provincial participants in linking activities to specific results.</p> <p>The Project will be responsive to the requirements of the SA provinces, but not in an “ad hoc” fashion. The Project will be iterative and work plans will be prepared based upon a planning process undertaken by the Canadian and SA provinces on an annual basis. The South African and Canadian partners together will set the direction of the Project with the Organization, the Institute of Public Administration of Canada (IPAC), acting as coordinator and facilitator of the process. In line with the South African Government’s priorities, during the first year of implementation, the South African provinces will define their strategic capacity building needs, based upon their provincial strategies for poverty reduction.</p> <p>The Project will also facilitate new twinning arrangements between SA and Canadian provinces once the respective provinces have agreed to cooperate. SA provinces that wish to pursue new twinning arrangements with Canadian provinces will be invited to participate in Project planning and review discussions. Capacity building activities under new twinings must be accommodated within the established project budget.</p> <p>At the outset, once provincial level activities are defined in consultation with the South African and Canadian Provinces, IPAC will prepare a detailed work plan for the overall Project which will include the work plan and performance measurements framework for each established twinning as well as for other activities of the Project. These other activities will include general briefings, workshops, and integrating support for new twinning arrangements when requested by provinces that are not currently twinned. This overall work plan will be reviewed annually through a strategic planning process involving all the Project partners. The strategic planning process will allow the participating provinces to finalize and agree on a performance measurement framework having target results and indicators against which Project performance will be measured.</p> <p>Project activities will include technical assistance, training, study tours, workshops, seminars, etc. CIDA’s contribution will be a maximum of \$3.6 million over a four-year period – Years 2000/2001 to 2004/2005. In addition to the costs of project management and overheads, CIDA’s contribution will pay the actual expenses of training, study tours, workshops, seminars, project-related travel, and short term technical assistance to supplement the expertise of IPAC or the Canadian provincial partners.</p> <p>IPAC will investigate different options for field level Project management to find a good balance between Project administration costs, its coordination responsibilities, and the desire of the South African provinces for full time Canadian presence in the field. The Project budget includes \$400,000 to cover the establishment and operation of a local office. However, these funds will not be released by CIDA until a final decision is reached on the need for a local office and a detailed outline of estimated costs is provided by IPAC.</p> <p>The Canadian and South African Provinces shall make in-kind contributions to the Project in an amount of \$1,400,000 and \$400,000 respectively and IPAC’s contribution shall be in the amount of \$2,400, bringing the Total Project Budget to \$5,402,400. More specifically, the partner provinces in South Africa and Canada will contribute the time (salary and related costs) of their own staff who will be participating in Project activities. In addition, the Canadian and South African provinces may be required to pay part of direct Project expenses (for instance a portion of travel expenses) if the cost of additional activities</p>

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>ATTACHMENT A</b>		
		arising out of new twinings exceeds the annual Project contribution. IPAC's contribution shall consist of complimentary membership for the Director Generals of each Canadian Province involved (6 provinces) which includes a quarterly academic journal, discount on other IPAC's publications and a reduced fee for their annual conference. Project funds will not pay the travel expenses for Canadian or South African provincial ministers and their personal staff.
	<u>Program Delivery Mechanisms</u>	
		<p>Capacity building activities within the framework of the provincial twinings will be delivered through a variety of mechanisms, as follows:</p> <ul style="list-style-type: none"> <li>▪ Short term exchange visits of officials between Canada and South Africa in sectors relevant to the requirements identified by the South African partners;</li> <li>▪ Technical advice and support by Canadian practitioners (short-term technical assistance) and experts in the field of governance;</li> <li>▪ Workshops seminars and conferences organized in South Africa and Canada, and engaging top expertise available within the Canadian practitioner community in the subject field;</li> <li>▪ Group interchanges, group visits, and study programs sponsored and organized by the program in South Africa and Canada;</li> <li>▪ Visits to South Africa by individual Canadian practitioners and experts to work directly with South African counterparts in specialized areas; and</li> <li>▪ Visits to Canada by individual South African practitioners to work directly with Canadian provincial counterparts in specialized areas.</li> </ul>
<b>6.0</b>	<b>Scope of Work</b>	
		An overview of the work breakdown structure for the Project follows. Detailed activities to be undertaken during the life of the Project will be further elaborated on an iterative basis in annual work plans and semi-annual reports.
		<u>UBS 100 – Support to Provincial Linkages</u> <ul style="list-style-type: none"> <li>▪ 110 Workshops, seminars and conferences I n South Africa;</li> <li>▪ 120 Technical assistance, support and advice on request; and</li> <li>▪ 130 Missions and ex changes by South African and Canadian officials</li> </ul>
		<u>WBS 200 – Project Management</u> <ul style="list-style-type: none"> <li>▪ 210 Inception mission and report;</li> <li>▪ 220 Annual work plans and budgets;</li> <li>▪ 230 Annual strategic planning and management meetings;</li> <li>▪ 240 Financial and progress reporting; and</li> <li>▪ 250 End of Project progress and financial report.</li> </ul>
<b>7.0</b>	<b>Management Strategy</b>	
		Project implementation will be managed y the Institute of Public Administration of Canada (IPAC), under the overall direction of IPAC's Executive Director. IPAC will be fully accountable to CIDA for all administrative, financial and substantive elements of the project. IPAC will appoint a full time Project Manager following consultation with CIDA. The Project Manager will work directly with the participating provinces, but with administrative support provided by IPAC.



**Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)**

**ATTACHMENT A**

		<p>Two options for field level project management are being considered. IPAC has proposed an option whereby the Project Manager will spend a total of about six months annually in South Africa. This option will serve as the initial operational model for Project management. However, following consultations with the provincial participants and initial strategic planning, IPAC may propose to CIDA to adopt option two which would establish and operate a Project office in South Africa. Funds have been reserved in the Project budget to support option two should it be pursued.</p> <p>In either case, the responsibilities of the Project Manager will be essentially the same, including, amongst other things, to assist the provinces in the development of work plans, focusing and refining the terms of reference for technical exchanges, advising on how best to undertake specific projects, planning and preparations for workshops and conferences, monitoring the implementation of activities and re-establishing relationships when individuals or governments change. He/she will be responsible for report writing, and for the coordination and arrangements for Project Steering Committee (PSC) meetings. The role of IPAC office (Canada) will be to provide quality control assurance, financial administration and logistical support.</p> <p>The Project will be responsive to circumstances and priorities in South Africa, but not in a totally "ad hoc" manner. Each provincial twinning will be required to develop a strategic work plan, which, depending on the circumstances, will cover one or more years. These work plans will be updated annually to allow each twinning to evolve in step with the development realities in South Africa.</p> <p>IPAC will submit annual work plans and budgets, semi-annual progress reports and financial reports of the Project (quarterly or as otherwise required). In light of the rapidly changing institutional environment in South Africa, these reports, taken together, will provide a complete update on Project strategy, direction and current issues, as well as financial status and activity plans. Ongoing contact will be maintained between IPAC headquarters, the Project Manager, the Canadian High Commission in Pretoria, and the responsible CIDA Project Manager by e-mail and by quarterly conference calls.</p>
<b>8.0</b>	<b>Project Steering Committee (PSC)</b>	
		<p>There is no single South African organization to partner with CIDA to oversee the implementation of the Project. In fact there are six (currently) recipient partners (the South Africa provinces) and six (currently) Canadian counterparts who participate in Project activities.</p> <p>Previous phases of the Project, which in fact had many, but no main, institutional participants, did not include any partners on the Project Steering Committee. This Project will not use this approach. However, it is not presently clear how the Project Steering Committee, given a total of 14 partners, should be organized on a practical level, i.e. to insure effective participation at reasonable cost. For instance, the PSC meeting might be timed to coincide with a Director Generals' meeting in SA, or with an inter-provincial conference in Canada, or each group of provinces might select one or two representatives to attend the PSC rather than each province having a representative. During the inception mission, IPAC will develop a proposal based upon consultations with the provinces, which will be submitted to CIDA for approval.</p> <p>Until a broader based steering committee is constituted, the Project will be overseen by a management committee consisting of the CIDA Project Manager and the IPAC Project Manager respectively. This committee will meet (by conference call) quarterly to discuss project directions and strategy, and to review the financial and operational status of the Project.</p>



Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)		
ATTACHMENT A		
9.0	Responsibilities	
	The following are responsibilities of Project participants:	
	9.1	<u>CIDA</u> <ul style="list-style-type: none"> <li>▪ To execute an Exchange of Letters with the Government of South Africa respecting the Project;</li> <li>▪ To provide funding to the Project in accordance with the terms of the Contribution Agreement;</li> <li>▪ To provide a representative to the Project Steering Committee; and,</li> <li>▪ To review and respond to financial and progress reports in a timely manner;</li> <li>▪ To monitor and evaluate implementation, disbursements, progress and results;</li> <li>▪ To monitor, on a yearly basis, the financial risks associated with this agreement, in conjunction with CIDA's Financial Risk Assessment Unit.</li> </ul>
	9.2	<u>IPAC</u> <ul style="list-style-type: none"> <li>▪ To sign agreements with partner provinces (Canadian and South African) covering their roles, responsibilities and contribution to the Project;</li> <li>▪ To provide in-kind contributions to the Project and provide estimates of their value for reporting purposes;</li> <li>▪ To effectively manage and implement the Project in accordance with the terms of the Contribution Agreement;</li> <li>▪ To document and monitor the progress, effectiveness and outputs of capacity building activities;</li> <li>▪ To provide reports on activities, financial status and plans in accordance with the Contribution Agreement;</li> <li>▪ To provide a representative to the Project Steering Committee; and</li> <li>▪ To support any audits, evaluations or other reviews initiated by CIDA.</li> </ul>
	9.3	<u>South African National Government</u> <ul style="list-style-type: none"> <li>▪ To sign an Exchange of Letters with the Government of Canada concerning the Project.</li> </ul>
	9.4	<u>Project Steering Committee</u> <ul style="list-style-type: none"> <li>▪ To meet at least annually to review and approve overall Project direction and strategy, and to review financial and operational issues and status; and</li> <li>▪ To meet as required to review and approve significant changes in direction and strategy arising from unforeseen circumstances or events which take place between regular meetings of the Steering Committee.</li> </ul>
	9.5	<u>South African Provincial Governments (each)</u> <ul style="list-style-type: none"> <li>▪ To designate a provincial coordinator to be the main contact for the Project Manager;</li> <li>▪ To sign an agreement with IPAC;</li> </ul>

Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)				
ATTACHMENT A				
		<ul style="list-style-type: none"><li>▪ To develop, in conjunction with their Canadian partner, a results based framework covering the Project period and annual work plans which identify specific activities;</li><li>▪ To provide in-kind and possibly direct financial contributions to the Project, and provide estimates of their value for reporting purposes;</li><li>▪ To support any audits, evaluations or other reviews initiated by CIDA; and</li><li>▪ To participate in Project Steering Committee meetings.</li></ul>		
	9.6	<u>Canadian Provincial Governments (each)</u> <ul style="list-style-type: none"><li>▪ To designate a provincial coordinator to be the main contact for the Project Manager;</li><li>▪ To sign an agreement with IPAC;</li><li>▪ To assist their South African partner, to prepare a results based framework covering the Project period and annual work plans which identify specific activities;</li><li>▪ To provide in-kind and possibly direct financial contributions to the Project, and provide estimates of their value for reporting purposes;</li><li>▪ To support any audits, evaluations or other reviews initiated by CIDA; and</li><li>▪ To participate in Project Steering Committee meetings.</li></ul>		
10.0	Monitoring and Control			
		<p>IPAC will ensure that reports are prepared on each capacity building activity and that these reports are retained for the purposes of Project monitoring and performance assessment.</p> <p>Project monitoring and control will be exercised by CIDA through the ongoing review of Project reports, participation in the annual (or more frequent as required) Project Steering Committee meetings, and regular and ongoing contacts with IPAC through e-mail, conference calls and meetings. Project activities will also be subject to all of IPAC’s normal internal controls for financial and operational administration and internal audit.</p> <p>Project monitoring will also be conducted through the use of a Project performance review framework. The purpose of this framework will be to establish an ongoing process for the measurement of the outputs and outcomes of Project activities in relation to stated Project objectives. IPAC will review and revise the initial framework, in consultation with CIDA and the provincial participants, and submit the revised framework for approval to the first meeting of the Project Steering Committee. The performance review framework will be a dynamic measurement tool that will be updated annually and reviewed by the Project Steering Committee.</p>		
11.0	Reporting			
	<p>The specific reporting requirements for this Project are as given below. It should be noted that reports 3 and 4 above should be submitted to the Project Steering Committee for review.</p> <p>This would suggest that the annual PSC meeting should be held in late April or May of each year.</p>			
		Report	Frequency	Preparation
		1. Report of the Inception mission.	2 months after first field visit.	IPAC

**Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)**

<b>ATTACHMENT A</b>				
		<b>Report</b>	<b>Frequency</b>	<b>Preparation</b>
		2. Provincial strategic plans.	6 months after CA signed.	Provinces & IPAC
		3. Annual work plan and budget – an overview of planned activities and estimated costs, by quarter, for each WBS element.	Within four weeks of the start of each fiscal year	IPAC
		4. Semi-annual progress report – a report by WBS element on each Project activity completed during the period, including Project expenditures, with an overview of planned or anticipated activities for the upcoming period, including estimates of expenditures. The last report in the financial year will include a section on problems and issues, as well as a review of results.	Within four weeks of the end of the period being reported.	IPAC
		5. Financial report (quarterly or as otherwise required) – a review of project expenditures by Budget Category as per Attachment C, referenced to the annual budget with variance analysis, and a projection for the upcoming period. Requests for Project advances will normally be submitted with this report.	Within four weeks of the end of the period being reported on.	IPAC
		6. Performance review framework.	To be revised and approved within the first twelve months of the Project and reported on annually in the final progress report of each year of the Project.	IPAC & Provinces & CIDA
		7. End of Project report – a detailed report of activities completed during the Project. This report will include a specific section on results from the Project. It will also highlight problems encountered and lessons learned during the Project, and make recommendations for the implementation of future projects of this type. A detailed financial report on Project expenditures versus budget (with variance analysis) will also be included.	Within three months after the end of the Project.	IPAC

Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)		
ATTACHMENT A		
12.0	Evaluation and Audit Plans	
		<p>The performance of the Project will be monitored continuously by CIDA, IPAC, and the Project Steering Committee. Should it become evident that the Project is encountering serious problems, or that it is proving difficult to demonstrate performance, CIDA may decide to conduct a formal review of the Project. IPAC and the provincial participants will be advised of this at least 1 month in advance of any field mission.</p> <p>CIDA will conduct a mid-term review of the Project at the end of year three should there be a strong indication by that time that the Project should be renewed for another phase. Otherwise, CIDA will conduct an overall review of the Project at the end of year four. The main focus of such reviews will be on actual performance and results as compared to the approved Project and twinning results based frameworks.</p> <p>No formal evaluation of this Project is currently planned. However, during the next four years, it is likely that CIDA will commission a formal impact assessment of CIDA's support for governance reform in South Africa between 1990 and 2000, and this Project, since it will support the continuity of governance reforms initiated during those years, will be included in that assessment.</p> <p>CIDA may, at its discretion, undertake a financial audit of the Project at any time during the life of the project. In any case, CIDA will conduct a financial audit near the end of the fourth year.</p>
13.0	Subcontracting and Procurement	
		<p>There is scope for limited procurement activities within the Project, as well as subcontracting, particularly for administrative/logistical support to missions, visits and study tours to Canada, for short term technical expertise and to establish and operate a project office in South Africa. For subcontracting and procurement, the Organization shall follow the procedures established in CIDA's Procurement Handbook for Goods and Related Services, in accordance with Attachment D Procurement of goods and services. All such activities will be reported on in Project reports.</p>

Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)		
ATTACHMENT B		
		<p>For undertaking and implementing the Project to the satisfaction of CIDA, and for the budgetary purposes referred to in Attachment C, the Contribution will be paid on the following basis:</p> <p>For the purposes of applying section 3 of the Articles of Agreement, the amount of GST or HST, if any, that the Organization shall collect from CIDA and that CIDA shall remit to the Organization pursuant to the <i>Excise Tax Act</i>, shall be indicated separately on requisitions for payment, financial reports or other documents of a similar nature that the Organization submits to CIDA.</p>
1.0	Basis of Payment	
		<p>The Organization shall not knowingly or implicitly include any provision for profit in the calculation of salaries, benefits, overhead and all other costs in the Basis of Payment, nor shall the Organization knowingly or implicitly invoice CIDA for any form of profit; with the sole exception of provision for any payments to a for-profit entity in which the Organization has no direct or indirect interest.</p>

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>ATTACHMENT B</b>		
	1.1	<u>Personnel in Canada and on Short-Term Assignment Abroad (less than 12 consecutive months)</u>
	1.1.1	The Actual annual Salary paid by the Organization for its Personnel assigned to the Project for the portion of the time directly attributable to the performance of the services. The actual daily salary rate shall be calculated by dividing the actual annual salary by 260 days and shall be based on a workday of seven and one-half (7.5) hours in Canada to a limit of five (5) days per week and on a calendar day in the field to a limit of six (6) days per week. CIDA shall pay for time actually worked. The time chargeable shall not exceed thirty-seven and one-half (37.5) hours per week in Canada and six (6) days per week in the field unless previously authorized in writing by the CIDA Representative. The rate for less than one (1) day shall be calculated by dividing the actual daily salary by no less than seven and one half (7.5) hours and multiplying the result by the number of hours actually worked during the day.
	1.1.2	A mark-up of 25% on the actual daily salaries paid in accordance with paragraph 2.2.2 above as an allowance toward the cost of the fringe benefits (including paid and time-off benefits).
	1.1.3	An interim park-up of 30.273% of the sums paid under paragraph 1.1.1 and 1.1.2 above as an allowance toward overhead costs. This overhead rate may be subject to downward adjustment pending revision and acceptance by CIDA of a revised overhead rate to be submitted by the Organization in accordance with CIDA's Overhead Rate Policy for contribution agreements and non-competitive service contracts using the Organization's audited or reviewed financial statements for the period ending December 31, 1999. The revised overhead rate may only apply if accepted by CIDA and if so, will take effect on the date of signature of this Contribution Agreement. If the revised overhead rate exceeds 30.273%, the rate of 30.273% shall remain in effect for the duration of this Agreement.
	1.2.	<u>Canadian Subcontractors</u>
	1.2.1	For Canadian Subcontractors, engaged on a competitive basis, unless otherwise justified, for the performance of any part of the services described in Attachment "A", the actual all-inclusive per diem fees paid to Canadian Subcontractors by the Organization. The engagement of Canadian Subcontractors in accordance with this paragraph shall be approved in advance by CIDA.
	1.2.2	For non competitive engagement, the Organization shall present to CIDA, for approval, the all-inclusive per diem fees requested by the Subcontractors. CIDA shall review the proposed all-inclusive per diem fees in accordance with CIDA's policy on fee determination for non-competitive service contracts.
	1.2.3	The per diem fees shall be paid for each day spent directly on the performance of services described in Attachment "A", based on a workday of a minimum of seven and one half (7.5) hours in Canada, to a limit of five (5) days per week, and a calendar day in the field, to a limit of six (6) days per week unless previously authorized in writing by CIDA.
	1.2.4	CIDA shall pay for time actually worked. The rate for less than one (1) day shall be calculated by dividing the all-inclusive per diem fee by seven and one-half (7.5) hours and multiplying the result by the number of hours actually worked during the day.
	1.3	<u>Local Subcontractors</u>
	1.3.1	For Local Subcontractors, engaged on a competitive basis, unless otherwise justified, who are engaged to perform any part of the services described in Attachment "A", the actual all inclusive per diem fees paid to Local Subcontractors by the Organization. The engagement of Local Subcontractors in accordance with this paragraph shall be approved in advance by CIDA and the Local Subcontractors' fees shall be established in accordance with local market rates.
	1.3.2	The per diem fees shall be paid for each day spent directly on the performance of services described in Attachment "A", based on a calendar day in the field to a limit of six (6) days per week unless previously authorized in writing by CIDA.

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>ATTACHMENT B</b>		
	1.3.3	CIDA shall pay for time actually worked. The rate for less than one (1) full working day shall be calculated by dividing the all-inclusive per diem fee by seven and one-half (7.5) hours and multiplying the result by the number of hours actually worked during the day.
	1.4	<u>Fee Increases</u>
	1.4.1	Subject to paragraphs 1.4.2, 1.4.3, and 1.4.4, the rates specified in paragraphs 1.1.1 and 1.8.1 a) may be increased annually on the contract anniversary date.
	1.4.2	The effective date of the annual increase specified in paragraph 1.4.1 shall be: 1) The date identified in paragraph 1.4.1; or 2) If the date specified in paragraph 1.4.1 has passed, the date of the first workday for which the Consultant invoices CIDA at the increased rate.
	1.4.3	CIDA not accept a payment request which invoices the rate increase, or rate differential, for workdays previously billed at a former rate.
	1.4.4	The maximum allowable rate of increase shall be in accordance with CIDA's policy on Annual Fee Increases under Multi-Year Contracts or Contribution Agreements. The Consultant shall confirm the allowable rate of increase with the CIDA Representative prior to submitting an invoice at an increased rate.
	1.5	<u>Direct Costs- Travel – Canada Based Staff</u>
	1.5.1	The actual cost of airfares and accommodation, meals, transportation and other related expenses in accordance with the Treasury Board Travel Directive for the Personnel in Canada and on Short-Term Assignment Abroad and Canadian Subcontractors.
	1.6	<u>Direct Costs-Field activities and related local expenses</u>
	1.6.1	The actual cost of local travel, as approved by CIDA, including airfares and accommodation, meals, transportation and other related expenses not to exceed the Treasury Board Travel Directive.
	1.6.2	The actual local cost of communications and production/reproduction of documents directly related to the Project.
	1.6.3	The cost of all other reasonable and justifiable project related local expenses subject to prior approval of the CIDA Representative.
	1.7	<u>Project Implementation Expenses – Capacity Building Activities</u>
	1.7.1	All necessary, reasonable and justifiable expenses arising from capacity building activities, as approved by CIDA, such as, but not limited to:
		1) Training services and all other services directly related to workshops, short courses, study tours, seminars and conferences in accordance with local market rates;
		2) The actual cost of renting facilities;
		3) The actual cost of international and local travel expenses, not exceeding the Treasury Board Travel Directive. In particular, the travel entitlements of officials of Canadian and South African participating provinces may be in accordance with the travel regulations of their respective employing province, as long as those entitlements are not more costly than what the Treasury Board Travel Directive allows for Canadian federal government employees. Travel entitlements under the Treasury Board Travel Directive represent the maximum permitted. However, travel expenses of Canadian and South African provincial ministers and their personal staff will not be paid by the project;
		4) The actual cost of production/reproduction of documents, office supplies and communications;
		5) The actual cost of the procurement of material and equipment in accordance with Attachment D Procurement of Goods and Services; and,
		6) All other related expenses, as approved by CIDA.
	1.7.2	The following section represents an optional category of services and expenses related to

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>ATTACHMENT B</b>		
		the establishment and operation of a local field office, which might occur only upon recommendation by IPAC and following written acceptance by CIDA. Therefore, IPAC shall not incur expenses or undertake services, under this section, until IPAC receives written approval by CIDA as per article 2.2 of the Articles of Agreement and Attachment C.
	1.7.2.1	<u>Canadian Personnel on Long-Term Assignment Abroad (More than 12 Consecutive months)</u>
		1) The actual annual salary paid by the Organization for the Project Manager's services for the portion of the time directly attributable to the performance of the services. The actual daily salary rate shall be calculated by dividing the actual annual salary by 260 days and shall be based on a workday of seven and one-half (7.5) hours to a limit of five (5) days per week. CIDA shall pay for time actually worked. The time chargeable shall not exceed thirty-seven and one-half (37.5) hours per week unless previously authorized in writing by the CIDA Representative. The rate for less than one (1) day shall be calculated by dividing the actual daily salary by no less than seven and one half (7.5) hours and multiplying the result by the number of hours actually worked during the day.
		2) A mark-up of 25% on the actual daily salaries paid in accordance with paragraph 1.8.1a) above as an allowance toward the cost of the fringe benefits (including paid and time-off benefits).
		3) An interim mark-up of 30.273% of the sums paid under paragraph 1.8.1a) and 1.8.1b) above as an allowance toward overhead costs. This overhead rate may be subject to downward adjustment pending revision and acceptance by CIDA of a revised overhead rate to be submitted by the Organization in accordance with CIDA's Overhead Rate Policy for contribution agreements and non-competitive service contracts using the Organization's audited or reviewed financial statements for the period ending December 31, 1999. The revised overhead rate may only apply if accepted by CIDA and if so, will take effect on the date of signature of this Contribution Agreement. If the revised overhead rate exceeds 30.273%, the rate of 30.273% shall remain in effect for the duration of this Agreement.
	1.7.2.2	<u>Direct Costs – Allowances and Expenses for Canadian Personnel on Long-Term Assignment Abroad (More than 12 Consecutive Months)</u>
		Upon written approval by CIDA, unless specified otherwise, the expenses and benefits for the Project Manager hired to be on long-term assignment in the field (twelve consecutive months or more) shall be paid in accordance with CIDA's Manual for Executing Agencies, CIDA's Management of Overseas Personnel, as may be amended from time to time.
	1.7.2.3	<u>Direct Costs-Field Office and Related Local Expenses</u>
		1) The actual cost of salaries and fringe benefits for locally-engaged support staff, as approved by CIDA, in accordance with local market rates.
		2) The actual cost of local travels, as approved by CIDA, including airfares and accommodation, meals, transportation and other related local expenses not to exceed the Treasury Board Travel Directive.
		3) The actual cost of communications and production/ reproduction of documents directly related to the Project.
		4) The actual and reasonable cost of office rental, maintenance, utilities and supplies.
		5) The cost of all other reasonable and justifiable project related local expenses subject to prior approval of the CIDA Representative.
<b>2.0</b>	<b>Method of Payment</b>	
	2.1	Upon entry into force of the Agreement and the reception from the Organization of



<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>			
<b>ATTACHMENT B</b>			
		notification of the location and number of the bank account established by the Organization solely for the purposes of the Project and of a formal request for an advance to cover activities during inception mission and initial consultations with the South African and Canadian participating provinces. CIDA shall make a first accountable advance, not exceeding fifty thousand Canadian dollars (CDN\$50,000) to the Organization.	
	2.2	Upon receipt and acceptance by CIDA of a detailed report of the inception mission and initial consultations with the South African and Canadian participating provinces, a statement of expenses related to this report, and a detailed disbursement forecast for the next two months, CIDA shall make a second accountable advance, not exceeding one hundred and twenty-five thousand Canadian dollars (CDN\$125,000) to the Organization.	
	2.3	CIDA shall make further accountable advances to the Organization, on a quarterly basis, or as otherwise required, upon receipt and acceptance by CIDA of a detailed disbursement forecast covering the next three (3) months of the Project, or as otherwise required, and upon receipt and upon receipt and acceptance by CIDA of a detailed accounting of expenditures related to previous advances, in a format approved by CIDA, as per attachment "A", Section 11, Reporting.	
	2.4	Forecasts should only cover activities that will be undertaken during the period specified in the forecast and reflect the realistic needs of the Project.	
	2.5	Any request for an accountable advance shall not exceed one hundred and twenty-five thousand Canadian dollars (CDN\$125, 000). There shall not be more than two advances outstanding at any given time and the total amount outstanding shall not exceed two hundred thousand Canadian dollars (CDN\$200,000), at any given time.	
	2.6	Any underutilization of previous advances shall be reconciled by adjustments in the amount of subsequent advances.	
	2.7	The Organization shall maintain the advance funds in a separate interest bearing account. The interest earned on these advance funds shall be reported to CIDA in the Project financial reporting referred to in Section 11 of Attachment A. Any interest earned on advance funds deposited in this account shall be used for the Project's purposes.	
	2.8	At the end of the Project, the Organization shall submit to CIDA a final audited report including a detailed summary of all expenses incurred. Any amounts advanced or paid to the Organization in excess of such incurred expenses shall be immediately reimbursed to the Receiver General for Canada.	
	2.9	All detailed disbursement forecast and detailed accounting of expenditures or other reports requested by CIDA shall be submitted by the Organization at the address set out in paragraph 2.10 and shall indicate the following codes:	
		Agreement:	7009238
		WBS Element:	A-30528-001-PR1
		GL/CC/Fund:	52302/4284
		Vendor:	1002731
	2.10	All payment requests and similar documents shall be sent to CIDA at the following address: Southern Africa Division (BFO) Africa and Middle East Branch Canadian International Development Agency Place du Centre, 10 <sup>th</sup> Floor 200 Promenade du Portage Hull, Quebec K1A 0G4	
	2.11	All costs incurred under this Contribution Agreement may be subject to audit, at the discretion of CIDA, by CIDA's designated audit representative.	
	2.12	Cheques in Canadian dollars will be sent by CIDA to the Organization to the address indicated in paragraph 13 of the Articles of Agreement.	



**Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)**

**ATTACHMENT C**

1.0	<b>Estimated Disbursement Schedule</b>	
	1.1	The Contribution and all other contributions hereinafter set forth shall be used exclusively for the Project and the Estimated Budget, and shall be disbursed in accordance with the Estimated Disbursement Schedule. (Table Below).
	<b>GST, HST and Provincial Sales Tax</b>	
	1.2	Notwithstanding any other terms and conditions of this Contribution Agreement, the Organization hereby acknowledges that the value of the costs for the implementation of the Project which may be paid or reimbursed from the Contribution, take into account the GST, HST and provincial sales tax, if any, that it shall pay on the goods and services that it procures to implement the Project, excluding the GST, HST and provincial sales tax credits and rebates to which the Organization is entitled.
	<b>Restrictions</b>	
	1.3	IPAC shall not incur expenses or undertake services which could cause CIDA's liability to exceed three million two hundred thousand Canadian dollars (CDN\$3,200,000) until *IPAC receives written approval by CIDA for the establishment and operation of a local field office for an amount not exceeding four hundred thousand Canadian dollars (CDN\$400,000) in accordance with article 2.2 of the Articles of Agreement, Section 1.8 of Attachment B and Budget Item 1.8 above.
	<b>Other Donor Contributions</b>	
	1.4	The Canadian and South African Provinces shall make in-kind contributions to the Project in an amount of \$1,400,000 and \$400,000 respectively and IPAC shall make an in-kind contribution of \$2,400, bringing the Total Project Budget to \$5,402,400. IPAC, in conjunction with the participating provinces, will develop a reporting format to cover these in-kind contributions.

<b>CIDA'S Contribution and Estimated Disbursement Schedule</b>						
<b>Budget Item</b>	<b>Budget Category</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Total</b>
1.1	<b><i>Personnel in Canada and On Short-Term Assignment Abroad</i></b>					
1.1.1	Actual annual salaries	80,025	102,285	102,285	102,285	386,880
1.1.2	25% of 1.1.1 for fringe benefits including paid time off benefits.	20,007	25,571	25,571	25,571	96,720
1.1.3	30.273% of the sum of 1.1.1 and 1.1.2 above for overhead	30,282	38,706	38,706	38,706	146,400
1.2	Canadian and Local Subcontractors	31,500	31,500	31,500	31,500	126,000
1.3						
1.5	Direct costs – Travel – Canada based staff	90,000	60,000	60,000	60,000	270,000

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>						
<b>ATTACHMENT C</b>						
<b>Budget Item</b>	<b>Budget Category</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Total</b>
1.6	Direct costs – Field Activities and related local expenses	3,000	2,000	2,000	3,000	10,000
1.7	Project implementation Expenses	541,000	541,000	541,000	541,000	2,164,000
1.8*	Optional category – only upon written approval by CIDA					
1.8.1**	Canadian Personnel on Long-Term Assignment Abroad (including fringe benefits and overhead) – (Amounts would be drawn from item 1.1).	0	0	0	0	0
1.8.2	Direct Costs – Allowances	35,000	25,000	25,000	35,000	120,000
	Direct Costs – Field office and related local expenses	70,000	70,000	70,000	70,000	280,000
1.8.3						
	<b>TOTAL – CIDA’S CONTRIBUTION</b>	<b>900,814</b>	<b>896,062</b>	<b>896,062</b>	<b>907,062</b>	<b>3,600,000</b>
**The budget related to paragraph 1.8.1 (salary, fringe benefits and overhead of the Canadian Long-Term Project Manager) would be drawn from funds allocated in budget items 1.1.1, 1.1.2 and 1.1.3.						

<b>Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)</b>		
<b>ATTACHMENT D</b>		
	<b>Procurement Procedures</b>	
	The following Procurement Procedures shall apply to the procurement of goods and services required for the Project and paid for with the Project Funds:	
<b>1.0</b>		The Organization, when conducting procurement of goods and related services on CIDA’s behalf, shall follow the procedures established in CIDA’s Procurement Handbook for Goods and Related Services. In addition, the Organization shall apply the following standards:
	1.1	Whenever possible, the Consultant will adopt the competitive tendering route. The lowest compliant bid will be awarded the contract. Should the recommendation be to award to other than the lowest bid, the Organization will record on the purchase file full justification for this action;
	1.2	For purchases under \$5,000.00, the Organization will be required to contact at least two (2) suppliers;
	1.3	For purchases estimated between \$5,000.00 and \$25,000.00, the Organization will request quotations from at least three (3) suppliers;
	1.4	For purchases estimated at over \$25,000.00 the Organization will proceed to formally request tenders from a minimum of three (3) qualified suppliers;

**Appendix B. Content of the Contribution Agreement between the Canadian International Development Agency (CIDA) and the Institute of Public Administration of Canada (IPAC)**

**ATTACHMENT D**

	1.5	Non-competitive purchases will be fully justified on the Organization's purchase file; the justification must comply to the Government Contract Regulations as detailed in CIDA's Procurement Handbook for Goods and Related Services. The negotiated contract prices will be supported by published price lists and/or copies of invoices to other clients and/or a fair price declaration;
	1.6	The Organization will be required to maintain procurement files. Each purchase file will contain all relevant procurement documentation i.e. purchase requisitions, tender documents or records of telephone bids, tenders, tender evaluations, the contracts or purchase orders, invoices, shipping and receiving documentation.

Source: CIDA and IPAC. 2000. pp. 1 – 12.



Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)	
Country or Organization	Description of Some of Canada's Involvement in Governance and Governance-Related Projects (CIDA. <a href="http://www.acdi-cida.gc.ca">www.acdi-cida.gc.ca</a> )
ASEAN	<ul style="list-style-type: none"> <li>ASEAN is an association of nine Southeast Asian countries including Indonesia, Malaysia, Philippines, Singapore, Thailand, Brunei Darussalam, Vietnam, Laos, and Myanmar. CIDA seeks to strengthen the role and capacity of civil society and democratic institutions; promote the effective and accountable exercise of power by the public sector; support organizations that promote and protect human rights; and enhance the will of leaders to respect rights and rule democratically.</li> <li><u>The Canada-ASEAN Governance Innovations Network</u> brings together policy makers, practitioners and experts from government, civil society and business around governance issues. The project sponsors conferences, research and pilot projects that contribute to a better understanding of governance, to help to raise its profile as a key dimension of development and a legitimate subject of cooperation and dialogue and that emphasize partnerships between government and the non-governmental sector.</li> <li><u>The Southeast Asia Fund for Institutional and Legal Development (SEAFILD)</u> supports regional as well as country-specific, human rights and democratic development initiatives, including projects fostering the rule of law such as projects that focus on preventing trafficking in women; analysis of the issue of migrant workers; strengthening parliamentary institutions; and support for the protection of children, the training of journalists, and human rights training programs.</li> <li>Various gender funds and women's initiatives support programs assist women's groups and institutions in Southeast Asia to enhance their involvement in policy development and the decision-making process regionally and nationally. <u>The Southeast Asia Gender Equity Program (SEAGEP)</u> supports initiatives to implement the UN Platform of Action endorsed at the Beijing Conference, to promote women's rights and to facilitate links between Southeast Asian and Canadian organizations and women-led enterprises.</li> <li><u>The ASEAN-ISIS Security Cooperation Project</u> encourages academics, research institutions and the private sector to take an active part in security dialogue in a variety of conferences and fora, including round tables on gender issues, human rights, labour and refugees.</li> <li><u>The Development and Security in Southeast Asia Project</u>, further explores the link between development and security in a number of Asian countries. The project examines globalization, the environment, migration, and the economic, social, political and cultural impacts of development and their implications for security.</li> <li><u>The Asia Pacific Ocean Cooperation Project</u> provides financial, technical and professional advisory support to the ongoing South China Sea Dialogue to help integrate security and development considerations.</li> </ul>
APEC	<ul style="list-style-type: none"> <li>The Asia-Pacific Economic Cooperation (APEC) forum includes 18 members - eight of which are developing countries. (APEC's eighteen member countries are: Australia, Brunei Darussalam, Canada, <i>Chile</i>, <i>China</i>, Chinese Taipei, Hong Kong, <i>Indonesia</i>, Japan, Korea, <i>Malaysia</i>, <i>Mexico</i>, New Zealand, <i>Papua New Guinea</i>, <i>Philippines</i>, Singapore, <i>Thailand</i>, and the United States. CIDA has programs in the eight countries.) CIDA's programs in the Asia-Pacific region include many interventions to foster the development of civil society, and to promote popular participation as well as the development of representative institutions. Other initiatives contribute to the development of sound economic and social policies, the rule of law, peace and security, conflict resolution, as well as efficiency, transparency, accountability and integrity in the exercise of power and in the public administration. Numerous projects contribute to the realization of economic and social rights, and selected projects provide more direct support to state institutions and NGOs in the promotion of civil and political rights.</li> <li><u>The Canada-ASEAN Governance Innovations Network</u> brings together policy makers, practitioners and experts from government, civil society and business around governance issues.</li> <li><u>The South-East Asia Fund for Institutional and Legal Development (SEAFILD)</u> supports regional as well as country-specific, small-scale human rights and democratic development initiatives, including projects fostering the rule of law.</li> <li>The <u>Southeast Asia Gender Equity Program (SEAGEP)</u> supported the initial meeting of the Women Leaders Network within APEC countries, held in 1996. The program supports</li> </ul>

<b>Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)</b>	
	<p>initiatives to implement the UN Platform of Action endorsed at the Beijing Conference, to promote women's rights and to facilitate links between Southeast Asian and Canadian organisations and women-led enterprises.</p> <ul style="list-style-type: none"> <li>▪ The ASEAN-ISIS Security Cooperation Project, enables CIDA to encourage academics, research institutions and the private sector to take an active part in security dialogue in a variety of conferences and fora, including round tables on gender issues, human rights, labour and refugees.</li> <li>▪ The Development and Security in Southeast Asia Project explores the link between development and security in a number of Asian countries. The project examines globalization, the environment, migration, and the economic, social, political and cultural impacts of development and their implications for security.</li> <li>▪ CIDA's Asia-Pacific Ocean Cooperation Project is providing financial, technical and professional advisory support to the ongoing South China Sea Dialogue to help integrate security and development regarding ocean resources and environmental sustainability in the region.</li> </ul>
<b>Chile</b>	<ul style="list-style-type: none"> <li>▪ With the support of CIDA, representatives from key Chilean women's organizations were able to attend the 1995 Fourth World Conference on Women in Beijing, China, where they made an important contribution at the NGO meeting on human rights and violence against women.</li> </ul>
<b>China</b>	<ul style="list-style-type: none"> <li>▪ The current program of cooperation with China is directed to five priority areas: legal and judicial reform; promotion and protection of human rights; development of civil society and public participation; strengthening of legislative/representative institutions and processes; and restructuring of government and enhancement of quality and effectiveness of governance.</li> <li>▪ The Criminal Law and Criminal Justice Cooperation Program assists the Chinese explore ways of adapting their laws, within their system, to conform to international norms, with particular reference to United Nations standards for criminal justice.</li> <li>▪ The Canada-China Senior Judges Training Project supports the upgrading of skills and knowledge of senior judges, in part through familiarization with western judicial and legal theory and practice, fundamental aspects of the rule of law, and international standards. A Canadian consortium composed of l'Université De Montréal, McGill University, and the Canadian Institute are carrying out this project in cooperation with the National Judges College (NJC) of the Supreme Peoples Court of China. This project is strengthening the capacity of the NJC by training a new generation of trainers.</li> <li>▪ A co-operation project that will assist the Supreme People's Procuratorate, the body in China responsible for prosecution of criminal cases, investigation of corruption, and violations of rights within the justice system, reform focusing on transparency, upgrading qualifications of prosecutors, administrative rationalization, and a campaign against corruption. The project emphasizes the protection of citizen's rights and implementation of due process.</li> <li>▪ The Legal Aid and Community-level Legal Services in China Project supports the development legal aid and legal services in China. The project focuses on integrating and coordinating the system, providing training and development for legal workers, and increasing public awareness and information.</li> <li>▪ CIDA is supporting the Canadian Bar Association's exchanges with the All-China Lawyers Association with a view to promoting the professionalism of the Chinese legal community, as well as the strengthening and greater autonomy of their professional association.</li> <li>▪ Through The Programme to Support the Implementation of China's Women's Law, the Association of Canadian Community Colleges is strengthening the ability of the All-China Women's Federation (ACWF) and other Chinese organizations to raise general public awareness and application of this law and other laws and regulations protecting women's rights in China. The project includes upgrading of ACWF legal offices, legal aid clinics, and gender training for the judiciary, lawyers, and police. Collaborative research also identifies gaps in Chinese legislation, complementing changes to regulations and policies affecting women's rights.</li> <li>▪ The International Human Rights Implementation Project is strengthening the capacity of the Human Rights Research Centre at the University of Beijing and the Institute of Law at</li> </ul>

## Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)

	<p>the Chinese Academy of Social Sciences to contribute to China's efforts in promoting and implementing the two international covenants on civil and political rights, as well as economic, social, and cultural rights. It will involve dialogue and policy-research exchange with the Human Rights Research Centre of the University of Ottawa, and it will expand the network of knowledgeable and experienced academics, policy-makers, legal experts, and others in both China and Canada who can contribute to the implementation of human-rights standards through their analysis and recommendations.</p> <ul style="list-style-type: none"> <li>▪ <u>The Canada-China Co-operation Project for the Ratification and Implementation of Human Rights Covenants in China</u> supports the efforts of the Chinese stakeholders responsible for the preparation of legislation for ratification and implementation of the two international covenants. The project is jointly implemented by the International Centre for Criminal Law Reform and Criminal Justice Policy and the China University of Political Science and Law of Beijing. It focuses on increasing awareness of international human rights and standards, sharing Canadian and international experiences, examining monitoring mechanisms, and addressing legislative and law-practice problems relating to the ratification and implementation of the two UN covenants.</li> <li>▪ <u>The Civil Society Program</u> supports the development of emerging Chinese civil society organizations, the participation of citizens and civil society organizations in public-policy issues, and the delivery of social services, as well as the promotion of dialogue and interaction between government, citizens, and civil society organizations.</li> <li>▪ <u>The Cooperation Project between the Parliamentary Centre of Canada and the National Peoples' Congress</u> allows Canadian and Chinese experts to explore their respective parliamentary and congress systems, and their related institutions' practices of governance.</li> <li>▪ <u>The China Integrated Municipal Development Project</u> links the Federation of Canadian Municipalities with the Chinese State Council Office for Restructuring the Economic System in an effort to improve management, public participation, and legislative-development processes in selected municipalities.</li> <li>▪ <u>The Public Policy Options Program</u> links Canadian experts and policy-makers with key Chinese institutions. The Canadian consultants - coordinated by the Conference Board of Canada and the Institute of Public Administration of Canada - provide technical advice and assistance on priority issues related to macro-economic reform.</li> <li>▪ <u>The Public Sector Reform Program</u> increases public-sector capacity to formulate socio-economic policies, to implement them, and to regulate relevant institutions. Agriteam Canada Consulting Ltd. coordinates this project with the Chinese Ministry of Foreign Trade and Economic Cooperation (MOFTEC).</li> <li>▪ <u>The Technical Assistance in Maritime Boundary-Making Project</u>, which provides legal information and analysis as well as technical training to the China Institute for Marine Affairs, and the Statistical Information Management Project, which is helping the Chinese develop their National Bureau of Statistics and its management systems, adapt statistical measurement systems, and add to their own technical knowledge both strengthen administrative capacity.</li> </ul>
<b>Guatemala</b>	<ul style="list-style-type: none"> <li>▪ Canada's assistance to Guatemala is aimed at helping Guatemala make a peaceful transition to amore democratic and egalitarian society by emphasizing poverty reduction, democratic development, human rights and good governance.</li> </ul>
<b>India</b>	<ul style="list-style-type: none"> <li>▪ The Governance Support Fund addresses human rights and governance issues. It funds local initiatives which strengthen the capacity of both governmental and non-governmental institutions in their work to promote economic and social justice for vulnerable groups; develop and promote linkages between organizations and institutions active in governance issues; support action research projects addressing the vulnerability of the poor; and promote awareness of social and economic development issues.</li> <li>▪ The Gender Equality Fund supports the greater integration of women into the development of India. This fund's objective is to enhance the capacity of Indian institutions and organizations--both governmental and non-governmental--to improve the role and status of women in India. It supports training, institution strengthening, dissemination of information and resource material, development of local resource networks, and planning and programming activities.</li> <li>▪ The Canada Fund supports local development initiatives, particularly projects that focus</li> </ul>

## Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)

	<p>on poverty alleviation with an emphasis on women. The projects also have a strong link to human rights; for example, awareness-raising programs for tribal boys and girls have to encourage them to understand current social issues, and training for disabled persons to assist their integration into society as self-supporting young people and adults.</p> <ul style="list-style-type: none"> <li>▪ The Institutional Linkage Project between the National Human Rights Commission of India and the Human Rights Commission of Canada. Planned strengthen the human rights agenda via training for police personnel, and public awareness of children's rights issues, such as child labour, and universal primary education, with special emphasis on educating girls. In addition, there are opportunities to strengthen relationships among non-governmental organizations (NGOs), academic institutions, government bodies and other human rights organizations.</li> <li>▪ The Child Development Fund supports NEEHAR (which means dewdrops) a project of Vanchit Vikas' an NGO in Pune that works with sex workers. NEEHAR is a home where the children of sex workers, through residential support, vocational training and non-formal education, can move into the formal education system and break free of their oppressive living conditions.</li> <li>▪ The Child Development Fund administered by the India-Canada Co-operation Office is designed to contribute to the promotion and protection of children's rights and reduction/elimination of child labour in India through promoting institutional capacity development and access of disadvantaged children to primary education and other development opportunities.</li> <li>▪ The Save the Children--Canada Child Workers Programme in India seeks to improve schooling opportunities, provide vocational training and rehabilitation for child labourers, and income generation for their parents.</li> </ul>
<b>Indonesia</b>	<ul style="list-style-type: none"> <li>▪ Canada assists Komnas Ham, Indonesia's national Commission on Human Rights, strengthen its capacity, especially in processing complaints, research and public education. In addition, Canada contributes to the development of two university-based human rights documentation centres, which work in close co-operation with Komnas Ham and other Indonesian partners.</li> <li>▪ Another project supports Indonesia's Centre for Human Rights Studies, or Yapusham, a non-governmental organization that conducts research and publishes information on human rights.</li> <li>▪ The Indonesia-Canada Forum - NGO Linkages Program supports the building of long-term relationships between Canadian and Indonesian NGOs through training, seminars and workshops on issues such as community-based economic development, gender, environment and indigenous peoples.</li> <li>▪ The Indonesia-Co-operative Development Assistance Program helps strengthen the ability of selected co-operative federations to improve the co-operatives in their sectors. Training and technical assistance in administration and financial management, organizational development for co-operatives, member and public education programs, leadership and increased member participation are being supported. The Islamic Higher Education Project assists Islamic institutes develop their capacity to train graduates with skills and knowledge relevant to development needs in Indonesia. The present phase is also working to increase women's participation and to foster other IAINs in the country.</li> <li>▪ The Canada Fund for Local Initiatives supports a wide variety of projects, for example projects in farming and fishing, that help people meet basic needs. In addition to providing employment and food, the projects provide skills training for women, as well as literacy, health, potable water, computer training and income-generating activities. These projects also address the critical need for Timorese-based NGOs to improve their ability to plan and deliver development services. Capacity building is done through key NGOs, such as CARE, UNICEF, the Catholic Church and a local NGO, ETADep.</li> <li>▪ The Collaborative Environmental Project works with the government to enhance its ability to implement policies and programs, help university environmental studies centres to train specialists and conduct research, and assist pilot projects to test environmentally sound practices.</li> <li>▪ The Women's Support Project strengthens the capacity of government organizations at the national and provincial levels to undertake gender-responsive planning through training,</li> </ul>



<b>Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)</b>	
	policy analysis, research and technical assistance. It also promotes linkages between governments, universities and NGOs.
<b>Philippines</b>	<ul style="list-style-type: none"> <li>▪ <u>The Local Government Support Project</u> enhances the capacity of local government units in selected regions to plan and implement development programs with an emphasis on the participation of community groups in decision-making and in determining their own development.</li> <li>▪ <u>The Policy, Training and Technical Assistance Facility</u> supports the strengthening the capacities of key public-sector institutions to formulate, plan, implement, monitor and evaluate socio-economic policies and administrative reform programs. This project helps to streamline parts of the bureaucracy and improve core mechanisms, structures and systems, including the formulation of a short-term economic forecasting model and an information program for policy research.</li> <li>▪ <u>The Southeast Asia Fund for Institutional and Legal Development</u> supports small-scale human rights and democratic development initiatives, including projects fostering the rule of law.</li> <li>▪ CIDA funding assisted <u>Pilipina</u>, a professional women's NGO, establish an Institute for Women in Politics. The project's goal is to increase women leaders' awareness of gender issues and to equip them with the support necessary to promote gender concerns in government, political parties, social movements, and people's organizations.</li> <li>▪ CIDA-funded <u>community awareness programs</u> help protect children from abuse.</li> </ul>
<b>Malaysia</b>	<ul style="list-style-type: none"> <li>▪ CIDA's <u>cooperation with the Malaysian Institute for Economic Research</u> enhances capacity to analyze critical development and macro-economic issues in order to provide relevant input in the policy-making process.</li> <li>▪ CIDA has also supported the training of government officials on human rights and various women's rights initiatives.</li> </ul>
<b>Mexico</b>	<ul style="list-style-type: none"> <li>▪ Although there is no bilateral program, human rights initiatives supported by CIDA are focusing on women and indigenous peoples. Projects are supported through the Canada Fund, which has, for example, provided funds for rural schoolteachers to attend human rights workshops, supported workshops on basic human rights for aboriginal women, and provided training for aboriginal women to play an active role in local government.</li> <li>▪ In addition to the Canada Fund, the Mexican Human Rights Commission is also cooperating with the Canadian Human Rights Commission on a project funded through the regional training program.</li> </ul>
<b>Russia</b>	<ul style="list-style-type: none"> <li>▪ The major thrust of Canadian involvement is the development of a Russian state based on the principles of a market economy and a dynamic government structure that delivers social benefits to all Russians. Canadian support includes:</li> <li>▪ <u>Governance Project</u> for: <ul style="list-style-type: none"> <li>- Public expenditure review conducted by the Russian government with the participation of Canadian experts.</li> <li>- Provision of advice and policy guidance on federalism by the Association of Universities and Colleges.</li> <li>- <u>Support for The Spirit of Democracy Project with the University of New Brunswick (UNB)</u> (CIDA, 2001:1):</li> <li>- To develop case studies that can be used in Russian schools to stimulate discussion and debate on key elements of democracy including citizenship, privacy, and equality. This project builds on a project completed by the University of Waterloo that produced a textbook on democratic education for high school students.</li> <li>- <u>A project aimed at strengthening the delivery of public services</u>. This project is a collaborative program made up of the Consortium for Economic Policy Research and Advice (CEPRA), the Association of Universities and Colleges of Canada (AUCC) and the Russian Working Centre for Economic Reform. Expertise will be provided on governance issues including fiscal federalism, public expenditure management, inter-budgetary transfer, regional economic development and local/municipal finance<sup>1</sup>.</li> </ul> </li> </ul>

## Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)

### South Africa

- The Charter of Rights Project, between the Canadian Bar Association (CBA) and the Legal Resource Centre (LRC) envisages a collaborative partnership between the CBA and LRC. The purpose of the project is to contribute to the process of constitutional development within South Africa through the following general objectives: to strengthen the capacity of the Legal Resources Centre as one of South Africa's leading institutions involved in constitutional litigation and related legal development; to build a cooperative network of South African lawyers, within and outside of the LRC, with improved skills and capacity for constitutional legal development; to provide skilled and sustainable litigation services concerning constitutional rights to South Africans; and to ensure adequate access, for those undertaking critical constitutional litigation, to relevant Canadian and other international precedents, expertise, material and resources. The project involves the strengthening of the Constitutional Litigation unit within the LRC as well as the improvement of the LRC's capacity for constitutional litigation in its regional offices. Related training, assistance and networking activities will also be extended to private practice human rights lawyers in South Africa through the project. These activities will involve capacity development input for the LRC's Constitutional Litigation unit; the establishment of a constitutional network and training program in south Africa and Canada; and the establishment of a Canadian support network for the provision of legal expertise, research and case assistance.
- The Civil Society Capacity Development Project supports a series of initiatives between Canadian and South African NGOs. The objective of the project is to strengthen capacity development within South Africa's civil society. The funding supports 11 sub-projects. In each sub-project, a Canadian NGO works with one or more key South African partner organizations to increase their indigenous capacity for program planning and delivery, and enhance their ability to contribute to democratic development and reconstruction. The sub-projects will focus on a wide range of activities, including small enterprise support, agricultural capacity, technical career and education support, and community development.
- The Governance Support Project implemented by the International Development Research Centre (IDRC) and the Provincial Governments, Ministry of Public Administration and Central Government Agencies provided Canadian assistance in the governance sector. This project provided Canadian expertise as it relates to federal-provincial fiscal arrangements and Canadian legislative assembly structure and operations and facilitated by the twinning of Canadian and South African provinces.
- The Information Technology Strategy Project provided Canadian technical assistance, from the private sector, to South Africa's national forum on information technology. It worked to foster development of the capacity to create and deliver long range IT strategies and to prepare the first industrial strategy for the sector. The project aimed to contribute to South Africa's economic development through the creation and strengthening of a competitive, sustainable IT industry in South Africa.
- The Justice System Support Project between Canada's Federal Department of Justice and South Africa's Ministry of Justice provides training assistance for the judiciary (and possibly paralegal organizations), policy development, and related research within the justice system in order to support the transformation of the justice system in South Africa.
- The Local Elections Support Project supported the operations of a local elections information center, established by the Institute for Democracy in South Africa (IDASA) as part of the run up to the local elections of 1 November 1995. This project operated under the name of the Local Government Information Centre (LOGIC) and provided a full range of election-related information to the general public via a 1-800 telephone service; a fax background service; a series of key publications, such as a directory of key electoral contacts; as well as information on voter registration and related issues. LOGIC analyzed the requests for service received in order to make recommendations/observations to South Africa's Elections Task Force for the local elections.
- The Migration Policy Project between Queen's University and the Institute for Democracy in South Africa (IDASA) generates the data and analyses required to establish a sound basis for improved development-oriented policies and programs on migration and population movement in Southern Africa. The project provides the Government of South Africa with information concerning the current situation of both legal and illegal

## Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)

	<p>immigration into the country, and enables the Government to develop appropriate policy and decision-making mechanisms. It also brings together decision makers from the region in a cooperative effort to deal with this issue on a regional level. The ultimate intention is to support the establishment of a co-ordinated regional policy throughout Southern Africa.</p> <ul style="list-style-type: none"> <li>▪ <u>The National Co-operative Support Project</u> between the Canadian Cooperatives Association (CCA) and the National Cooperatives Association of South Africa (NCASA) supports the development of small and medium-sized enterprises in South Africa. It provides support for a portion of the initial staff and overhead costs of the NCASA; local and international technical assistance for the development of cooperative management systems, technical services to members, and strengthening of democratic control structures. It also provides technical and financial assistance for business development within cooperatives; development and introduction of cost-reducing technologies so as to extend basic financial services of the cooperative credit system to small groups and entrepreneurs; and technical and financial assistance with respect to cooperative policy and legislation, and establishing links with the banking sector, educational institutions, domestic NGOs and foreign cooperative businesses and agencies. The CCA draws upon the experiences and expertise of the cooperative movement in other developing countries (South-South cooperation) through sub-contracting arrangements with the International Cooperative Alliance (ICA) and other organizations.</li> <li>▪ <u>The South Africa Education Sector Management Project</u> between McGill University and the National Ministry of Education responds to the need for a democratic and effective education system in South Africa to replace the authoritarian, multi-jurisdictional and racially-segregated model that was originally designed and managed in order to perpetuate apartheid. McGill University assists the Ministry of Education and a range of 80 national, provincial, and local institutions in South Africa develop a sustainable capacity to plan and manage a democratized educational system at all levels, within a context of constant social and organizational change. The project also addresses issues of school governance, ownership and financing. A key feature is the creation of computer, telephone, and mail-based networks for sharing information among educational practitioners in schools, districts, ministries and training delivery agencies on critical operational day-to-day issues and management approaches.</li> <li>▪ <u>The South Africa Qualifications Framework and Authority Project</u> between the Ontario Ministry of Education and Training and the South African Ministry of Education assists the South African Ministry of Education establish a National Qualifications Framework (NQF) and set up the South African Qualifications Authority (SAQA) for the implementation of the framework.</li> <li>▪ <u>The South Africa Student Loan Fund Project</u> assisted South Africa 's Ministry of Education's Tertiary Education Fund of South Africa (TEFSA) finance the education of university and technical college education for qualified students from low-income backgrounds. The aid made it possible for needy students to begin their studies in the 1995/96 school year in order to enable the government to start increasing the ratio of blacks in higher education to 50% of total enrolment by the year 2000.</li> <li>▪ <u>The Technical Assistance Facility Project</u> administered by the CIDA office in South Africa provided supplementary support to the South African public sector on policy and structure reconstruction needs. The assistance is generally limited to a maximum of \$250,000 per request.</li> <li>▪ <u>The Teacher Development Project</u> between the Alberta Department of Education and the South African Ministry of Education assists with the design and implementation of a new teacher training system centered on the Outcomes-Based Learning (OBL) approach that the South African Government has adopted. The project focuses on pre-service training and in-service training.</li> </ul>
<b>Thailand</b>	<ul style="list-style-type: none"> <li>▪ Support for a senior-level initiative by the Thailand Development Research Institute to research and analyze the social impacts of a financial the crisis with a view to presenting policy recommendations.</li> <li>▪ The Thailand Governance and Restructuring Project is an umbrella project supporting a range of initiatives where small, strategic interventions can have quick, multiple impacts such as drafting conflict of interest legislation and implementation issues related to elections.</li> </ul>

<b>Appendix C: Governance Projects of the Canadian International Development Agency (CIDA)</b>	
	<ul style="list-style-type: none"> <li>▪ The Thailand Criminal Law Institute, in co-operation with the Office of the Attorney-General and the Prime Minister's Office, is working on improving transparency in all its governance processes including a wide-ranging review of country's criminal law system. This work is revising Thailand's approach to human rights, including the rights of the child and violence against women, and nine other topics, including economic crime, organised crime, and innovations in justice administration.</li> <li>▪ The Thailand Development Research Institute (TDRI), to which Canada has provided substantial core support since its inception, is now almost self-sustaining, and is undertaking research in the governance sector including economic governance issues as well as administrative/political matters.</li> <li>▪ Canada, through the Vancouver-based International Centre for Criminal Law Reform and Criminal Justice Policy, is providing training and technical assistance on implementing an integrated service model in the protection of child victims and witnesses.</li> <li>▪ CIDA is supporting Thailand in implementing its commitment to open governance by providing training and assistance in access to information and protection of privacy.</li> </ul>
<b>Vietnam</b>	<ul style="list-style-type: none"> <li>▪ The emphasis in CIDA's work with Vietnam is to strengthen its public sector competence to develop and implement sustainable economic and social policies and to develop new forms of relationships with non-governmental actors. Canada is also supporting the establishment of a framework based on social and gender equity and respect for rights. CIDA funds several specific projects that support this emphasis.</li> <li>▪ The Policy Implementation Assistance Program (PIAP) – Strengthens the capacity of key organizations, including the Prime Minister's Research Group, to formulate and analyze policy. Canadian expertise is also provided regarding public sector reform, fiscal and monetary policy, privatization policy, banking, trade, and social programs. Through PIAP Canada's Parliamentary Centre assists the Vietnam National Assembly strengthen its legislative system including the role of parliamentarians and the setting of legislative priorities. Experts include in their support of these areas expertise on crosscutting themes such as the environment, gender equity, public participation, and governance.</li> <li>▪ The Vietnam-Canada Financial Management Project – Strengthens the capacity of the Ministry of Finance in its ability to meet the demands of a national ministry. Efforts are devoted to formulating and co-ordinating financial policies and the development of effective management systems in support of a transition economy. Specific areas of technical expertise being provided include policy formulation, legal drafting, macro-economics, savings and capital mobilization, external debt management, and working with international organizations.</li> <li>▪ The Vietnam Sustainable Economic Management Project – Building on the results achieved under the Vietnam Sustainable Economic Development Project, the current project focuses on policy development on issues related to trade, poverty reduction, community-based natural resources, and data collection and analysis.</li> <li>▪ The Vietnamese Training Fund – Provides Vietnamese officials with the opportunity to learn about specific areas of Canadian public administration including Canadian policies, practices and technologies in sectors such as transportation, energy, communications, enhanced policy dialogue, issues awareness, and skills transfer in poverty alleviation, gender equity, and public participation/civil society involvement.</li> <li>▪ The Social and Women's Initiatives Fund supports projects that heighten gender equity awareness or deliver programs of benefit to women.</li> <li>▪ The Southeast Asia Fund for Institutional and Legal Development helps Vietnamese scholars and officials determine how comparative law - with emphasis on rule of law and rights - can help in the development of legal systems compatible with a market economy.</li> <li>▪ The Vietnam-Canada Ocean and Coastal Co-operation Program provides assistance in the specialized area of the management of marine resources including the development of admiralty rules.</li> </ul>

Source: CIDA. 2000. [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)

Appendix D: Policies of the Canadian International Development Agency (CIDA)	
Title of Policy	Policy as Stated in CIDA Documents
<b>Policy on Poverty Reduction</b> (CIDA. 1996. www.acdi-cida.gc.ca)	<p><b>Policy</b> Poverty reduction will be a central focus of Canada's development co-operation program. CIDA will make concerted efforts through its programs to contribute to a sustained reduction both in the number of people living in poverty in developed countries, and in the extent of their deprivation.</p>
	<ol style="list-style-type: none"> <li>1. An agency-wide definition of poverty reduction will be adopted. <ul style="list-style-type: none"> <li>▪ Poverty reduction means a sustained decrease in the number of poor and the extent of their deprivation. This requires that the root causes and structural factors of poverty be addressed. Reducing poverty places a focus on people's capabilities to avoid, or limit their deprivation. Key aspects of this are: recognizing and developing the potential of the poor; increasing their productive capacity; and reducing barriers limiting their participation in society. Poverty reduction must focus on improving the social, economic, and environmental conditions of the poor and their access to decision-making.</li> <li>▪ Poverty reduction should be carried out in a manner that promotes sustainability, builds self-reliance, and avoids dependency relationships among donors, partners, and beneficiaries.</li> <li>▪ It must be clearly recognized that the scope of poverty-reduction activities can occur at the community, local, regional, national and international levels because the constraints and opportunities facing different groups of the poor can occur at all these levels. A clear distinction must be made between these levels to address the systemic causes of poverty and to promote effective programming.</li> </ul> </li> </ol>
	<ol style="list-style-type: none"> <li>2. Poverty profiles and reduction strategies will be integrated into country or regional policy frameworks. Efforts will be made to ensure that the strategies are complementary to those of recipient countries. <ul style="list-style-type: none"> <li>▪ A poverty profile analyses the root causes and contributing factors of poverty, and places poverty within a country's economic, institutional and social context. It summarizes information on the sources of income, consumption patterns, economic activities, access to services and living conditions of the poor, and examines how poverty is correlated with gender, ethnic and other characteristics.</li> <li>▪ A poverty reduction strategy requires an understanding of the specific characteristics of poverty in a country or locality, the requirements for poverty reduction, and assessments of where CIDA, given its resources, can have the greatest impact. CIDA will select activities that work to diminish constraints or improve opportunities for the largest possible number of people. The identification of constraints and opportunities common to a large number of the poor in a group or country, as well as the selection of activities to reduce poverty must be done with the full participation of people, their organizations and their governments.</li> </ul> </li> </ol>
	<ol style="list-style-type: none"> <li>3. Programming at CIDA will be consistent with the goal of poverty reduction. <ul style="list-style-type: none"> <li>▪ CIDA programming will be assessed with respect to its impact on the poor. To be consistent with the goal of poverty reduction, programs or projects – even if they do not directly target the poor – should minimize the negative impacts on the poor, where possible, and exploit complementarities, which can also have a positive impact on the poor. (For example in situations where private sector development can help reduce poverty by generating income and employment growth, CIDA will assist programs that support local enterprises, particularly micro enterprises, co-operatives and small businesses).</li> <li>▪ This means that the target beneficiaries of all programming will need to be identified, as well as those who might face indirect negative repercussions; that poverty profiles will be used for non-poverty interventions; and that indicators will be developed to measure the impact of projects.</li> </ul> </li> </ol>
	<ol style="list-style-type: none"> <li>4. CIDA will concentrate on areas where it has a comparative advantage. This includes both poverty-focused and policy-level interventions. Although poverty reduction is multifaceted in nature, CIDA cannot be "all things to all people". <ul style="list-style-type: none"> <li>▪ CIDA needs to focus its efforts to find areas of comparative advantage where, given its resources, it can make significant interventions.</li> <li>▪ Strategic interventions require an analysis of what CIDA's capabilities are and on what areas it should concentrate.</li> <li>▪ There must be a constant search for complementarities among project, program, institutional support and policy interventions.</li> </ul> </li> </ol>

Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<p><b>Programming Strategies:</b></p> <ol style="list-style-type: none"> <li>1. Address the root causes and structural factors of poverty</li> <li>2. Adopt a multi-level strategy</li> <li>3. Use a threefold classification in addressing poverty: targeted poverty programs, focused poverty programs, and policy interventions</li> <li>4. Combine economic growth and social investments</li> <li>5. Address basic human needs</li> <li>6. Achieve food security</li> <li>7. Promote participatory approaches: build networks and involve governments</li> </ol>
<p><b>CIDA's Policy on Governance</b> (CIDA. <a href="http://www.acdi-cida.gc.ca">www.acdi-cida.gc.ca</a>)</p>	<p><b>Policy Statement</b></p> <p>One of CIDA's six priorities is to enhance the will and capacity of developing country societies to respect the rights of children, women and men, and to govern effectively in a democratic manner. In this respect, CIDA seeks to strengthen the role and capacity of civil society and democratic institutions; promote the effective and accountable exercise of power by the public sector; support organizations that promote and protect human rights; and enhance the will of leaders to respect rights and rule democratically.</p> <ul style="list-style-type: none"> <li>▪ CIDA's approach is practical, constructive and results-oriented.</li> <li>▪ CIDA recognizes that it is the people of developing countries, their organizations and governments, who play the central role and hold prime responsibility for achieving progress. Canadians can play a critical but supporting role.</li> </ul>
<p><b>CIDA's Policy on Meeting Basic Human Needs</b> (CIDA. <a href="http://www.acdi-cida.gc.ca">www.acdi-cida.gc.ca</a>)</p>	<p><b>Fundamental Commitment</b></p> <p>The present policy statement on Meeting Basic Human Needs indicates how CIDA will follow up on the Canadian Government's commitment "...to support efforts to provide primary health care, basic education, family planning, nutrition, water, and sanitation, and shelter. Canada will continue to respond to emergencies with humanitarian assistance. Canada will commit 25% of its official development assistance (ODA) to basic human needs as a means of enhancing its focus on addressing the security of the individual."<sup>1</sup></p>
	<p><b>Objectives</b></p> <p>Under this policy Canadian co-operation is committed to pursuing four objectives:</p> <ol style="list-style-type: none"> <li>1. Helping to meet Canada's international commitments in key areas</li> <li>2. Building the capacities of developing countries in key areas</li> <li>3. Reaching and strengthening people and groups most in need</li> <li>4. Mobilizing and effectively utilizing necessary resources</li> </ol>
	<ol style="list-style-type: none"> <li>1. Helping to meet Canada's international commitments in key areas <ul style="list-style-type: none"> <li>▪ CIDA will contribute to achieving the international objectives set out in <i>Shaping the 21<sup>st</sup> Century</i>.</li> </ul> </li> </ol>
	<ol style="list-style-type: none"> <li>2. Strengthening the capacities of developing countries in key areas <p>Canadian co-operation will seek to assist developing countries in establishing the necessary means and conditions to achieve these concrete results, with emphasis on the following activities:</p> <ul style="list-style-type: none"> <li>▪ Strengthening the public and parapublic sectors and local governments: (a) to define social priorities and develop policies and programs that relate to meeting basic needs, and (b) to build the capacity of local institutions (including governments and municipalities) to mobilize the necessary human, material and financial resources, to manage them properly and to be publicly accountable for the results achieved.</li> <li>▪ Supporting civil society, including non-profit organizations (grassroots community groups, farmers' associations, religious organizations, NGOs), co-operatives, universities and private businesses to: (a) promote knowledge of the local community, involvement by local citizens and the equitable expression of needs, (b) improve the delivery and management of services by and to the people, and (c) promote social policy dialogue aimed at equity and poverty reduction.</li> <li>▪ Encouraging co-ordinated efforts and partnership between government authorities, civil society and the private sector to improve the effectiveness and performance of social policies and programs.</li> </ul> </li> </ol>

<sup>1</sup> In this policy, people's most basic needs are considered to be: primary health care, basic education, family planning, nutrition, water and sanitation, and shelter.



Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<p>3. Reaching and strengthening people and groups most in need - Canadian co-operation will seek to reach people living in poverty and to build their capacity to meet basic needs. Efforts will thus be focused mainly on women, children and youth living in poverty, and those in situations of emergency.</p> <ul style="list-style-type: none"> <li>▪ Women: Women often have limited access to social services, and yet they are the ones most responsible for the family. Their work needs to be recognized socio-economically, and workloads need to be better distributed within the family and within society. Women must thus participate fully in the decision-making process regarding allocation of resources and the establishment of social services for the family, the community and society at large. Canadian co-operation will continue its efforts to ensure that the commitments made at the Beijing Conference are met.</li> <li>▪ Children and Youth: Children are a very vulnerable group. Orphans, street children, children living with HIV and AIDS, and children who are victims of commercial sexual exploitation must be protected. Girls are often excluded, especially in education. Furthermore, in most developing countries, young people form the largest demographic group, with children under 18 accounting for more than 50% of the total population. Appropriate literacy programs, vocational training and civic education foster their integration into the labour force and prepare them for their role as citizens. Canadian co-operation will continue its efforts to meet the commitments made at the World Summit for Children.</li> <li>▪ Victims of Emergency: natural disasters and socio-political conflicts are giving rise to a flood of displaced persons and refugees who do not have access to the minimum resources necessary for survival. Special attention will be given to using food aid and humanitarian assistance for development purposes. Canadian co-operation will continue to respond, within its means, to appeals by national governments and international agencies responsible for dealing with such situations.</li> <li>▪ Capacity Building: The preferred approach will be to empower individuals and the groups and organizations to which they belong. In particular, equitable access to quality social services (including education, health, and family planning), without discrimination, will be promoted for families and their members. Special emphasis will be focused on the education of girls. The food production capacity of the people living in poverty in rural areas will be increased. Moreover, heads of household (particularly women) will be encouraged to participate in defining and managing key social services.</li> </ul>
	<p>4. Mobilizing and effectively utilizing necessary resources</p> <p>Meeting basic human needs is an enormous task. All stakeholders must help to mobilize the necessary resources and to use them more effectively, in accordance with the specific needs of each country or region:</p> <ul style="list-style-type: none"> <li>▪ Achieving the 25% target: In its policy statement, Canada in the World, the Government of Canada committed itself to allocating 25% of ODA resources to meeting basic human needs, including emergency relief. This total commitment applies to all departments, public and private corporations, and non-profit organizations involved in managing ODA. CIDA will report on its contribution made in this regard.</li> <li>▪ Contributing to the 20/20 initiative: At the Copenhagen Summit and the Oslo Conference, Canada supported the 20/20 initiative. This initiative encourages the governments of developing countries to allocate 20% of their public expenditures to basic social services. It also asks developed countries to allocate 20% of their ODA to these sectors. Bilateral programs will contribute to this initiative on the basis of priorities and needs. International organizations funded by Canadian ODA will be encouraged to contribute to implementing the initiative.</li> <li>▪ Increasing effectiveness: Better use of resources will increase the results achieved by Canadian contributions. Exchanging experiences involving bilateral partners, non-governmental organizations and multilateral agencies will favour the adoption of the most effective methods.</li> </ul>
	<p><b><i>Approaches and Principles: Aiming for Sustainability and Performance</i></b></p> <p>To ensure the sustainability and improve performance of activities designed to meet basic human needs, this policy will promote the application of the following approaches and principles of action, based on Canadian co-operational experience:</p> <ul style="list-style-type: none"> <li>▪ Promoting human development</li> <li>▪ Promoting an enabling macro-economic and political environment</li> <li>▪ Ensuring grassroots participation</li> <li>▪ Achieving better knowledge of the local context</li> <li>▪ Building local capacities</li> <li>▪ Supporting indirect activities in the context of poverty strategies</li> </ul>

Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<ul style="list-style-type: none"> <li>▪ Promoting co-ordination among donors</li> <li>▪ Improving the consistency of activities</li> <li>▪ Increasing leverage</li> <li>▪ Using Canadian expertise with comparative advantages</li> </ul>
	<p><b>Implementation Strategy</b></p> <p>The implementation of this policy will require a global partnership of all channels of co-operation and the international community. It recognizes that developing countries have the principal responsibility for meeting the basic human needs of the poor people in their country. It implies the co-operation of all Canadian organizations involved in the delivery of Canadian ODA programs, as well as their mobilization to achieve common objectives.</p>
	<p><b>Monitoring of the Policy</b></p> <p>CIDA's officials will monitor this policy, using existing management systems where possible. This will be done in conjunction with the performance review on basic human needs. The monitoring of the policy will include the following components:</p> <ul style="list-style-type: none"> <li>▪ Reporting on Results – quantitative and qualitative measurements to evaluate results achieved in key areas, target groups, and capacity building.</li> <li>▪ Measuring the Allocation of Resources – to determine whether Canada is meeting its commitments.</li> <li>▪ Producing gender-disaggregated analyses and measuring results achieved for women.</li> <li>▪ Learning lessons from experience regarding best practices and operational constraints that promote program effectiveness.</li> </ul>
<p><b>CIDA's Policy for Environmental Sustainability</b> (CIDA. 1992. www. acdi-cida.gc.ca)</p>	<p><b>Preamble to the Objectives</b></p> <ul style="list-style-type: none"> <li>▪ CIDA's mission is to support sustainable development in developing countries. The concept of sustainable development provides a framework for integrating environmental sustainability with economic, social, cultural and political sustainability. These goals must be taken as complementary if sustainable development is to be achieved. Knowledge of how to achieve this integration is imperfect, and difficult choices face CIDA and its partners. CIDA's efforts must promote development that does not undermine environmental sustainability.</li> <li>▪ There are five related aspects to the concept of sustainability. Achieving economic sustainability requires appropriate economic policies, efficient resource allocation and use, more equitable control over resources, and increased capacity among the poor. Achieving social sustainability means more equitable income distribution, and ensuring the participation of intended beneficiaries and those who may be affected in the decisions that affect their lives. Attaining cultural sustainability requires sensitivity to cultural factors including cultural diversity, and a recognition of the values conducive to development. Attaining political sustainability is premised on the assurance of human rights and the promotion of democratic development and good governance.</li> <li>▪ Achieving environmental sustainability requires managing and protecting ecosystems to maintain both their economically productive and their ecological functions, maintaining the diversity of life in both human-managed and natural systems, and protecting the environment from pollution to maintain the quality of land, air and water.</li> </ul>
	<p><b>Objectives for Environmental Sustainability</b></p> <ol style="list-style-type: none"> <li>1. To increase the institutional, human resource and technological capacities of developing country governments, organizations and communities to plan and implement development policies, programs and activities that are environmentally sustainable.</li> <li>2. To strengthen the capability of developing countries to contribute to the resolution of global and regional environmental problems, while meeting their development objectives.</li> </ol>
	<p><b>Operational Objectives</b></p> <ol style="list-style-type: none"> <li>1. To ensure that environmental considerations, including opportunities for enhancing environmental sustainability, are integrated into sector and cross-sector programs, program assistance, and project planning and implementation, taking into account views of beneficiaries and local communities.</li> <li>2. To promote and support environmental and broader socio-economic policy dialogue, program assistance and projects that directly address environmental issues.</li> </ol>
	<ol style="list-style-type: none"> <li>3. To implement design measures that minimize negative environmental impacts and enhance environmental benefits of projects, or identify alternatives.</li> <li>4. To encourage and support Canadian, international and developing country partner organizations to develop policies, programs and projects that further the objectives of environmental sustainability.</li> </ol>



Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<p>5. To contribute to the development of knowledge and experience in Canada and in developing countries, on undertaking environmentally sustainable forms of development.</p> <p>6. To promote education and awareness among governments.</p>
	<p><b>Scope of the Application for the Policy</b></p> <ul style="list-style-type: none"> <li>▪ The objectives for environmental sustainability, both general and operational, apply to all CIDA branches and delivery channels. CIDA managers and officers are responsible for applying the operational objectives and for establishing the nature of specific environmental activities. Priorities are set in accordance with the needs of CIDA's partner countries and organizations, and with Canadian capacity to respond.</li> <li>▪ CIDA will comply with the requirements and spirit of Canadian environmental assessment law, guided by the following principles: <ul style="list-style-type: none"> <li>- CIDA will respect the sovereignty of partner countries and will adapt approaches for public review of environmental assessments and consultation with affected communities in a manner that respects the foreign nature of projects;</li> <li>- CIDA will apply the environmental assessment requirements of partner countries, or international development institutions, when these meet the basic objectives of Canadian law;</li> <li>- CIDA will assist partner countries to develop and apply local environmental planning and assessment capacity.</li> </ul> </li> <li>▪ Environmental assessments of CIDA projects will be made available to the Canadian public.</li> <li>▪ In accordance with Canadian government policy, CIDA will develop and apply, in a phased manner, approaches for assessing the environmental implications of its policy and program proposals.</li> <li>▪ Taking into account local factors, CIDA will be guided by Canadian federal environmental standards and guidelines, and relevant international agreements and guidelines, in the transfer of technologies through projects and activities which it funds. The Agency will work with other development co-operation agencies to encourage consistency in the application of standards.</li> <li>▪ CIDA will review its contracting procedures to bring them in line with this policy. CIDA will consult with its private sector, government and non-government partners in developing procedures for the application of these procedures.</li> <li>▪ CIDA's partners are encouraged to respond creatively to the opportunities provided by the policy. CIDA, for its part, will support a strengthening of relations with its Canadian partners in their environmental efforts.</li> </ul>
	<p><b>Programming Approaches for Environmentally Sustainable Development</b></p> <p>To make substantial progress towards CIDA's objectives for environmental sustainability, three concepts will need to be better understood and applied in its programming. The concepts are:</p> <ol style="list-style-type: none"> <li>1. The ecological basis for development – to recognize the productive potential and ecosystem limits to development in a given area.</li> <li>2. The economic value of the environment and means for recognizing environmental values in economic decision-making.</li> <li>3. The relationship among poverty, population dynamics, natural resource consumption, and environmental degradation.</li> </ol>
<p><b>CIDA's Policy on Results-Based Management</b> (CIDA. www.acdi-cida.gc.ca)</p>	<p><b>What is Results-Based Management (RBM)?</b></p> <p>A result is a describable or measurable change resulting from a cause and effect relationship. By results-based management, CIDA means:</p> <ul style="list-style-type: none"> <li>▪ Defining realistic expected results, based on appropriate analyses;</li> <li>▪ Clearly identifying program beneficiaries and designing programs to meet their needs;</li> <li>▪ Monitoring progress towards results and resources consumed, with the use of appropriate indicators;</li> <li>▪ Identifying and managing risks, while bearing in mind expected results and necessary resources;</li> <li>▪ Increasing knowledge by learning lessons and integrating them into decisions; and</li> <li>▪ Reporting on results achieved and the resources involved.</li> </ul> <p><b>Policy Statement</b></p> <ul style="list-style-type: none"> <li>▪ Results-based management is integral to the Agency's management philosophy and practice. CIDA will systematically focus on results to ensure that it employs management practices that optimize value for money and the prudent use of its human and financial resources.</li> </ul>

Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<ul style="list-style-type: none"> <li>▪ CIDA will report on its results in order to inform the Parliament and Canadians of its development achievements.</li> </ul> <p><b>Scope</b></p> <ul style="list-style-type: none"> <li>▪ Best efforts will be made to ensure that this results-based management policy and its principles will be applied to all Agency programs and operations. RBM will guide all managers and staff, bearing in mind the changing circumstances facing CIDA in the developing world and the role played by CIDA's partners in achieving results.</li> </ul>
	<p><b>Principles</b></p> <ul style="list-style-type: none"> <li>▪ <i>Simplicity</i> – The RBM approach implemented by CIDA will be easy to understand and simple to apply.</li> <li>▪ <i>Learning by Doing</i> – CIDA will implement RBM on an iterative basis, refining approaches as the Agency learns from experience. CIDA will prepare all program managers and staff to implement RBM by providing appropriate, timely and cost-effective training.</li> <li>▪ <i>Broad Application</i> – CIDA will identify expected results and performance indicators for its programs and projects, where feasible, while striving to find a pragmatic balance between the use of qualitative and quantitative indicators. It will develop cost-effective means to monitor and measure results and learn from the best practices of the international community.</li> <li>▪ <i>Partnership</i> – CIDA will identify, in collaboration with its partners, respective roles and responsibilities. CIDA will share the responsibility for achieving results at the program and project levels with its partners in Canada and in developing countries. CIDA will work with its partners to ensure a common understanding of RBM.</li> <li>▪ <i>Accountability</i> – CIDA will provide a work environment where individuals accept that their accountability includes delivering results. An essential feature will be that managers will promote a focus on results in a manner that is resource efficient.</li> <li>▪ <i>Transparency</i> – CIDA's implementation of RBM will lead to better reporting on more clearly identified development results.</li> </ul>
<p><b>CIDA's Policy on Gender Equality</b> (CIDA. 1999. www.acdi-cida.gc.ca)</p>	<p><b>Goal</b> To support the achievement of equality between women and men to ensure sustainable development.</p> <p><b>Objectives</b></p> <ul style="list-style-type: none"> <li>▪ To advance women's equal participation with men as decision-makers in shaping the sustainable development of their societies.</li> <li>▪ To support women and girls in the realization of their full human rights; and</li> <li>▪ To reduce gender inequalities in access to and control over the resources and benefits of development.</li> </ul> <p><b>Guiding Principles</b></p> <ul style="list-style-type: none"> <li>▪ Gender equality must be considered as an integral part of all CIDA policies, programs and projects.</li> <li>▪ Achieving gender equality requires the recognition that every policy, program and project affects men and women differently.</li> <li>▪ Achieving gender equality does not mean that women become the same as men.</li> <li>▪ Women's empowerment is central to achieving gender equality.</li> <li>▪ Promoting the equal participation of women as agents of change in economic, social and political processes is essential to achieving gender equality.</li> <li>▪ Gender equality can only be achieved through partnership between men and women.</li> <li>▪ Achieving gender equality will require specific measures designed to eliminate gender inequalities.</li> </ul> <p>CIDA policies, programs, and projects should contribute to gender equality.</p> <p><b>Gender Analysis Guidelines</b></p> <p><b>What to Ask:</b></p> <ul style="list-style-type: none"> <li>▪ Who is the target (both direct and indirect) of the proposed policy, program, or project? Who will benefit? Who will lose?</li> <li>▪ Have women been consulted on the "problem" that the intervention is to solve? How have they been involved in the development of the "solution"?</li> <li>▪ Does the intervention challenge the existing gender division of labour, tasks, responsibilities and opportunities?</li> <li>▪ What is the best way to build on (and strengthen) the government's commitment to the advancement of women?</li> <li>▪ What is the relationship between the intervention and other actions and organizations – provincial, regional, national and international?</li> </ul>

Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<ul style="list-style-type: none"> <li>Where do opportunities for change or entry points exist? How can they best be used?</li> <li>What specific ways can be proposed for encouraging and enabling women to participate in the policy/program/project, despite their traditionally more domestic location and subordinate position?</li> <li>What is the long-term impact in regard to women's increased ability to take charge of their own lives, and to take collective action to solve problems?</li> </ul> <p><b>What to Do?</b></p> <ul style="list-style-type: none"> <li>Gain an understanding of gender relations, the division of labour between men and women (who does the work), and who has access to, and control over, resources?</li> <li>Include domestic (reproductive) and community work in the work profile. Recognize the ways women and men work and contribute to the economy, their family, and society.</li> <li>Use participatory processes and include a wide range of female and male stakeholders at the governmental level and from civil society – including women's organizations and gender equality experts.</li> <li>Identify barriers to women's participation and productivity (social, economic, legal, political, cultural, etc.)</li> <li>Gain an understanding of women's practical needs and strategic interests, and identify opportunities to support both.</li> <li>Consider the differential impact of the initiative on men and women, and identify consequences to be addressed.</li> <li>Establish baseline data, ensure sex-disaggregated data, set measurable targets, and identify expected results and indicators.</li> <li>Outline the expected risks (including backlash) and develop strategies to minimize these risks.</li> </ul>
<p><b>CIDA's HIV/AIDS Action Plan</b> (CIDA. 2000. www.acdi-cida.gc.ca)</p>	<p><b>Goals</b> CIDA has two sets of goals – those that Canada has agreed to as part of the international community and goals that CIDA has established for itself.</p> <p><b>International Community's Goals</b></p> <ol style="list-style-type: none"> <li>Canada and its partners will ensure that by 2005, at least 90% and, by 2010, at least 95% of young men and women aged 15 to 24 have access to the information, education, and services they need to develop the life skills required to reduce their vulnerability to HIV infection.</li> <li>Canada and its partners will ensure that by 2005 prevalence in the 15 to 24 age group is reduced by 25% in the most affected countries, and that by 2010, prevalence in this age group is reduced globally by 25%.</li> <li>Canada will work with its partners in a country-focused approach under the International Partnership Against AIDS in Africa, co-ordinated by UNAIDS, in at least one country to significantly reduce the number of new HIV cases, reducing national levels of HIV prevalence.</li> </ol> <p><b>CIDA-Specific Goals</b></p> <ol style="list-style-type: none"> <li>To increase collaboration between CIDA branches and between sectors, sharing lessons and disseminating them more widely.</li> <li>To increase outreach of CIDA programming to Canadian NGOs, academic institutions, and the private sector in order to increase their involvement in international HIV/AIDS work.</li> <li>To encourage the development of innovative, cost-effective, knowledge-based approaches for rapid dissemination in the field.</li> <li>To increase quality, quantity, and cost-effectiveness of HIV/AIDS interventions funded by CIDA.</li> </ol>
	<p><b>Guiding Principles</b></p> <ul style="list-style-type: none"> <li>Supporting developing country governments as they take the lead in generating their own national strategic plans to combat HIV/AIDS.</li> <li>Addressing the determinants of HIV/AIDS through intersectoral strategies, including considering the potential impacts of other development programs on HIV/AIDS.</li> <li>Promoting increased linkages between HIV/AIDS and basic education, human rights, and good governance.</li> <li>Promoting gender equality and gender sensitivity in HIV/AIDS programming.</li> <li>Supporting communities and vulnerable populations, including children, youth, women, as well as people affected by and people living with HIV and AIDS, and encouraging their involvement in program design, implementation and evaluation.</li> <li>Supporting partnerships between Canadian and developing country organizations in combating HIV and AIDS.</li> </ul>

Appendix D: Policies of the Canadian International Development Agency (CIDA)	
	<ul style="list-style-type: none"> <li>▪ Promoting sustainable development and poverty reduction through a broad development approach, including basic human needs and human rights.</li> <li>▪ Establishing priorities in programming to ensure optimal impact, cost effectiveness, and consistency with international guidelines on HIV and human rights.</li> </ul>

Source: CIDA. 2000. [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)



<b>Appendix E. Some Governance Projects of the Institute of Public Administration of Canada (IPAC)</b>	
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>• <i>Caspian Basin (Azerbaijan, Kazakhstan, Uzbekistan) with IRIS Environmental Systems Inc. and ICF Consulting Canada</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>• Caspian Basin Greenhouse Gas Emission Training Project aims to strengthen the capacity of participating countries to reduce growth in greenhouse gas (GHG) emissions and to create an environment conducive to future private sector interest in the energy sector.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>• Collection of essential information and data for planning purposes</li> <li>• Reached agreement with partners regarding the economic sectors to be included.</li> <li>• Completion of a training needs analysis</li> <li>• Development of key strategies including an inter-country, regional co-operation strategy, risk management, environmental and gender equality strategies, a sustainability strategy, and a communication strategy.</li> <li>• Identification of demonstration/pilot training projects and technology transfer opportunities.</li> <li>• Development of a guidelines and procedures document and a selection and evaluation grid.</li> <li>• Development of a monitoring protocol highlighting n the technical, financial, gender equality and environmental sustainability principles and requirements.</li> <li>• Completion of a process for developing and managing large, demonstration projects.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>• <i>China with the Conference Board of Canada</i></li> </ul>
<b>Description of the Project</b>	<p>The China Public Policy Options Program aims to:</p> <ul style="list-style-type: none"> <li>• Help Chinese institutions to better understand the scope and implications of their short and long term public policy choices</li> <li>• Match requests from key Chinese authorities for assistance in analyzing policy alternatives to the best expertise available in Canada</li> <li>• Support CIDA priorities in the areas of improving public management and enable the Chinese to use development assistance more effectively; and</li> <li>• Be responsive to the needs of the Chinese while supporting Canada's development assistance policy.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>• Preparation and submission of 25 policy recommendation reports to decision-makers for approval.</li> <li>• Development of several major instruments and structures including: <ul style="list-style-type: none"> <li>❑ An Occupational Safety Law</li> <li>❑ A law establishing legal aid centres;</li> <li>❑ An SME Promotion Law and 83 SME centres</li> <li>❑ A policy framework on restructuring the water utility in Shanghai;</li> <li>❑ A policy framework to encourage foreign capital in exploration and mining of mineral resources; the creation within the Ministry of Finance a treasury Department and the establishment if budgets for six sectors</li> <li>❑ The establishment of a Social Insurance Fund Board within the Ministry of Labour and Social Security;</li> <li>❑ Reform of central and local government relations;</li> <li>❑ Reform of industrial line ministries;</li> <li>❑ Development of a framework for environment technology verification system.</li> </ul> </li> <li>• Development, approval, passage, testing and/or implementation of 32 policies, regulations, or laws.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>• <i>Ghana and Bearing Point</i></li> </ul>
<b>Description of the</b>	<p>The Ghana Central Government Project has the following goals, expected benefits and anticipated outputs:</p>

## Appendix E. Some Governance Projects of the Institute of Public Administration of Canada (IPAC)

<b>Project</b>	<p><i>Goal:</i> The goal is to enhance the government's policy management process. The specific purpose is to strengthen the decision-making process in the Office of the President, Cabinet Secretariat, and some of the selected ministries, departments, and agencies.</p> <p><i>Components:</i> The project has three main components:</p> <ul style="list-style-type: none"> <li>- To improve the decision-making policy capacity of the executive and selected ministries, departments and agencies.</li> <li>- To assist in developing and supporting the implementation of a human resource strategy for policy analysts.</li> <li>- To design, develop and implement and provide initial support for a management information system.</li> </ul> <p><i>Benefits:</i> The following six benefits are anticipated:</p> <ul style="list-style-type: none"> <li>- Enhanced policy management and co-ordination process at the executive level and between the executive and central agencies and the policy and planning and monitoring and evaluation departments and ministries.</li> <li>- Operationalized central tracking and information cycle for policy management.</li> <li>- Effective and well-defined cabinet approval process.</li> <li>- Improved co-ordination among direct beneficiaries.</li> <li>- Adequately trained staff for efficient performance of duties.</li> <li>- Programs that are responsive to the needs of Ghanaians.</li> </ul> <p><i>Anticipated Outputs:</i></p> <ul style="list-style-type: none"> <li>- Established and well-defined mandates, roles and functions among policy management bodies.</li> <li>- Established processes and the relevant manuals to support them.</li> <li>- Developed MIS to strengthen document management and collaboration among all parties involved in the policy management cycle.</li> <li>- Human resources strategy for policy analysts, including selection processes, job descriptions, competency profiles, and performance measurement.</li> <li>- Sustainable training programs for policy analysts which include monitoring and evaluation of policy implementation.</li> <li>- Appropriate consultation and communication processes in place.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>• A framework for Ghana's Policy Management and Decision Making system.</li> <li>• Completion of a series of capacity-building activities on setting strategic priorities, policy development, horizontal collaboration, policy review processes, strategic communications, and advisory responsibilities and methods.</li> <li>• High awareness and general knowledge about the policy life cycle.</li> <li>• Completion of several instructional tools and resources including job descriptions, cabinet procedures, draft cabinet memorandum format and cabinet procedures manual, security measures for cabinet documents, code of conduct for ministers, handbook for ministers, impact assessment guidelines, and three modules of a competency training curriculum.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>▪ <i>Lithuania with Ontario</i></li> </ul>
<b>Description of the Project</b>	<p>The Lithuania Public Sector Reform Project is designed to:</p> <ul style="list-style-type: none"> <li>• Enable the government to better deliver its mandate through improved decision-making and accountability mechanisms at the cabinet and ministry levels;</li> <li>• Increase the organizational effectiveness of the Chancellery and improve the definition of mandates and functions between and among ministries;</li> <li>• Assist the Lithuanian government make further improvements to the strategic planning system</li> </ul>

<b>Appendix E. Some Governance Projects of the Institute of Public Administration of Canada (IPAC)</b>	
<b>Results Achieved</b>	<p>During the first two phases of the project the following results were achieved:</p> <ul style="list-style-type: none"> <li>• Establishment of a strategic planning committee for the Lithuanian cabinet;</li> <li>• Development of a cabinet procedures manual;</li> <li>• Establishment of business planning processes and decision-making structures in all ministries as part of the budget process;</li> <li>• Civil service legislation has been drafted.</li> <li>• Responsibilities for planning and accountability were established.</li> </ul> <p>In the third phase:</p> <ul style="list-style-type: none"> <li>• Entrenchment of the strategic planning committee and chairing of this committee by the prime Minister</li> <li>• Establishment of a fiscal plan, including revenue, expenditure, and deficit targets, as well as a budget envelope to fund new priorities;</li> <li>• Development of individual expenditure ministry targets;</li> <li>• Preparation of the budget;</li> <li>• Restructuring of the Chancellery to shift to a strategic/analytical focus from an administrative focus, including the creation of a strategic planning unit;</li> <li>• Improvements in the quality of information and analysis that ministries provide to cabinet in support of their proposals and the introduction of concept papers to support legislative proposals;</li> <li>• Preparation and public release of ministry plans and a performance report;</li> <li>• Budget law amendments.</li> <li>▪ Delivery of a mandatory training program for managers in strategic planning.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>• <i>Indonesia with Nova Scotia</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>• To provide training on decentralized governance and intergovernmental relations, accountability, transparency, local government enterprise management.</li> <li>• To assist implementation of gender mainstreaming initiatives.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>• Introduction of one-stop shops.</li> <li>• Development of manuals, training documents, training kits, and seminars for newly elected and incumbent local government councilors.</li> <li>• Progress on the design of a model for managing the activities of the Local Government E- Management Project.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>• <i>Malawi with New Brunswick</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>• To improve management practices, performance management systems and decentralization implementation.</li> <li>• To develop gender equality indicators.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>• A handbook for managers that provides them with a guide to the major functions of government, sets out the management cycle, and describes the generic function of management.</li> <li>• Establishment of a performance management system for department heads.</li> <li>• Final draft of a gender mainstreaming handbook and identification of resources to implement gender training.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li>• <i>Namibia with Saskatchewan</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>• To strengthen policy formulation and analysis</li> <li>• To develop a land valuation database.</li> <li>• To develop a unified grading structure for the civil service.</li> <li>• To provide gender analysis training.</li> <li>• To develop a gender education and AIDS curriculum.</li> </ul>



<b>Appendix E. Some Governance Projects of the Institute of Public Administration of Canada (IPAC)</b>	
	<ul style="list-style-type: none"> <li>To provide materials for distance education.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Establishment of cabinet committees.</li> <li>Adoption of principles and policy development approaches for gender equality policy.</li> <li>Adoption of principles and approaches for regulation of mineral development.</li> <li>Strengthened capacity in policy analysis, use of briefing notes, prioritization of public policy issues, shorter, more focused cabinet agendas,</li> <li>Strengthened competencies in property tax assessment; identification of areas that need strengthening.</li> <li>Launching of a provisional valuation of agricultural land as a prerequisite to land taxation, computerization of the deeds registration system, and letting of a tendering for computerization of maps.</li> <li>Discussion document and consultations on computerized job evaluation system.</li> <li>Teacher training in story writing and completion of a project in story writing aimed at strengthening girls' education and knowledge of HIV/AIDS by lower primary school teachers. Selection of four stories for use in schools, translation of the selected stories into four languages, preparation of illustrations and publishing and distribution of the stories in print materials and on the website.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li><i>Philippines and Manitoba</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>To support an international conference on decentralization.</li> <li>To develop and implement national anti-poverty project pilots.</li> <li>To build financial management capacity.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Project manager identified.</li> <li>Completion of study tour that strengthened capacity in local government including strategic planning and resource mobilization capacities.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li><i>Tanzania - IPAC</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>To strengthen an understanding of the scope, principles, and methods of the machinery of government.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Strengthened understanding of the structure of governments, the roles and responsibilities of elected office holders and senior officials, decision-making processes and control frameworks, strategic communications and current public policy issues.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li><i>Trinidad and Tobago with Manitoba</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>To improve access to community-based health and disease prevention services.</li> <li>To build capacity to better manage environmental issues.</li> <li>To assist implementation of gender mainstreaming initiatives.</li> <li>To build local revenue generation capacities and improve financial management.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Development of project workplans and identification of activities.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li><i>Ukraine with the Ministry of Ecology and Natural Resources, other ministries, state committees, research institutions, and NGOs.</i></li> </ul>
<b>Description of the Project</b>	<p>The Canada Ukraine Environment Co-operative Program assists the Ukraine in:</p> <ul style="list-style-type: none"> <li>Strengthening its capacity to act within the UN Framework Convention on Climate Change and the Kyoto Protocol;</li> <li>Developing a climate change management structure;</li> <li>Facilitating, together with Canada, efforts to establish a policy and a sound managerial infrastructure to support the development of "flexible mechanism" initiatives under the</li> </ul>

<b>Appendix E. Some Governance Projects of the Institute of Public Administration of Canada (IPAC)</b>	
	<p>Kyoto Protocol and joint implementation projects;</p> <ul style="list-style-type: none"> <li>Promote long term links between Canadian and Ukrainian public and private sector institutions active in the environment and energy sectors.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Recommendations on establishing the Ukraine's National GHG Inventory System which cover institutional, legal, and procedural aspects have been developed.</li> <li>Implementation of the UNFCCC and Kyoto Protocol is completed.</li> <li>The Joint Implementation Projects System is completed and the accompanying recommendations developed.</li> <li>Climate change public awareness materials were distributed to 172 key individuals and groups.</li> <li>The Joint Implementation Project Database is completed.</li> <li>Capacity was developed at MENR and MENR's overall capability improved.</li> <li>Key meetings ere held, working relationships strengthened and co-operation continued.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li><i>Uganda with Ontario</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>To assist centre of government reform and improve policy capacity.</li> <li>To assist performance management reforms.</li> <li>To finalize local government management information systems development.</li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Completion of job-shadowing on policy development processes and tasks culminating in strengthened competencies and a report to the Ugandan Cabinet Secretary.</li> <li>Completion of a project proposal on performance management.</li> <li>Completion and roll-out of the Local Government Financial Information Analysis Systems Project.</li> </ul>
<b>Country and Participants</b>	<ul style="list-style-type: none"> <li><i>South Africa and Co-Water, IPAC and the Federation of Canadian Municipalities</i></li> </ul>
<b>Description of the Project</b>	<ul style="list-style-type: none"> <li>To assist municipalities implement the <i>Municipal Finance Management Act</i> through: <ul style="list-style-type: none"> <li>Review, consolidation, and building on the financial reform foundation;</li> <li>Assisting pilot municipalities in budget improvement, consultation processes, and report preparation;</li> <li>Creating models and case studies for budget preparation;</li> <li>Creating awareness of steps required in attaining viability and retaining credibility; and</li> <li>Building and enhancing municipal financial capacity.</li> </ul> </li> </ul>
<b>Results Achieved</b>	<ul style="list-style-type: none"> <li>Strengthened capacity in financial management in several municipalities.</li> </ul>

Source: IPAC. 2000 – 2004. [www.ipaciapc.ca](http://www.ipaciapc.ca) and internal reports.



Appendix F. Description of South Africa and the South African Provinces During the Implementation of the Canada South Africa Provincial Twinning Project					
Characteristic	Eastern Cape	Free State	Gauteng	KwaZulu Natal	Mpumalanga
<i>Location</i>	Southern South Africa; bordered by Indian Ocean. Adjacent to the Western Cape, the Northern Cape, the Free State, Lesotho, and KwaZulu Natal.	Central South Africa Between the Vaal River in the north and the Orange River in the south Adjacent to the Eastern Cape, the Northern Cape, the North West Province, Gauteng, Mpumalanga, KwaZulu Natal Next to Lesotho	Central South Africa Adjacent to the North West province, the Northern Province, Mpumalanga, and the Free State	Eastern coast of South Africa Adjacent to Eastern Cape, Free State, Mpumalanga, Lesotho, and Mozambique Bordered by Swaziland	Part of the eastern and northern area of South Africa Adjacent to KwaZulu Natal, the Free State, Gauteng, and the Northern Province Bordered by Mozambique and Swaziland
Capital	Bisho	Bloemfontein	Johannesburg	Pietermaritzburg (Province) Ulundi (Zulu Monarchy)	Nelspruit
Monarchy	No	No	No	Yes	No
Governing Party	African National Congress (ANC)	African National Congress (ANC)	African National Congress (ANC)	Inkatha Freedom Party (IFP)	African National Congress (ANC)
Premier	Rev. Makhenkesi A. Stofile	Isabella Winkie Direko	Mmbhazima Shilowa	Lionel P.H.M. Mtshali	Ndaweni J. Mahlangu
Cabinet/EXCO	No. in EXCO: 10 Premier Agriculture and Land Affairs Education Health Housing, Local Government and Traditional Affairs Provincial Safety, liaison and Transport Provincial Treasury, Economic Affairs, Environment and Tourism Roads and Public Works Sport, Recreation, Arts, and Culture Welfare	No. in EXCO: 11 Premier Agriculture Education Tourism, Environmental and Economic Affairs Finance and Expenditure Health Services Local Government and Housing Public Works and Transport Safety and Security Social Development Sports, Arts, Culture, Science and Technology	No. in EXCO: 11 Premier Agriculture, Conservation, Environment and Land Affairs Development Planning and Local Government Education Finance and Economic Affairs Health Housing Provincial Safety and Liaison Social Services and Population Development Sport, Recreation, Arts and Culture Transport and Public Works	No. in EXCO: 11 Premier Agriculture and Environmental Affairs Economic Development and Tourism Education and Culture Finance Health Housing Social Welfare and population Development Traditional Affairs, Local Government, and Safety and Security Transport Works	No. in EXCO: 11 Premier Agriculture, Conservation and Environment Education Finance and Economic affairs Health Housing and Administration Local Government and Traffic Public Works, Roads, and Transport Safety and Security Social Services and population Development Sport, Recreation, Arts, and Culture
No of MPLAs	63	30	73	80	30

<b>Appendix F. Description of South Africa and the South African Provinces During the Implementation of the Canada South Africa Provincial Twinning Project</b>					
<b>Characteristic</b>	<b>Eastern Cape</b>	<b>Free State</b>	<b>Gauteng</b>	<b>KwaZulu Natal</b>	<b>Mpumalanga</b>
Director General <sup>1</sup>	Dr. Mvuyo Tom	Khotso de Wee	Mogopodi Mokoena	R. K. Sizane	Stanley Soko
Population	6.303 million	2.634 million	7.35 million	8.417 million	2.8 million
% of Total Population	15.5%	6.5%	18.1%	20.7 %	7.0%
Principal Languages	IsiXhosa 83.8 % Afrikaans 9.6 % English 3.7%	SeSotho 62.1% Afrikaans 14.5% IsiXhosa 9.4%	IsiZulu 21.5% Afrikaans 16.7% English 13 %	IsiZulu 80% English 18% Afrikaans 2%	SiSwati 30% IsiZulu 25.4% IsiNdebele 12.5%
Area (square km)	169,580	129,480	17,010	92,100	79,490
% of Total Area	13.9%	10.6%	1.4%	7.6 %	6.5%
Airports	Port Elizabeth, East London Umtata, Bulembu	Bloemfontein	Johannesburg	Durban Ulundi	Nelspruit
Harbours	East London Port Elizabeth	Landlocked	Landlocked	Durban Richards Bay	Landlocked
Environment	Atlantic Coastline – rocky coves, sandy beaches, bays & lagoons, sea life Arid areas - Karoo Tropical and temperate forests Mountain ranges – Drakensberg Rolling grasslands – eastern interior Savannah bushveld – western central plateau	Rolling prairie Semi-arid Cultivated land – 3.2 million hectares Natural veld and grazing – 8.7 million hectares Highlands – in the east	Grasslands Cultivated agricultural land Wetlands (Blesbokspruit) Gold reef	Subtropical coastline Savannahs Mountain ranges – Drakensberg Drier and colder areas – KwaZulu Natal Midlands between the coastal strip and the Drakensberg Escarpment	Grassland biome – high plateau Savannah Mountain ranges Escarpment Low lying areas
GGP <sup>3</sup>	R56,088 million	R45,756 million	R278,226 million	R109,962 million	R60,147 million
% of GDP <sup>4</sup>	7.6 %	6.2%	37.7 %	14.9%	8.15%
Industries	Tourism Agriculture – sheep/wool, cattle/dairy products, maize, sorghum	Agriculture – sheep, beef, Soya, sunflowers, sorghum, wheat Fruit – cherries	Agriculture – groundnuts, sunflowers, cotton and sorghum Daily fresh produce – dairy	Tourism Coal Heavy minerals Manufacturing	Tourism Agriculture – dairy industry, sheep & wool, cotton, wheat, sunflower seeds, maize and

<sup>1</sup> The Director General is also the Cabinet Secretary and the Head of Intergovernmental and International Relations.

<sup>3</sup> Gross Geographical Product i.e. GDP of a region

<sup>4</sup> Total Gross Domestic Product

Appendix F. Description of South Africa and the South African Provinces During the Implementation of the Canada South Africa Provincial Twinning Project					
Characteristic	Eastern Cape	Free State	Gauteng	KwaZulu Natal	Mpumalanga
	Fruit – apples, pineapple Tea, coffee, chicory Motor vehicle manufacturing & related industries Forestry – exotic woods Fishing- squid, hake	Vegetables – potatoes, asparagus Gold and gold jewellery Silver and uranium by-products of gold mining Bituminous coal, bentonite, and diamonds Petrochemical industry and chemical industries based on coal Industries making agricultural products	products, vegetables, fruit, meat, eggs, and flowers Manufacturing Financial institutions Primary mining industry – gold Government institutions and services	Agriculture – sugar cane, dairy and stock farming Fruit – variety of subtropical fruit Vegetables – variety Forestry	peanuts Sugar industry Fruit – citrus and subtropical fruits Vegetables – potatoes and a wide variety of other vegetables Mining – coal, gold Forestry – plantations of exotic trees Power stations Petroleum from coal industry Paper mills Steel and vanadium
<i>Unemployment</i>		30%			
% of Individuals Living in Poverty (Approximate)	71%	64%	17%	52%	57%
Education	Five universities Three technikons 20 technical colleges .	University of the Free State with campuses at QwaQwa and Vista	Four universities – University of Pretoria, University of South Africa (UNISA – largest correspondence university in the world), University of the Witwatersrand, and the Rand Afrikaans University. Large number of research institutions 9.5% of adults have received no formal schooling.	Several universities Several technikons Several training institutions Almost 23% of the adults have no formal schooling	29% of the adult population has no formal schooling Research Institute for Citrus and Subtropical Fruits
<i>Pupils Per Teacher (Approximate)</i>	33	33	32	31	37
% of People >15 Yrs Who Can Read and Write Their Home Language (Approximate)	72% 4.7% have completed a higher level of education; 20.9% of those older than 20 years have no formal schooling	85%	93%	85%	76%

Appendix F. Description of South Africa and the South African Provinces During the Implementation of the Canada South Africa Provincial Twinning Project					
Characteristic	Eastern Cape	Free State	Gauteng	KwaZulu Natal	Mpumalanga
Health			Specialized health care and research facilities found in Gauteng		Higher population growth rate than national average
Health: Infant Mortality: Rate Per 1000 Live Births (Approximate)	53	44	32	43	38
Health: HIV/AIDS – Prevalence Among Women Attending antenatal Clinics (1999)	18 %	27.9%	23.9%	32.5%	27.3%
Web Site	<a href="http://www.ecprov.gov.za">http://www.ecprov.gov.za</a>	<a href="http://www.mangaung.ofs.gov.za">http://www.mangaung.ofs.gov.za</a>	<a href="http://www.gpg.gov.za">http://www.gpg.gov.za</a>	<a href="http://www.kwnzulu.net">http://www.kwnzulu.net</a>	<a href="http://www">http://www</a>

Appendix F. Description of South Africa and the South African Provinces					
Characteristic	Northern Cape	Limpopo (Northern Province)	North West Province	Western Cape	Republic of South Africa
Location	Central western area of South Africa Adjacent to Western Cape, Eastern Cape, Free State and North West Province Bordered by Namibia, Botswana and the Atlantic Ocean	Within the elbow of the Limpopo River Adjacent to Mpumalanga, Gauteng and the North West Province Bordered by Botswana, Zimbabwe and Mozambique	Adjacent to the Northern Cape, Free State, Gauteng, and the Northern Province Bordered on the North by the Republic of Botswana	South Western tip of South Africa and the African continent Indian Ocean on the south and Atlantic Ocean on the west Adjacent to the Northern Cape and the Eastern Cape	. Located on the southern tip of the African continent. . Adjacent to the countries of Namibia, Botswana, Zimbabwe, and Mozambique. . Surrounds Lesotho and Swaziland. . Borders on both the Indian and Southern Atlantic Oceans.
Monarchy	No	No	No	No	A republic and a constitutional, parliamentary democracy. It is a federal state that consists of a national government and nine provincial governments.

Appendix F. Description of South Africa and the South African Provinces					
Characteristic	Northern Cape	Limpopo (Northern Province)	North West Province	Western Cape	Republic of South Africa
					Local governments are recognized as a distinct sphere of government in the Constitution. Chapter 12 of the Constitution provides for the recognition of the institution, status and role of traditional leadership. The province of KwaZulu Natal has a monarch. Elections must be held every five years.
Capital	Kimberley	Pietersburg	Mafikeng	Cape Town	Legislative: Cape Town Administrative: Pretoria (Tshwane) Judicial: Bloemfontein
Governing Party	African National Congress (ANC)	African National Congress (ANC)	African National Congress (ANC)	Coalition of African National Congress (ANC) and New National Party (NNP)	African National Congress (ANC)
Premier or President	E. Manne Dipico	Ngoako .A. Ramathlodi	Popo S. Molefe	Peter Maraise	Thabo Mbeki
Cabinet/EXCO	No in EXCO: 11 Premier Agriculture, Land Reform, Environment and Conservation Economic Affairs and Tourism Education Finance Health Housing and Local Government Safety and Liaison Social Welfare and population Development	No. in EXCO: 11 Premier Agriculture and Environment Education Finance, Economic Affairs, and Tourism Health and Welfare Local Government and housing Office of the premier Public works Safety, Security, Liaison Sport, Arts and Culture Transport	No. in EXCO: 11 Premier Agriculture, Conservation and Environment Developmental Local Government and Housing Economic Development and Tourism Education (Including School Libraries and Sport) Finance 9Including Internal Audit) Health Safety and liaison Social Services, Arts and	No. in EXCO: 12 Premier Agriculture, Tourism and Gambling Community Safety Cultural Affairs, Sport and Recreation Education Environmental Affairs and Development Planning Finance, Business Promotion and Asset Management Health Housing Local Government	President Executive Deputy President Minister in the Office of the President No. of Other Ministers: 26 No. of Deputy Ministers: 13 Portfolios: Agriculture Arts, Culture, Science & Technology Correctional Services Defence Education Environmental Affairs & Tourism



Appendix F. Description of South Africa and the South African Provinces					
Characteristic	Northern Cape	Limpopo (Northern Province)	North West Province	Western Cape	Republic of South Africa
	Sports, Recreation, Arts, and Culture Transport, Roads and Public Works		Culture Traditional and Corporate Affairs Transport, Roads, and Public Works	Social Services and Poverty Relief Transport and Works	Foreign Affairs Government Communications Health Home Affairs Housing Independent Complaints Directorate Justice & Constitutional Development Labour Minerals & Energy National Intelligence Agency National Treasury Provincial and Local Government Public Enterprises Public Service & Administration Public Works Secretariat for Safety & Security SA Management Development Institute SA Police Service SA Revenue Service SA Secret Service Social Development Sport & Recreation South Africa Statistics South Africa The Presidency Trade & Industry Transport Water Affairs & Forestry
No of MPLAs	30	49	33	42	400 seat National Assembly 90 seat National Council of

Appendix F. Description of South Africa and the South African Provinces					
Characteristic	Northern Cape	Limpopo (Northern Province)	North West Province	Western Cape	Republic of South Africa
					the Provinces
Director General	(1) Martin Van Zyl (2) Dr. Hendricks	Manching Monana	Dr. Manana Bakane-Tuoane	Dr. Lawrence (Acting)	The Presidency: Rev. F. Chikane The National Treasury: Ms. M. Ramos The Public Service Commission: M.J. Sikhosana South African Management Development Institute: T.J. Mokgoro Public Service and Administration: M.R. Ramaite
Population	0.840 million; Home of the San people	4.929 million	3.355 million	3.96 million	43.1 million Population by Race: Black Africans – 77% Whites - 10% Coloureds - 9% Asians - 3% Unspecified - 1% 54% of the population is under the age of 24.
% of Total Population	2.1%	12.1%	8.3%	9.7 %	100%
Principal Languages	Afrikaans 69.3% Setswana 19.9% IsiXhosa 6.3%	Sepedi 52.7% Xitsonga 23% Tshivenda 15.5%	Setswana 67.2% Afrikaans 7.5% IsiXhosa 5.4%	Afrikaans 59.2% English 20% IsiXhosa 19.1 %	Official Languages: Afrikaans English isiNdebele Sepedi Sesotho SiSwati Xitsonga Setswana Tshivenda isiXhosa isiZulu

Appendix F. Description of South Africa and the South African Provinces					
Characteristic	Northern Cape	Limpopo (Northern Province)	North West Province	Western Cape	Republic of South Africa
Area (square km <sup>2</sup> )	361,830	123,910	116,320	129,370	1,221,037
% of Total Area	29.7%	10.2%	9.5%	10.6 %	100%
Airports	Kimberley Upington	Pietersburg	Mafikeng	Cape Town	International: Bloemfontein Cape Town Durban East London George Johannesburg Kimberley Port Elizabeth Upington
Harbours		Landlocked	Landlocked	Cape Town Vredenburg-Saldanha George	Cape Town Durban East London Mossel Bay Port Elizabeth Richards Bay Saldanha
Environment	Orange River – major water source and fertile agricultural areas Arid - plains with rock outcroppings in the north (Kalahari) Semi-arid - Karoo Nama-Karoo biome – hot & dry with shrubland and grass, trees limited to water courses, and displays of spring flowers Atlantic Coast with the Benguela Current	Savannah biome (bushveld) Subtropical areas	Savannah biome (bushveld) Grassland biome Sub-tropical to semi-desert	Mountain ranges – Drakensberg Fertile Valleys Subtropical beaches Indigenous forests Arid – Great Karoo Western Cape Floral Kingdom Atlantic Coast with the Benguela Current	South Africa's Constitution's Bill of Rights states that everyone has the right to an environment that is not harmful to his or her health and well-being and to have the environment protected through measures that prevent pollution and ecological degradation, promote conservation, and enable ecologically sustainable development. Environmental challenges include: population growth; erosion and desertification;

<sup>2</sup> Area of the province in square kilometres

Appendix F. Description of South Africa and the South African Provinces					
Characteristic	Northern Cape	Limpopo (Northern Province)	North West Province	Western Cape	Republic of South Africa
					air, marine, and noise pollution; water quality management; coastal zone management; hazardous materials and waste control; nature conservation; urban conservation; recycling; and private sector involvement. South Africa has signed many international agreements related to the environment.
GGP <sup>3</sup>	R15, 498 million	R27,306 million	R41,328 million	R104, 796 million	1999: Total GDP: R811 billion GDP Per Capita: R19,781
% of GDP <sup>4</sup>	2.1 %	3.7 %	5.6%	14.2 %	100%
Industries	Agriculture – sheep, karakul pelts, wheat, peanuts, maize, cotton Fruit – fresh and dried fruit Viticulture Diamonds and semi-precious stones Iron, copper, asbestos, manganese, fluor spar, marble Developing marine industry – deep-sea fishing and marine products.	Agriculture – cattle, controlled hunting, sunflowers, cotton, maize, peanuts Fruit – table grapes, tropical fruits, citrus fruits Nuts – variety Tea and coffee Vegetables - tomatoes Forestry – hardwoods and others Mining – copper, asbestos, coal, iron, platinum, chrome, diamonds, phosphates	Agriculture – beef cattle, maize, sunflowers, groundnuts, wheat, cotton Tobacco, paprika Fruit – citrus Mining - diamonds, platinum, marble, fluor spar Industries – manufacturing, construction, and mining	Tourism; Viticulture Agriculture – sheep, ostrich, grain, poultry, dairy cattle and dairy products, beef, pork, race-horse breeding Fruits – table and wine grapes, apples, olives, peaches, oranges Vegetables – wide variety Forestry – indigenous timber Fisheries Head offices of major companies –petroleum, insurance, national retail chains Clothing and textiles Printing and publishing Steel industry	Contributions of various Sectors to GDP: Agriculture, Forestry & Fishing -4.5% Construction -2.9 % Electricity, Gas & Water – 3.9% Financial & Business Services – 19% Manufacturing - 23.9% Mining – 7.8% Trade – 16.1% Transport & Communication – 7.8% Other – 14.1%
Unemployment		41%			30%; large rate of

<sup>3</sup> Gross Geographical Product i.e. GDP of a region

<sup>4</sup> Total Gross Domestic Product

<b>Appendix F. Description of South Africa and the South African Provinces</b>					
<b>Characteristic</b>	<b>Northern Cape</b>	<b>Limpopo (Northern Province)</b>	<b>North West Province</b>	<b>Western Cape</b>	<b>Republic of South Africa</b>
					underemployment
<i>% of Individuals Living in Poverty (Approximate)</i>	63%	56%	58%	27%	
<i>Education</i>			Two universities – Potchefstroom University and the University of the North West 22.7% of adults have no formal schooling	Three universities (Cape Town, Stellenbosch, Western Cape) Two technikons Many training institutions 6.7 % of the population over 20 has no formal schooling	Illiteracy Rate: 16%
<i>Pupils Per Teacher (Approximate)</i>	27	32	29	34	33.5
<i>% of People &gt;15 Yrs Who Can Read and Write Their Home Language (Approximate)</i>	79%	74%	69%	95%	82%
<i>Health - General</i>					Health care available in South Africa ranges from the most advanced in the world to lack of access to basic health services. More than 3.2 million people are living with HIV/AIDS and an estimated 1500 new cases are reported daily.
<i>Health: Infant Mortality: Rate Per 1000 Live Births</i>	28	52	38	23	Infant Mortality Rate per 1000 Live births: National – 39/1000 Infant Mortality Rate by Race: Black Africans – 47/1000 Whites – 8/1000 Coloureds – 25/1000 Asians – 8/1000
<i>Health: HIV/AIDS – Prevalence Among Women</i>	10.1%	11.4%	23%	7.1%	22.4%

<b>Appendix F. Description of South Africa and the South African Provinces</b>					
<b>Characteristic</b>	<b>Northern Cape</b>	<b>Limpopo (Northern Province)</b>	<b>North West Province</b>	<b>Western Cape</b>	<b>Republic of South Africa</b>
<i>Attending antenatal Clinics (1999)</i>					
<i>Web Site</i>	<a href="http://www.northern-cape.gov.za">http://www.northern-cape.gov.za</a>	<a href="http://www.northern-province.gov.za">http://www.northern-province.gov.za</a>	<a href="http://www.nwpg.org.za">http://www.nwpg.org.za</a>	<a href="http://www.westerncape.gov.za">http://www.westerncape.gov.za</a>	<a href="http://www.gov.za">www.gov.za</a>

Sources: Burger, D. (Editor). 2003. *Pocket Guide to South Africa, First Edition*. Yeoville, South Africa: STE Publishers, pp. 1 -215; Pietersen, M. 1993. *This is South Africa*. Pretoria: The South African Communications Service; Burger, D. (Editor). 1997. *South Africa Yearbook, Fourth Edition*. Pretoria: South African Communications Service. pp. 1-60; Government of South Africa. 2001. [www.gov.za/province/overview](http://www.gov.za/province/overview); *HIV/AIDS/STD. Strategic Plan for South Africa 2000-2005*. <http://www.gov.za/documents/2000/aidsplan.pdf>; McKenzie, K. (Editor). 2000. *Provincial Pocketbook: Guide to Politics in the Provinces*. Cape Town: IDASA. Pp. 1 – 87; Republic of South Africa. 1996. *The Constitution of the Republic of South Africa*. (No. 108 of 1996). Cape Town: The Government Gazette. [www.info.gov.za/gazette/acts/1996/](http://www.info.gov.za/gazette/acts/1996/); SA Web. [www.saweb.co.za](http://www.saweb.co.za)

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<b>Appendix G. Events in the History of South Africa</b>	
1652	Jan van Riebeck established a settlement in the Cape for the Dutch East India Company
1657	The Dutch East India Company began importing slaves from throughout the Company's empire as well as from Madagascar, Angola and Mozambique.
1659	Conflicts began between the Khoikhoi and Dutch settlers in the Cape.
1688-1700	French Huguenots settled at the Cape.
Late 1600s	The Dutch East India Company brought German immigrants to the Cape
1779	First Frontier War at Fish River between Xhosas and the Dutch
1795	The British occupied the Cape for the first time.
1803-1806	The Batavian Republic (Netherlands) governed the Cape
1806	The British regained occupation of the Cape
1809 - 1812	The British government in the Cape introduced the first pass system and related regulations.
1814	The British gained control of the Cape through the <i>London Convention, 1814</i> .
1815	Shaka became chief of the Zulu Nation
1820s and 30s	The mfecane (also called difaqane), a period of major unrest characterized by warfare, forced migration, dispersion of black tribes, and consolidation of power, occurred
1828	The British government in the Cape passed <i>Ordinance 50, 1828</i> that abolished pass requirements
1834	The British Government in London abolished slavery in Great Britain and all British colonies. The British government in the Cape allowed slaves to continue to work as apprentices for four years.
1835	The British government in the Cape passed the <i>Cape of Good Hope Punishment Act, 1835</i> , an act that provided the government with the authority to punish British subjects who committed crimes against the indigenous peoples as far north as latitude 25 degrees.
1836 -1840	The Great Trek, that is the migration of Afrikaners from the Cape Colony into the interior took place
1838	Battle of Blood River; Afrikaners defeated the Zulus
1843	The British government in the Cape recognized Natal as a British territory
1848	German immigration encouraged
1848	The British government in the Cape proclaimed the territory between the Orange and Vaal Rivers as British territory
1849, 1868, 1870, 1879, 1888	The British government in the Cape imposed a hut tax on the Black populations of Natal (1849), Basutoland (1868, after its annexation), Griqualand West (1879), and Zululand (1888) The South African Republic imposed a hut tax on the black population in 1870.
1853	The British government in the Cape established a form of representative government, with a parliament.



<b>Appendix G. Events in the History of South Africa</b>	
1854	<i>The Bloemfontein Convention, 1854</i> recognized the Orange Free State as a republic governed by the Afrikaner residents.
1856	The Transvaal became a republic known as the South African Republic and was governed by Afrikaner residents.
1856	The British government in the Cape granted Natal limited representative government.
1860	Immigrants arrived from India to work as indentured labour in the sugar industry.
1870s	Black miners in the diamond mines at Kimberley were required to carry passes and to live in highly controlled conditions.
1877	The British government in South Africa annexed the South African Republic
1880 - 1881	The first South African (Anglo – Transvaal) War was fought.
1881	Transvaal regained its independence through the <i>Pretoria Convention, 1881</i> .
1882	Imbumba Yama Afrika, the first political organization of black Africans was established in the Cape.
1894	The British government in the Cape passed the <i>Glen Grey Act, 1894</i> . With respect to black Africans, this Act abolished communal land ownership, restricted individual access to land to 10 acres, restricted black Africans access to the vote in general elections, and limited black Africans participation in community decision making to local councils with purely local powers.
1893 -1914	Mohandas Ghandi championed fair treatment for Indians living and working in South Africa including leading protests against efforts to deny Indians the right to vote and discriminatory rules regarding registration. He fought for the restoration of the validity of Indian marriages and fought against the registration certificates for Indians. He founded the Natal Indian Congress in 1894 and pioneered non-violent resistance.
1895	The Transvaal government instituted laws requiring black men to have passes when they entered the Witwatersrand to find employment
1897	Enoch Sontonga composed Nkosi Sikilel' iAfrica
1899 -1902	The second South African (Anglo – Boer) War was fought. The British practiced a scorched earth policy and established racially segregated concentration camps for women, children and others not directly involved in armed conflict. More than 25,000 whites and more than 14,000 non-whites are estimated to have died in these camps.
1902	The <i>Treaty of Vereeniging, 1902</i> ended the South African (Anglo – Boer) War. The British gained control of the Transvaal and the Orange Free State.
1902	The African People's Organization (initially called the African Political Organization) to represent the interests of coloured people was established.

<b>Appendix G. Events in the History of South Africa</b>	
1904 - 1906	Chinese indentured workers were imported to work in the gold mines. All were repatriated by 1910.
1906	The Transvaal authorities passed a law making it a requirement for South African Indians over the age of eight to carry a pass bearing their name and thumbprint.
1909	The British Government in London passed the <i>South Africa Act, 1909</i> . This Act was the constitution for the new Union of South Africa.
1910	The four colonies of the Cape, the Transvaal, Natal, and the Orange Free State united to form the self-governing Union of South Africa
1911, 1926	The <i>Mines and Works Act, 1911</i> and the <i>Mines and Works Amendment Act, 1926</i> reserved the best, higher skilled, and higher paying jobs for whites.
1912	The African National Congress (initially known as the South African Native National Congress) was founded
1913	The South African Parliament passed the <i>Natives' Land Act, 1913</i> . This Act limited land ownership by black Africans.
1914	The National Party (NP) was founded.
1914 - 1918	The Union of South Africa participated in World War I.
1918	The Afrikaner Broederbond, a secret organization, was founded
1920	The Transvaal Native Congress campaigned against passes.
1921	The Communist Party of South Africa was founded
1923	The South African Indian Congress was founded
1923	The South African Parliament passed the <i>Natives (Urban Areas) Act, 1923</i> , an act that introduced compulsory segregation.
1936	The South African Parliament passed the <i>Natives Representation of Voters Act, 1936</i> . This Act terminated the franchise for Black Africans in the Cape.
1936	The South African Parliament passed the <i>Native Trust and Land Act, 1936</i> . This Act increased the amount of land available for the black population to 13% of the country.
1941 - 1945	South Africa joins the Allies in the Second World War.
1944	The ANC established its youth arm, the Congress Youth League (CYL).
1946	The South African Parliament passed the <i>Asiatic Land Tenure and Indian Representation Act, 1946</i> an act that imposed restrictions on where Asians might live and trade.
1948	The National Party won the general election and began the introduction of the apartheid system.
1949	The South African Parliament passed the <i>Prohibition of Marriages Act, 1949</i> aimed at preventing intermarriage among races.
1950	The South African Parliament passed the <i>Immorality Act, 1950</i> aimed at preventing intimate relations between people of different races.

<b>Appendix G. Events in the History of South Africa</b>	
1950	The South African Parliament passed the <i>Population Registration Act, 1950</i> (No. 30 of 1950) an Act that required a register to be established on which all residents would be listed and classified according to race. Section 13 of this Act required everyone over the age of 16 to carry an identity document that clearly specified his or her race.
1950	The South African Parliament passed the <i>Group Areas Act, 1950</i> . This Act provided the government with the power to reserve specific areas of the country for specific racial groups and to require people who did not belong to the designated group to move areas designated for their respective races.
1950	The South African Parliament passed the <i>Suppression of Communism Act, 1950</i> , an Act that outlawed the Communist Party in South Africa.
1951	The South African Parliament passed the <i>Bantu Authorities Act, 1951</i> . This Act established a three tiered system of African self-government for the black reserves.
1952	The South African Parliament passed the <i>Native Laws Amendment Act, 1952</i> . This Act imposed influx control, required black African women to carry passes, and provided the authority for local authorities to remove black Africans who had been in the area longer than 72 hours without a pass from urban areas.
1952	The South African Parliament passed the <i>Abolition of Passes Act, 1952</i> . This Act repealed previous pass requirements and consolidated the requirements into a single reference book including a fingerprint and detailed information about one's life including a history of one's movements. The Act's provisions made failure to produce one's pass a criminal offence.
1953	The South African Parliament passed the <i>Bantu Education Act, 1953</i> . This Act imposed segregation on the school system and established an inferior curriculum for black Africans.
1953	The South African Parliament passed the <i>Native Labour (Settlement of Dispute) Act, 1953</i> . This Act prohibited any strike action by black Africans.
1953	The South African Parliament passed the <i>Reservation of Separate Amenities Act, 1953</i> an Act that required members of different races to use separate amenities and made it allowable for the amenities to be provided for different races to be unequal.
1955	The Black Sash, initially the Women's Defence of the Constitution League, was founded to protest the deprivation of human rights and to assist victims of unjust laws.
1955 -1958	The South African government relocated, by force, the inhabitants of Sophiatown to areas matching their racial designation.
1956	The South African Parliament passed the <i>Native Resettlement Act, 1956</i> . This Act provided the authority for extinguishing of property rights and the forcible removal and resettlement of black Africans.
1957	The South African Parliament passed the <i>State Aided Institutions Act</i> ,

<b>Appendix G. Events in the History of South Africa</b>	
	1957 that established segregation in libraries and places of entertainment.
1958	The South African government provided the police and local authorities with the power to raid any dwelling, without a search warrant, for black Africans present in the area illegally.
1959	The South African Parliament passed the <i>Extension of University Education Act, 1959</i> , an Act that required separate universities to be provided for each racial group and prohibited mixing races at universities.
1959	Robert Sobukwe founded the Pan Africanist Congress (PAC) an organization that worked towards the establishment of an Africanist, socialist democracy.
1959	The South African Parliament passed the <i>Promotion of Bantu Self-Government Act, 1959</i> . This Act elaborated on the tribal form of self government with a view to creating independent states based on linguistic and cultural characteristics.
1960	Police killed 69 people and wounded 180 people protesting the pass laws at Sharpeville.
1960	The South African government imposed a state of emergency and introduced detention without trial.
1960	The South African government banned the African National Congress and the Pan Africanist Congress
1960	South Africa was expelled from the Commonwealth.
1961	The Republic of South Africa was established, outside the British Commonwealth. The constitution was amended to replace the position of governor general with the position of state president.
1962	The South African government increased the powers of the security police to enable them to enforce the apartheid laws.
1963	Passes became compulsory for women after tens of thousands of women protested against them during the 1950s and early 1960s.
1964	The South African Parliament passed the <i>Bantu Laws Amendment Act, 1964</i> . This Act put in place a system to control the movements of all black Africans outside their homelands and to organize the labour supply to match the labour need. The <i>Act</i> also prevented African workers from bringing their families to live with them while they were employed outside the homelands.
1964	Nelson Mandela and other leaders of the African National Congress received life sentences for sabotage and planning guerrilla war.
1965	The South African government further extended the powers of the security police to enforce the apartheid laws.
1966	District Six, a coloured community in Cape Town, was designated a whites only area and the non-white residents were forced to relocate.
1969	Steve Biko established the South African Students' Organization and went on to lead the Black Consciousness Movement. He was killed in detention in 1971.
1970	The South African Parliament passed the <i>Bantu Homelands Citizenship</i>

<b>Appendix G. Events in the History of South Africa</b>	
	<i>Act, 1970.</i> This Act limited the citizenship of black Africans to homeland citizenship only.
1973	Afrikaner Weersandsbeweging (AWB), a partisan political party that advocates the formation of an independent Afrikaner republic was founded.
1960s and 1970s	Nearly two million Southern Sotho were designated citizens of QwaQwa and required to relocate from the Orange Free State to this homeland.
1976	School students marched to protest the compulsory use of Afrikaans as the language of instruction in high schools. The police shot and killed two students and injured others. This protest marked the beginning of township protests against schooling and other grievances.
1976	The South African government imposed a state of emergency.
1976	Winnie Mandela, then wife of Nelson Mandela, and their daughter Zindzi were banished to Brandfort, a remote township in rural Orange Free State.
1983	Creation of the United Democratic Front (UDF), an umbrella organization for more than 600 church, civic, trade union, women's, students', sports and other organizations to protest the race-based tricameral parliament and other injustices. This later came to be known as the Mass Democratic Movement.
1984	The South African Parliament put in place a new constitution that established a tricameral parliament. This parliament accommodated white, coloured and Indian South Africans but excluded black South Africans.
1985	The South African government imposed a state of emergency.
1985 - 1986	The South African government repealed <i>the Prohibition of Mixed Marriages Act, 1949</i> and the <i>Immorality Act, 1950</i> . The government abolished pass laws and influx control and lifted restrictions that segregated political parties.
1987 - 1991	The editorial staff of the newspaper, Vrye Weekblad, were repeatedly charged with violating reporting restrictions and in 1991 the offices of the newspaper were bombed.

Sources: Appiah, K.A. and Gates, H.L. 1999: pp. 1756-1789; du Preez, M. 2003: pp.171-211; Mandela, N. 1994: p. 429; Omer-Cooper, J.D. 1994: pp. 52-81, 134-135, 163 -164,193-222; Reader, J. 1998: pp. 435-521; Reader's Digest.1994: pp. 84; 427; Saunders, C.S. 1994: pp. 10, 17-21; 22, 43, 68 -69, 82-83, 127, 130, 139-141, 190-191, 222, 244, 262-263; South Africa Communications Service. 1993 pp. :5-10; South Africa Communications Service. 1997: pp. 25-33; South Africa Communications Service. 2004: pp. 31-49.



## Appendix H. List of Significant South African Acts and White Papers

- *The Adult Basic Education and Training Act, 2000 (Act 52 of 2000)*
- *The African Renaissance and International Co-operation Fund Act (Act 51 of 2000)*
- *The Auditor General Act, 1995 (Act 12 of 1995)*
- *The Basic Conditions of Employment Act, 1997 (Act 75 of 1997)*
- *The Commission on Gender Equality Act, 1996 (Act 39 of 1996)*
- *The Council of Traditional Leaders Act, 1994 (Act 31 of 1994)*
- *The Cultural Institutions Act, 1998 (Act 119 of 1998)*
- *The Division of Revenue Act, 1998 (Act 28 of 1998)*
- *The Electoral Act, 1998 (Act 73 of 1998)*
- *The Human Rights Commission Act, 1994 (Act 54 of 1994)*
- *The Intergovernmental Fiscal Relations Act, 1997 (Act 97 of 1997)*
- *The Land Administration Act, 1995 (Act 2 of 1995)*
- *The Land Reform (Labour Tenants) Act, 1996 (Act 3 of 1996)*
- *The Land Restitution and Reform Laws Amendment Act, 1996 (Act 78 of 1996)*
- *The National Council of the Provinces Act, 1997 (Act 17 of 1997)*
- *The National Education Policy Act, 1996 (Act 27 of 1996)*
- *The National Youth Commission Act, 1996 (Act 19 of 1996)*
- *The Promotion of Access to Information Act, 2000 (Act 1 of 2000)*
- *The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act 4 of 2000)*
- *The Promotion of National Unity and Reconciliation Act, 1995 (Act 34 of 1995)*
- *The Public Finance Management Act, 1999 (Act 5 of 1999)*
- *The Public Protector Act, 1994 (Act 23 of 1994)*
- *The Public Service Act, 1994 and Amendment Act, 1996 (Act 13 of 1996)*
- *The Public Service Commission Act, 1997 (Act 46 of 1997)*
- *The Reconstruction Development Programme and Fund Act, 1998 (Act 79 of 1998)*
- *The Skills Development Act, 1998 (Act 97 of 1998)*
- *The South African Citizenship Act, 1995 (Act 88 of 1995)*
- *The South African Police Services Act, 1995 (Act 68 of 1995)*
- *The South African Qualifications Authority Act, 1995 (Act 58 of 1995)*
- *The State Information Technology Agency Act, 1998 (Act 88 of 1998)*
- *The White Paper on Transforming Public Service Delivery (Batho Pele White Paper), 1997 (Gazette 18340, Notice 1459, October 1, 1997)*
- *The White Paper on Affirmative Action in the Public Service, 1998 (Gazette 18800, Notice 564, April 23, 1998)*
- *The White Paper on Human Resource Management in the Public Service, 1997 (December 3, 1997)*
- *The White Paper on Public Service Training and Education, 1998 (Gazette 19708, Notice 1428, August 7, 1998)*
- *The Reconstruction and Development White Paper, 1994 (Gazette 16085, Notice 1954, November 23, 1994)*
- *The White Paper on Special Needs Education, 2001 (Paper 6, July 2001)*

Source: South African Government Online. 2000 – 2004. [www.info.gov.za/documents/index.htm](http://www.info.gov.za/documents/index.htm).





<b>Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories</b>					
<b>Characteristic</b>	<b>Alberta</b>	<b>British Columbia</b>	<b>Manitoba</b>	<b>New Brunswick</b>	<b>Newfoundland and Labrador</b>
Location	The most westerly of the three prairie provinces, Alberta is bordered on the west by British Columbia, east by Saskatchewan, north by the North West Territories, and south by United States' State of Montana.	British Columbia is Canada's most westerly province. Bordered by the Pacific Ocean to the west, Yukon Territory and NWT on the north, Alberta on the east and the United States' States of Washington, Idaho and Montana on the south.	The most easterly of the three prairie provinces, Manitoba is bordered on the west by Saskatchewan, east by Ontario, north by Hudson Bay and Nunuvut, and to the south by the United States' States of North Dakota and Minnesota.	New Brunswick is bordered on the west and north by the province of Quebec; the Bay of Fundy and Atlantic Ocean on the east; and the United States' State of Maine on the south.	Newfoundland and Labrador the most easterly province of Canada is composed of an island and a section of Mainland Canada. Newfoundland is the 12 <sup>th</sup> largest island in the world. It is surrounded by the Atlantic Ocean and located at the mouth of the St. Lawrence River. It lies directly north of Cape Breton, Nova Scotia. Labrador is part of the mainland. Its northern and eastern parts border the Atlantic Ocean and its west and south parts border Quebec.
Capital	Edmonton	Vancouver	Winnipeg	Fredericton	St. John's
Monarchy: Lieutenant Governor	Honourable Lois Hole	Garde B. Gardom	Peter M. Liba	Marilyn T. Counsell	Arthur M. House
Governing Party (Parties) During 2000 -2004	Progressive Conservative	Liberal	New Democrat	Progressive Conservative	Liberal and Progressive Conservative
First Minister	Premier Ralph Klein	Premier Gordon Campbell	Premier Gary Doer	Premier Bernard Lord	Premier Roger D. Grimes (Liberal)Premier Danny Williams (Progressive Conservative)
Cabinet/EXCO	Approximate No. in Cabinet: 20	Approximate No. in Cabinet: 21	Approximate No. in Cabinet: 15	Approximate No. in Cabinet: 15	Approximate No. in Cabinet: 18
No of MLAs	83	79	57	55	48
Population	2,964,700 Million	4,023,100 million	1,143,500 million	755,000	541,000
% of Total Population	9.5%	13%	3.7%	2.36%	1.7%
Principal Languages	91.9 % English	90.6% English	84.9% English	57.3% English; 10.1% French; 32.6% Bilingual.	96% French; 3.9% Bilingual
Area of Province (square km)	661,848	944,735	647,797	72,908	405,212
% of Total Area of Canada	6.63%	9.46%	6.49%	.73%	4.06%

Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories					
Characteristic	Alberta	British Columbia	Manitoba	New Brunswick	Newfoundland and Labrador
Major Airports	Calgary, Edmonton	Vancouver	Winnipeg	Saint John	St. John's
Harbours	Landlocked	Vancouver Harbour	Churchill on Hudson Bay	Saint John	St. John's
Topography	Rocky Mountains in the west; prairies in the south and forests in the north. Forests cover more than 50% of the land, i.e. 349,000 sq. km of the province.	British Columbia is mostly mountainous the northeast area which is part of the Great Plains. Its coast is indented with many bays and islands and major valleys such as the Okanagan Valley are found within the mountain ranges. Forested land comprises 633,000 sq km. The coastline is 17,856 km.	The land rises gradually south and west from Hudson Bay. The South Central region is a flat plateau that is part of the Great Plains. Many lakes, streams and bogs in the interior. 349,000 sq. km of forested land; coastline along Hudson Bay 917 km.	Northern upland; rolling central plateau; southern lowland plain with many rivers. 61,000 sq. km of forested land 1,524 km. coastline.	Newfoundland has mountains along the west coast. A barren and rocky central plateau descends to lowlands towards the northeast coast. Newfoundland's coastline has many bays and fjords. Labrador is mountainous to the north; with a rugged coast and interior plateau. 142,000 sq. km of forested land, coastline 19,720 km.
Climate	Great variance in temperatures between regions and seasons. Summer temperatures range from 16-32 degrees Celsius. Temperatures may drop to -45 degrees Celsius during winters.	Generally mild temperatures in southern areas. Temperature extremes in the interior and northeast. Abundant rainfall in coastal areas.	Great variance in temperatures between regions and seasons. Summer temperatures range from 16-32 degrees Celsius. Temperatures may drop to -45 degrees Celsius during winters.	Humid continental climate except along the shores where it has a maritime climate.	Ranges from sub arctic in Labrador and northern tip of Newfoundland to humid continental with cool summers and heavy precipitation.
GGP <sup>3</sup>	104,982 Million	110,948 Million	29,915 Million	17,231 Million	11,308 Million
Industries	Alberta is the world's second largest exporter of natural gas and 4 <sup>th</sup> largest producer of this fuel. Chemical products, mining, agriculture, food, manufacturing, construction, oil production and refinement; tourism.	Forestry, wood and paper, mining, tourism, agriculture, fishing and manufacturing	Goods-producing industries, manufacturing, agriculture, food industry, mining and construction	Manufacturing, fishing, mining, forestry, pulp and paper, agriculture.	Mining, manufacturing, fishing, logging and forestry, electricity production, tourism
Unemployment	5.7%	8.3%	5.6%	10.2%	16.9%
% of Individuals Living in Poverty (Approximate)	21%	21%	28%	21%	21%
Educational Institutions	1,901 elementary & secondary; 26 post-secondary	2,064 elementary and secondary; 30 post-secondary	852 elementary and secondary; 11 post-secondary	383 elementary and secondary; 10 post-secondary	387 elementary and secondary; 6 post-secondary
Pupils Per Teacher (Approximate)	17.5	17.5	15.9	17.5	14.5

Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories					
Characteristic	Alberta	British Columbia	Manitoba	New Brunswick	Newfoundland and Labrador
Health: Infant Mortality:	4.8	4.7	7.5	5.7	5.2
Health: HIV/AIDS - Prevalence	41 cases in 2000; 1052 cumulative	83 cases in 2000; 2991 cumulative	8 cases in 2000; 187 cumulative	2 cases in 2000; 145 cumulative	1 case in 2000; 82 cumulative
Web Site	<a href="http://www.gov.ab.ca">http://www.gov.ab.ca</a>	<a href="http://www.gov.bc.ca">http://www.gov.bc.ca</a>	<a href="http://www.gov.mb.ca">http://www.gov.mb.ca</a>	<a href="http://www.gov.nb.ca">http://www.gov.nb.ca</a>	<a href="http://www.gov.nf.ca">http://www.gov.nf.ca</a>

Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories					
Characteristic	Nova Scotia	Ontario	Prince Edward Island	Quebec	Saskatchewan
<b>Location</b>	Nova Scotia includes the Island of Cape Breton. It is adjacent to the Province of New Brunswick and the Atlantic Ocean, the Bay of Fundy, and the Gulf of St. Lawrence. Cape Breton Island at the northeast tip of Nova Scotia is separated from the mainland by the narrow Strait of Canso and is reached via ferry or causeway. The Cabot Strait separates Cape Breton Island from Newfoundland.	Ontario is found in central Canada. Manitoba lies to the west; Quebec to the east. Ontario borders part of Hudson Bay to the north and four of the Great Lakes to the south. The Lakes act as a natural border along much of the southern portion of this province and the United States.	Positioned in the Gulf of St. Lawrence, separated from Nova Scotia and New Brunswick by Northumberland Strait. One of the four Atlantic Provinces, PEI is Canada's smallest province in both area and population. PEI is reached by ferry from Nova Scotia at the east of the island and is linked to New Brunswick by Confederation Bridge.	Largest province of Canada covering 1,540,680 square km. Adjacent to Quebec are the Provinces of Ontario to the west and south and New Brunswick to the southeast and the United States' State of Maine to the south. Quebec is adjacent to the Hudson Bay and the Atlantic Ocean. The St. Lawrence River is within the province.	Located in the prairie region of Canada, Saskatchewan is bordered by Manitoba to the east, Alberta to the west, the Northwest Territories to the north and the United States' States of Montana and North Dakota to the south.
<b>Capital</b>	Halifax	Toronto	Charlottetown	Quebec	Regina
<b>Monarchy: Lieutenant Governor</b>	Myra A. Freeman	Hilary Weston	J. Leonce Bernard	Lise Thibault	Lynda M. Haverstock
<b>Governing Party</b>	Progressive Conservative	Progressive Conservative and Liberal	Progressive Conservative	Parti Quebecois and Liberal	Coalition of the New Democratic Party and Liberal Party and New Democratic Party
<b>First Minister</b>	Premier John Hamm	Premiers Mike Harris and Ernie Eves (Progressive Conservative) and Premier Dalton McGuinty (Liberal)	Premier Pat Binns	Premier Bernard Landry (Parti Quebecois) and Premier Jean Charest (liberal)	Premier Lorne Calvert Premier of both the Coalition and of the New Democratic Party

Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories					
Characteristic	Nova Scotia	Ontario	Prince Edward Island	Quebec	Saskatchewan
<b>Cabinet/EXCO</b>	Approximate No. In Cabinet: 12	Approximate No. In Cabinet: 24	Approximate No. In Cabinet: 10	Approximate No. In Cabinet: 30	Approximate No. In Cabinet: 17
<b>No of MLAs</b>	52	103	27	125	58
<b>Population</b>	939,800 thousand	11,513,800 million	138,000 thousand	7,345,400 million	1,027,800 million
<b>% of Total Population</b>	.3%	36.7%	.04%	23.4%	3.3%
<b>Principal Languages</b>	90% English; 9.3% bilingual	85.7% English; 11.6% Bilingual	88.95 English; 0.1% French; 11% Bilingual	56.1% English; 37.8% Bilingual; 5.1% French	94.3% English; 5.2% Bilingual
<b>Area (square km)</b>	55,490	1,076,395	5,660	1,540,680	652,330
<b>% of Total Area</b>	.55%	10.78%	.06%	15.44%	6.52%
<b>Major Airports</b>	Halifax	Pearson (Toronto); Ottawa	Charlottetown	Montreal	Saskatoon, Regina
<b>Harbours</b>	Halifax, Sydney	Great Lakes via the St. Lawrence Seaway	Charlottetown	St. Lawrence Seaway; James Bay	Landlocked
<b>Topography</b>	Nova Scotia has many forests and an extensive coastline.	Lowlands around the Great Lakes, the St. Lawrence River and Hudson Bay break the rugged, rocky Canadian Shield. The lowlands have flat and hilly areas. The province also Ontario has many lakes and rivers. 807 000 sq km of forested land; 1,210 km coastline along Hudson Bay.	PEI is flat with gently rolling hills; sharply indented coastline; many streams but only small rivers and lakes. The soil of PEI is red similar to that of parts of South Africa. 3,000 sq km of forested land; 1,107 km coastline.	Consists of lowlands along the St. Lawrence River. St. Lawrence River Valley separates the Laurentian Mountains to the north and the Appalachian Mountains to the south. Canadian Shield landscape dominates the north. 940,000 sq. km of forested land; 10,839 km of coastline.	Gently rolling and flat plains through south that are part of North America's Great Plains. Higher, hilly plateaus in the southwest. North is part of the rugged Canadian Shield. The province is semi-rectangular in shape and half of it consists of forests, one-third of cultivated lands, and one-eighth is covered with water in the form of lakes and rivers. 178,000 sq. km forested land.
<b>Climate</b>	Humid continental climate except along the shores where it has maritime climate.	Ranges from humid continental in south to sub arctic in far north; westerly winds bring winter storms. The area adjacent to the Great Lakes has moderate winter temperatures.	Humid continental with temperatures moderated by its maritime location.	Ranges from humid continental in south to sub arctic in far north; westerly winds bring winter storms.	Continental, cold winters and hot summers. Summer temperatures range from 16-32 degrees Celsius. Temperatures may drop to -45 degrees Celsius during winters.
<b>GDP<sup>1</sup></b>	20,689 Million	371,874 Million	2,872 million	193,243 Million	\$28,790 million
<b>% of GDP<sup>4</sup></b>	%	%	%	%	%

Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories					
Characteristic	Nova Scotia	Ontario	Prince Edward Island	Quebec	Saskatchewan
<i>Industries</i>	Nova Scotia's geographic location, together with large, ice-free, deep-water harbours, is a key factor in the province's economic development. Manufacturing, fishing & trapping, mining, agriculture, pulp and paper	Manufacturing, construction, agriculture, forestry, mining	Agriculture, tourism, fishing, manufacturing	Manufacturing, electric power, mining, pulp and paper, transportation equipment	Goods-producing industries-agriculture, mining, oil and natural gas; manufacturing; electric power; construction, chemical production.
<i>Unemployment</i>	9.6%	6.3%	14.4%	9.3%	6.1%
<i>% of Individuals Living in Poverty (Approximate)</i>	25%	21%	20%	23%	24%
<i>Educational Institutions</i>	499 elementary and secondary; 18 post-secondary	5,320 elementary and secondary; 61 post-secondary	71 elementary and secondary; 2 post-secondary	3,055 elementary and secondary; 95 post-secondary	908 elementary and secondary; 8 post-secondary
<i>Pupils Per Teacher (Approximate)</i>	17.8	16.9	17	14.9	17.5
<i>% of People &gt;15 Yrs Who Can Read and Write Their Home Language (Approximate)</i>					
<i>Health: Infant Mortality Rate</i>	4.4	5.5	4.4	5.6	8.9
<i>Health: HIV/AIDS - Prevalence</i>	Not Available	62 cases in 2000; 6916 cumulative	3 cases in 2000; 285 cumulative	48 cases in 2000; 5743 cumulative	12 cases in 2000; 168 cumulative
<i>Web</i>	<a href="http://www.gov.ns.ca">http://www.gov.ns.ca</a>	<a href="http://www.gov.on.ca">http://www.gov.on.ca</a>	<a href="http://www.gov.pe.ca">http://www.gov.pe.ca</a>	<a href="http://www.gouv.qc.ca">http://www.gouv.qc.ca</a>	<a href="http://www.gov.sk.ca">http://www.gov.sk.ca</a>

Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories				
Characteristic	North West Territories	Nunuvut	Yukon	Canada
<i>Location</i>	The top third of the NWT lies above the Arctic Circle with the north bordering on	Three quarters of this province lies above the Arctic Circle. It borders the North	The Yukon Territory is positioned in Canada's northwest corner, and is	Canada is the second largest country in the world and forms approximately two-thirds of the North American continent. It lies between the Atlantic Ocean to the east, the Pacific Ocean to the

## Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories

Characteristic	North West Territories	Nunuvut	Yukon	Canada
	the Artic/Beaufort Sea. To the west lies the Yukon Territories; to the east Nunuvut. The south borders Provinces of British Columbia, Alberta and Saskatchewan.	West Territories to the west and Manitoba and Quebec to the south. Much of the southern border lies along the Hudson Bay. The north and west borders on the Labrador Sea. All islands in Hudson, James, and Ungava Bays are part of Nunuvut.	bordered on the west by Alaska. The shape of this mountainous territory forms a rough triangle. The south borders on the province of British Columbia; east, the Northwest Territories and the north, the Arctic Ocean.	west and the Arctic Ocean to the north. Canada borders the United States entirely. This border is 8,890 km including Alaska.
<b>Capital</b>	Yellowknife	Iqaluit	White Horse	Ottawa
<b>Monarchy: Governor General/Commissioner</b>	Glenna F. Hansen, Commissioner	Peter Irniq, Commissioner	Judy Gingell, Commissioner	Adrienne Clarkson
<b>Governing Party</b>	None - Non-Party Basis	None -- Non-Party Basis	Liberal and Yukon Party	Liberal
<b>First Minister</b>	Premier Stephen Kakfwi	Premier Paul Okalik	Premier Pat Duncan (Liberal) and Premier Dennis Fentie (Yukon Party)	Jean Chr�tien and Paul Martin
<b>Cabinet/EXCO</b>	Approximate No. In Cabinet: 7	Approximate No. In Cabinet: 8	Approximate No. In Cabinet: 6	Approximate No. In Cabinet: 28
<b>No of MLAs/MPs</b>	19	19	17	301 Members of Parliament (MP's).
<b>Population</b>	41,600 thousand	27,000 thousand	30,600 thousand	31,330,000 Million
<b>% of Total Population</b>	.001%	.0009%	.001%	100%
<b>Principal Languages</b>	81.1% English; 6.3 Bilingual; 6.5 neither French or English	71.4% Inuictitut; 23.6% English 1.6% French	89.2% English; 0.2% French; 10.5% Bilingual	See provincial and territorial information.
<b>Area (square km)</b>	1,346,106	2,093,190	482,443	9,984,670
<b>% of Total Area</b>	13.48%	20.96%	4.83%	100.00%
<b>Major Airports</b>	Yellowknife	Iqaluit	Whitehorse	Vancouver, Calgary, Edmonton, Regina, Saskatoon, Winnipeg, Toronto, Ottawa, Montreal, Saint John, Halifax, Charlottetown, St. John's, Iqaluit, Yellowknife and Whitehorse
<b>Harbours</b>	Too far north	Too far north	Skagway and Juneau	Vancouver, Churchill (Hudson Bay); Saint John, St. John's, Halifax, Sydney, Gulf of St. Lawrence, Charlottetown, James Bay, Yellowknife, Whitehorse, Skagway and Juneau.

## Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories

Characteristic	North West Territories	Nunuvut	Yukon	Canada
<b>Environment</b>	<p>The NWT stretched from the Yukon east to Baffin Island and included all of the Arctic archipelago until the creation of Nunuvut Territory in April of 1999. This reduced its size by approximately two thirds.</p> <p>The Yukon borders the west; Nunuvut to the east and north.</p> <p>There are 615,000 sq km of forested land; coastline is 111,249 km.</p> <p>Climate: extreme temperatures and low precipitation, arctic and sub-arctic.</p> <p>Mostly tundra plains formed on the rocks of the Canadian Shield; the Mackenzie Lowland is a continuation of the Great Plains; the Mackenzie River Valley is forested.</p>	<p>Rocky tundra with stunted vegetation located above the tree line, snow-covered most of the year. However, the vast arctic tundra is home to an extraordinary people and variety of wildlife.</p>	<p>Mount Logan, Canada's highest peak is located in the south west of the Yukon.</p> <p>The Yukon lies above the Arctic Circle and is known as "the land of the Midnight sun" because for three months in summer, sunlight is almost continuous. In winter, however, darkness sets in, and the light of day is not seen for a quarter of the year.</p> <p>242,000 sq. km of forested land; 343 km. of coastline. Great variance in temperatures, warm summers, very cold winters, low precipitation. The main feature is the Yukon plateau with 21 peaks exceeding 3,300; open tundra in the far north</p>	<p>Canada's coastline is the longest in the world: 243,791 km. It stretches north to south from Cape Columbia on Ellesmere Island to Middle Island in Lake Erie - 4,634 km. The greatest east-west distance is 5,514 km from Cape Spear, Newfoundland to the Yukon-Alaska border.</p> <p>Within Canada five areas with common characteristics are found: The Canadian Shield, The Appalachian Region, the Interior Plains, The Western Cordillera and the Innuition Region (high Arctic). Canada's climate is primarily affected by surrounding landforms, proximity to large bodies of water and the degree of latitude.</p> <p>The Great Lakes forms the largest body of fresh water in the world and the largest inland water transportation unit. The Great Lakes cover a total of 87,500 sq km.</p>
<b>Climate</b>				See provincial and territorial information.
<b>GDP<sup>3</sup></b>	2,527 million	Not Available	\$1,073 Million	688.3 billion; 22,400 per capita
<b>% of GDP<sup>4</sup></b>	%	%	%	100%
<b>Industries</b>	Construction, utilities, services and tourism	Mining, tourism, shrimp and scallop fishing, hunting and trapping, arts and crafts production	Mining and tourism	See provincial and territorial information. One half of all goods produced in Canada are shipped abroad. Canada is the top exporter of paper, nickel and uranium.
<b>Unemployment</b>	Not Available	15.4%	Not Available	7.3%

<b>Appendix I. Description of Canada, the Canadian Provinces and the Canadian Territories</b>				
<b>Characteristic</b>	<b>North West Territories</b>	<b>Nunuvut</b>	<b>Yukon</b>	<b>Canada</b>
<b>Education</b>	86 elementary and secondary; 2 post-secondary.	38 elementary; 1 post-secondary	28 elementary and secondary; 1 post-secondary	See provincial and territorial information.
<b>Pupils Per Teacher (Approximate)</b>	12.3	12.1	16.5	
<b>Health: Infant Mortality</b>	10.9	8.4	5.5	
<b>Health: HIV/AIDS - Prevalence</b>	0 cases in 2000; Cumulative total for NWT and Nunuvut - 20 cases		1 case in 2000; 5 cases cumulative	The provinces of British Columbia, Alberta, Ontario and Quebec account for 85% of the population of Canada and for 95% of HIV/AIDS diagnosis in Canada
<b>Web</b>	<a href="http://www.gov.nt.ca">http://www.gov.nt.ca</a>	<a href="http://www.gov.nu.ca">http://www.gov.nu.ca</a>	<a href="http://www.gov.yk.ca">http://www.gov.yk.ca</a>	<a href="http://canada.gc.ca">http://canada.gc.ca</a> ; <a href="http://www.acdi-cida.gc.ca">http:// www.acdi-cida.gc.ca</a> <a href="http://www.ipaciapc.ca">http://www.ipaciapc.ca</a>

Compiled for the Canada-South Africa Provincial Twinning Project by Carole Neilson, Program Assistant, Regina Office. References: Statistics Canada; Government Internet Sites; Health Site re: HIV Statistics; Scott's Government Index; Saskatchewan Legislative Library; Canadian Global Almanac 2001



Appendix J. Events in the History of Canada	
1570 and 1713	In 1570 the Iroquois Confederacy, made up of the Mohawk, Oneida, Onondaga, Seneca and Cayuga tribes was established. In 1713 the Tuscarora tribe joined the Confederacy.
1600 - 1760	The first wave of immigrants to the part of North America that became Canada. These were primarily immigrants from France.
1608	The First French settlement was established.
1670	The British Government granted a charter to the Hudson's Bay Company.
1713	The British Government gained control over Hudson's Bay, much of Nova Scotia and Newfoundland through the <u>Treaty of Utrecht, 1713</u> .
1763	The <i>Treaty of Paris, 1763</i> ended the Seven Years War between France and England. The British gained control of all French territory in North America with the exception of the Islands of St. Pierre and Miquelon.
1763	The British Government issued the <i>Royal Proclamation, 1763</i> , still in effect. This proclamation established Quebec and provided land rights for aboriginal people.
1776-1812	The second wave of immigrants to British North American colonies. The United Empire Loyalists including the Black and Mohawk Loyalists.
1791	<u>The Constitution Act, 1791</u> divided Quebec into Upper and Lower Canada.
1793	The British Government abolished slavery in its North American colony.
1794	The <i>Jay Treaty, 1794</i> was signed. It established the border between the Canadian colony and the United States and provided certain exemptions for Indians.
1811-Present	Treaties with First Nations (Indians) and Inuit have been or are being negotiated. Treaty land entitlement settlements are being resolved and aboriginal rights of Indians, Inuit and Métis are being more precisely defined.
1812 - 1814	The War of 1812 between the United States and Great Britain was fought in North America. The war ended with the signing of the <i>Treaty of Ghent</i> .
1815-1850	The third wave of immigration. Settlers in this wave were predominantly English, Scottish and Irish and immigrated to Canada to escape unemployment and hardship in their own countries. Many Blacks of the United States immigrated to Canada after the United States passed a law respecting fugitive slaves.
1818 and 1848	In 1818 the 49 <sup>th</sup> parallel was set as the Canada-United States boundary east of the Rockies and in 1848 it was set as the boundary through the Rockies to the Pacific coast.
1821	The Hudson Bay Company absorbed the North West Company resulting in only one fur trading company.
1834	Lower Canada's Assembly passed a series of resolutions describing French-Canadian grievances.
1837	Queen Victoria became Queen of Great Britain and the British colonies.
1837	A rebellion in Upper and Lower Canada was suppressed.
1841	<i>The Act of Union, 1841</i> united Upper and Lower Canada.
1848 and 1858	The British Government proclaimed Vancouver Island a Crown colony in 1848 and British Columbia a Crown colony in 1858.
1848, 1851, and 1855	The British Government granted responsible government to the four North American colonies of Nova Scotia (1848), New Brunswick (1848), Prince Edward Island (1851) and Newfoundland (1855).
1867	The British Government passed the <i>British North America Act, 1867</i> which united four North American British colonies into a Canadian confederation and established the Dominion of Canada.
1873	The Government of Canada established the North West Mounted Police, forerunner of the Royal Canadian Mounted Police.
1880	The Canadian Government gains sovereignty over the Arctic Islands from Great Britain.
1885	Riel Rebellion in Saskatchewan.
1885	The Canadian Pacific Railway, Canada's first national railway was completed. The "last spike" was driven at Craigellachie in Eagle Pass, British Columbia, November 7, 1885.
1887	First Interprovincial Conference of Premiers held at Quebec City.
1890 - 1914	Fourth wave of immigration. Settlers from the British Isles, European countries and the United States moved to Canada as a result of the industrial revolution or in search of free or cheap land.
1893 -1940	Canadian women began seeking greater participation in public decision making. Lady Aberdeen founded the National Council of Women of Canada in 1893 and Amelia Yeomans the Manitoba Equal Franchise Club in

## Appendix J. Events in the History of Canada

	1894. The Imperial Order of the Daughters of the Empire was established in 1900 and the Political Equality League in 1912. Alberta women secured the right to vote in municipal and civic elections in 1916. Most provinces granted women the right to vote by 1919. Quebec women received the right to vote in 1940.
1898	The Klondike Gold Rush began.
1898	The Canadian Parliament passed <i>The Canadian Franchise Act, 1898</i> that gave control over the right to vote to provincial governments.
1914-1918	Canada participated in World War I.
1922-1930	Fifth wave of immigrants. Settlers from primarily European countries moved to Canada in search of better economic prospects.
1928	The Supreme Court of Canada ruled that pursuant to the <i>British North America Act, 1867</i> , women were not persons.
1939 -1945	Canada participated in World War II.
1942	People of Japanese origin living in British Columbia were relocated to camps in the interior of the province.
1945	Implementation of the Family Allowance Program began.
1946	Saskatchewan introduced the first socialized health care program in Canada.
1946	Sixth wave of immigrants. Following the end of World War II many people displaced by the War immigrated to Canada to establish new lives.
1948	Japanese Canadians received the right to vote.
1949	Newfoundland joined Canada as the tenth province.
1951	The Canadian Government implemented Old Age Security Payments.
1952	Coronation of Queen Elizabeth II.
1960	The Canadian Parliament passed the Canadian Bill of Rights.
1964	Canada replaced the Red Ensign with the new maple leaf flag.
1966	Canadian Broadcasting Corporation fired eleven TV journalists including Patrick Watson and Laurier La Pierre over the controversial program "This Hour has Seven Days."
1967	The Canadian Government appointed the Royal Commission on the Status of Women
1967 and 1980	"O Canada" composed in Quebec City in 1880 by Adolphe-Basile Routhier, music by Calixa Lavallée and reinterpreted in English in 1908 by Robert Stanley Weir, was approved for use by the Canadian Parliament in 1967 but did not become the official national anthem until 1980.
1968	Separatists in Quebec unite to form the Parti Quebecois
1969	<i>The Official Languages Act, 1969</i> was proclaimed by the Canadian Government.
1982	The British North America Act, 1867 was patriated and renamed the <i>Constitution Act, 1867</i> .

Sources: Cameron, A. 1955: 142-150, 244-345; Canadian Encyclopedia. 2004: [www.canadianencyclopedia.ca/index.cfm](http://www.canadianencyclopedia.ca/index.cfm); Dickason, O. 2002: 140-431; McLean, D. 1988: 19-270; McClelland, J. (Editor). Pre 1400 – 1980. *Canada's Illustrated Heritage Series (Volumes 1-15)*.

<b>Appendix K. Canadian Efforts to Gain Gender Equality and Related Gender Issues</b>	
<b>Examples of Efforts to Gain Canadian Women's Equality</b>	
1880	Emily Stowe obtained a licence to practice medicine.
1889-1897	Clara Brett Martin is admitted to the bar in Ontario.
1898	Kit Coleman is the first women war correspondent.
1898-1907	The National Council of Women calls for "equal pay for equal work."
1916	Nellie McClung leads women in the campaign for voting rights in Manitoba. And the Manitoba government grants women the right to vote and the right to hold office.
1917	Women vote for the first time in federal elections.
1917	Louise McKinney is the first woman to gain an office in the Legislature of Alberta and the first woman in the British Commonwealth to do so.
1920	The federal government passes legislation making it possible for women to be eligible to sit in the House of Commons.
1921	Agnes MacPhail is the first woman elected to the Canadian federal government.
1930	Cairine Wilson is the first woman appointed to the Canadian Senate.
1972	Rosemary Brown became the first Black woman member of the British Columbia Legislature.
1974	Pauline McGibbon became the first woman Lieutenant Governor of Ontario and the first woman lieutenant governor in the British Commonwealth.
1982	Bertha Wilson is the first woman to be appointed a justice in the Supreme Court of Canada.
1982	Nettie Ware, daughter of the first Black family to settle on the Prairies, received an Honorary Doctor of Laws degree from the University of Lethbridge.
1983	Jeanne Sauvé is the first woman to be appointed Governor General of Canada.
1989	Audrey McLaughlin is elected leader of the New Democratic Party, the first woman to lead a national political party in Canada.
1991	Rita Johnson became the Premier of British Columbia, the first woman premier in Canada.
1993	Kim Campbell became the Prime Minister of Canada the first woman to hold this position.

Source: Canadian Encyclopedia.2004:www.canadianencyclopedia.ca/index.cfm.

<b>Key Terms, Concepts, Principles and Questions Respecting Gender Equality</b>
<b>Key Terms:</b>
<b>Gender</b> – Gender refers to the socially-constructed roles and responsibilities of men and women, girls and boys. Gender is a relational term, referring to the relationship that exists between women and men. The roles and expectations of men and women are affected by the variables of economics, race, culture and class,
<b>Gender Equity</b> – Moves beyond the importance of equal treatment to focus on equality of results. It may require the differential treatment of groups in order to end inequality and foster autonomy.
<b>Gender Equality</b> – Men and women enjoy the same status and experience equal conditions for fully realizing their human rights to contribute to and benefit from participating in a range of political, economic, social and cultural endeavours.
Public Policy - Means by which governments carry out decisions including the development and implementation of acts, regulations, guidelines, programs and standards.
<b>Gender-Inclusive Analysis</b> - Identifies how public policy can affect men and women differently, and in what ways policy and programs can be developed to ensure equitable results for both men and women.
<b>Diversity</b> – Refers to a wide range of factors such as disability, age, race, ethnicity, family status, sexual orientation, and geographic location and how they can interact with gender in ways that will produce different outcomes for men and women.
<b>Employment Equity Program</b> – Measures taken to ensure that the composition of employees in the workplace more closely represent the general population. It is used as a means of enabling all groups to benefit from contributing to the well-being of their communities.
<b>Key Concepts:</b>
Gender inclusive analysis is a tool for helping people understand social processes and relationships and how they apply to the different genders in any age group.
Gender inclusive analysis is applied during the decision-making process, particularly during the policy and program development parts of the process.
All policies and programs benefit from gender-inclusive analysis because the impact of gender permeates all facets of people's lives.
Gender inclusive analysis seeks to introduce changes that prevent or alleviate gender-based inequities and that increase the equity of access to benefits and opportunities for both men and women.
Gender inclusive analysis includes examination of conceptual frameworks, policies, and programs, expected results, and the language used to present ideas and information.
<b>Key Principles:</b>
To incorporate gender inclusive analysis into core government processes it is necessary to reflect on one's own, one's organization's, and one's society's values and goals and one's knowledge of gender issues and how to mitigate the negative impact of values and goals on a specific gender.
Gender inclusive analysis requires an examination of key factors in women's lives and how these factors have traditionally had a different impact on women's lives. These factors include: economic equality indicators (total income, after tax income, earnings, workload, paid work, and unpaid work); family status (dual earner, single earner, young dependants, dependant adults, etc.); safety and security (violence in the home, sexual harassment).
Gender inclusive analysis is based on accurate information that provides decision-makers with an understanding of the social, political and economic issues and the differential impact of gender. Accurate information must be obtained and used at all stages of policy and program development and evaluation.
Gender issues must be incorporated into communications strategies to facilitate awareness and to strengthen acceptance of a policy, program, or piece of legislation.
<b>Key Questions:</b>
Does the program or policy support full participation and equality for women and men, boys and girls?
Will the results of the policy or program discriminate against men or women, boys or girls?
Does the policy or program create or remove barriers?
Taking men's and women's economic and social circumstances into consideration, would this policy or program affect women differently than men and if so how?

Source: Government of Saskatchewan. 1998. *Gender Inclusive Analysis*.

## Appendix L. Framework of the Government of Saskatchewan's Cabinet System

### Vision

The cabinet system will facilitate efficient, effective, informed decision-making yielding durable, affordable decisions that are appropriately and clearly communicated and promptly and completely implemented within acceptable time frames.

### Purpose and Application

The purpose of the cabinet system is to establish and to articulate for the Premier, ministers, parliamentarians and public servants the key characteristics and requirements of the structures and processes that guide policy formulation, decision, communication, implementation, and evaluation. All government departments and agencies, including central agencies, are subject to the cabinet system. Ancillary bodies such as the political caucuses should be aware of the framework in order to work effectively with the government.

### Principles

The cabinet system will be consistent with the following principles:

- *Premier's Prerogative* – The Premier is responsible for determining the organization of government, establishing the Cabinet, setting out the rules that govern cabinet operations, and fostering collective responsibility for decision making. The premier is also responsible for liaison with the party on political and policy matters, serving as the primary spokesperson for the government, and articulating the government's vision, values, goals and priorities.
- *Leadership and Stewardship* - Leadership refers to the responsibility to set strategic direction and to supervise the actions required to implement the direction. Stewardship refers to the responsibility to manage and safeguard resources.
- *Collective Responsibility* - Collective responsibility is essential at both the political and managerial levels. The Premier and ministers as members of Cabinet are responsible for the policies, management, and actions of the government as a whole. They are responsible to the legislative assembly, the party and the public. The Director General, department heads, and officials in managerial and professional positions are responsible for providing policy advice that transcends the interests of their departments, recognizes the interdependence of many policy issues, and serves the broader public interest.
- *Authority and Accountability of the Premier and Ministers* - The Premier and ministers are the political heads of departments and parastatals and are responsible for bringing to Cabinet the policy proposals, legislative needs, budget amendments, and other matters that are part of their assigned responsibilities or that are responsibilities that have been delegated to them in an act. They are responsible for stating their views in cabinet as part of a collective decision making process in which all decisions are determined by consensus. They are responsible for keeping secret all matters discussed in cabinet and for supporting cabinet decisions publicly. They are responsible for sharing the government's achievements and errors. They are responsible to Cabinet, the legislative assembly, and the public for the organizations in their portfolios and to the legislative assembly and the public for the decisions and actions of the government as a whole. As political heads of departments the Premier and ministers are responsible for working towards meeting the needs of the department's clients and the interests of the department's stakeholders and partners.
- *Responsibility of Public Servants* – The public service assists the ministers identify policy needs for their organization and/or the government as a whole, co-ordinates policy formulation and collaborates with other government departments and agencies, non-government organizations and community-based organizations, stakeholders, and others to incorporate a broad range of perspectives and to integrate policy, programs, and services. The public service proposes realistic solutions and alternatives that are consistent with the government's philosophy and priorities, identifies the implications of a variety of options, and provides advice to ministers and the Premier on their feasibility and acceptability.
- The public service implements Cabinet's decisions promptly and in accordance with Cabinet's direction. If it is found that a decision cannot be implemented, public servants brief their ministers on the reasons why the decision cannot be implemented and prepare a submission for the minister to request reconsideration of the decision and an alternative course of action. Public servants provide professional, innovative, client-oriented, competent, politically sensitive, advice and service.

## Appendix L. Framework of the Government of Saskatchewan's Cabinet System

- *Opportunities for Public Input and Feedback* – Stakeholders, clients, beneficiaries of programs and services and the public must have an opportunity to help identify needs and to set priorities. They must be able to comment on proposed policy, legislation, regulations, and programs to provide information, advice, solutions, and feedback.
- *Informed, Durable, Public Policy Decisions* – Cabinet clearly understands what it must make a decision on, what the range of alternatives are and the implications of each, and how the recommended solution will solve the problem. Cabinet must also understand how the recommended solution will be received by the public, and whether the solution will stand the test of time. The government will approve and implement policies and programs which are consistent with its aspirations, values, and goals and which are in the best interests of the public. Policies, programs, and services will be affordable, effective and sustainable.
- *Effective Communication* – The Premier will ensure that the decisions taken in Cabinet are clear to all ministers at the end of the discussion. Cabinet decisions are recorded, kept confidential and released only in a manner approved by the Premier, Cabinet Secretary and Director General. They must not disclose the discussion or debate related to arriving at the decision. Ministers are primarily responsible for communicating relevant decisions and government priorities to department heads. The Cabinet Secretary and Director General are responsible for supplementing the minister's communication through oral and written forms. Department heads are responsible for communicating government decisions and priorities to the public servants in the organization. Communications strategies are prepared and implemented for all major policy decisions with particular attention paid to ensuring that those who are affected by the decisions receive the information in a manner in which they can easily understand it. Both internal and external communications are essential.

### Goals

The specific goals of a cabinet system are to:

- Formalize certain practices of democratic governance;
- Meet constitutional, parliamentary, and political requirements;
- Provide opportunities for public input and feedback;
- Foster collective responsibility, authority and accountability of ministers and government accountability;
- Achieve informed, affordable, timely, and durable public policy decisions;
- Communicate and implement decisions and priorities effectively;
- Obtain adherence to the standardized, policy-sensitive procedures.

### Specific Objectives

Specific objectives of a cabinet system are:

- To foster and facilitate collective policy formulation and decision-making;
- To foster accountability and authority of the Premier and ministers;
- To foster the development of a professional public service that accepts line department, central agency and corporate responsibility;
- To ensure that opportunities exist for appropriate, timely and inclusive public involvement in policy formulation and implementation;
- To ensure that all memoranda submitted to cabinet are ready for decision;
- To ensure timely, accurate, and complete communication of decisions;
- To ensure that decisions are implemented and that issues arising throughout the implementation are addressed;
- To ensure that standardized processes and procedures are in place, are clearly defined, are communicated to those who need to know them, are responsive to policy requirements, and are fairly and sensitively enforced;
- To ensure that the most efficient and effective use is made of the Premier's ministers, senior officials' and others' time.

Source: Executive Council. 1998. *Government of Saskatchewan Cabinet System*. Regina: The Department. pp. 7 - 8.

## **Appendix M. Terms of Reference of Committees of the Canada South Africa Provincial Twinning Project**

### **Terms of Reference of the Steering Committee**

#### **Responsibility**

The Steering Committee has primary responsibility for providing strategic direction to the Canada-South Africa Provincial Twinning Project.

#### **Duties**

The Steering Committee will:

- Meet at least annually to review and approve overall project direction and strategy, and to review financial and operational issues and status.
- Convene as required to review and approve significant changes in direction and strategy arising from unforeseen circumstances or events.

#### **Methods**

The Steering Committee will:

- Meet in person at least once a year. This may be in Canada in conjunction with another activity such as an IPAC conference. It may also be in South Africa in conjunction with a meeting of the Provincial Management Capacity Building Board or in conjunction with a conference or workshop. The Canadian provinces and the South African provinces may each send a total of two representatives to this meeting.
- Use teleconferencing for meetings that need to be convened between annual meetings. To the extent possible, meetings using teleconferencing will be scheduled when the meetings of the South African Provincial Management Capacity Building Board meets.
- Schedule meetings, to the extent possible, prior to preparation of substantive reports for IPAC and/or CIDA.
- Record its decisions and directives and distribute copies of these records to IPAC, CIDA, and all provincial co-ordinators.

#### **Composition**

The Steering Committee will consist of:

- CIDA – One representative
- IPAC – One representative
- South African Provinces – Director Generals on the Provincial Management Capacity Building Board
- Canada – Members of the Canadian Forum

#### **Steering Committee Chairs**

- The Chair of the Canadian Forum and the Chair of the South African Provincial Management Capacity Building Board will serve as co-chairs of the Steering Committee.
- The term for the co-chairs is one year.
- The Canadian Forum and the South African Provincial Management Capacity Building Board will each select the replacement for their own co-chair.

## **Appendix M. Terms of Reference of Committees of the Canada South Africa Provincial Twinning Project**

### **Terms of Reference of the Canadian Forum**

#### **Name**

- The name of the group is the Canadian Forum.

#### **Purposes of the Forum**

- The primary purpose of the Forum is to strengthen the effectiveness of the Canada-South Africa Provincial Twinning Project.

#### **Responsibilities**

The Forum:

- Shares ideas, experience, and best practices gained from the Twinning Project.
- Identifies opportunities for co-operation among Canadian provinces and ways of achieving efficiencies in the use of limited resources.
- Identifies project issues of concern to the Canadian provinces, seeks solutions to them, and when necessary, refers them to the Project's Steering Committee for decision.
- Provides advice and support to the Project Manager.

#### **Methods:**

- The Forum meets quarterly, via conference call.
- The Forum (Provincial Co-Chair) keeps records of its meetings and distributes the proceedings to all members.

#### **Composition:**

- The Forum consists of the Canadian Provincial Co-ordinators, other officials who work with the Co-ordinators to provide back-up and ongoing support to the project, the Executive Director of IPAC, the Director of IPAC's International Program, and the Project Manager.

#### **Chair, Vice-Chair and Secretary**

- The Forum is co-chaired by the Project Manager and one of the Provincial Co-ordinators.
- The provincial co-chair's position rotates among the provinces annually.
- The Forum selects a vice-chair who is also one of the Provincial Co-ordinators. He or she is the successor to the position of Provincial Co-chair.



## **Appendix M. Terms of Reference of Committees of the Canada South Africa Provincial Twinning Project**

### **Terms of Reference of Forum of South African Provincial Co-ordinators**

#### **Name**

- The name of the group will be the Forum of South African Provincial Co-ordinators.

#### **Purposes of the Forum**

- The primary purposes of the forum will be to strengthen both the effectiveness of the Canada-South Africa Provincial Twinning Project and the effectiveness of working relationships among the South African provinces.

#### **Accountability**

- The Forum is accountable to the South African Provincial Management Capacity Building Board.

#### **Responsibilities**

The Forum will:

- Share ideas, information, experience, and best practices gained from the Twinning Project and gained from the process of governing within South Africa.
- Identify opportunities for co-operation within the Twinning Project, on projects that one or more provinces have undertaken that have benefited from the Twinning Project, and on projects that are occurring within the South African provinces that are of interest to other South African provinces.
- Identify issues relevant to the Twinning Project and make recommendations to the Director Generals' Forum on options for addressing them.
- Provide advice to the Project Manager on a variety of matters that will assist her in making the project responsive to South African needs and sensitive to the nuances of South African beliefs, values, & traditions.

#### **Methods:**

- The Forum will meet in person once a year, preferably in combination with another activity that is relevant to all members.
- The Forum will meet by teleconference call three times a year, in addition to the annual meeting.
- The Forum will keep records of its meetings and distribute the proceedings to all members.

#### **Composition and Chair:**

- The Forum will consist of the representation from all South African provinces. Provinces that have a provincial co-ordinator will be represented by the co-ordinator. Provinces that do not have a provincial co-ordinator may designate a representative.
- Initially the Project Manager and a Provincial Co-ordinator will serve as co-chairs. Over time the Forum will determine its process for selecting chairs, taking into consideration rotation among provinces, gender balance, and preparation for successor.

Sources: Prepared by the project manager under the direction of the Project Steering Committee – Meeting of May 10, 2001, Minutes #2,1,2,2,7.1,7.2,7.3



## **Appendix N. Job Descriptions for the Canada South Africa Provincial Twinning Project**

### **Project Manager**

#### **Responsibility of the Project Manager**

- The Project Manager has overall responsibility for managing the partnerships between the Canadian and South African provinces, fostering mutually beneficial relationships within both countries and ensuring continuous and maximum benefit from the resources provided.

#### **Duties**

- The Project Manager:
- Assists the provincial partnerships understand the expectations of the funder and executing agency, develop strategic work plans, and report progress.
- Develops and monitors the overall work plan for the Twinning Project.
- Provides advice on options for achieving objectives, facilitates the implementation of specific activities including assisting in defining/refining purposes and terms of reference and planning and organizes specific activities e.g. conferences, workshops, as directed/approved by the Steering Committee.
- Prepares all required reports and accountability documentation.
- Liaises with IPAC, CIDA, other donors, key stakeholders, and others.
- Identifies training and information needs of Provincial Coordinators and contracts or facilitates related training (e.g. provision of guidelines and manuals, strengthening managerial skills, training in Results Based Management, fostering horizontal linkages, etc.)
- Prepares and submits reports as required by the Contribution Agreement, the funding agency, the executing agency, and other role players.
- Communicates frequently and appropriately with internal and external audiences in accordance with the communications strategy.

### **Assistant Project Manager**

#### **Responsibility of the Assistant Project Manager**

- Reporting to the Project Manager, the Assistant Project Manager is responsible for managing one or more partnerships established between South African and Canadian Provinces and supporting the Project Manager in the attainment of the objectives of the Twinning Project. Management includes providing advice and guidance on the development of administrative, political and managerial aspects in the Provinces. It also includes meeting all of the requirements of the Logical Framework Agreement, Contribution Agreement and Partnership Agreements.

#### **Duties**

- The Assistant Project Manager, in conjunction with the Project Manager:
- Develops and implements a work plan for the ongoing development and enhancement of existing and potential partnerships between Canadian and South African Provinces.
- Ensures that participating provinces have a common understanding of benefits and obligations and that twinning arrangements are formalized when mutual agreement to do so occurs.
- Implements Results Based Management including facilitating the development and updating of work plans responsive to the needs of the South African provinces, designing and implementing appropriate activities, documenting and analyzing results, and evaluating the attainment of results of South African provinces, partnerships and their contribution to the overall project.
- Organizes meetings, workshops, seminars and other group activities that foster sharing of expertise and the development of learning networks in South Africa, between South Africa and Canada, and between South Africa and other African countries.
- Provides leadership in addressing, via the Twinning Project, the major crosscutting themes of HIV/AIDS, gender equality, environmental sustainability, and poverty reduction.
- Ensures continuous and maximum benefit from the resources provided.
- Develops and maintains effective working relationships with Directors General, Deputy Ministers, Cabinet Secretaries, Senior officials of the funding agency (CIDA) and executing agency (IPAC), Provincial Coordinators and a variety of other stakeholders and key role players.
- Provides advice and guidance to Provincial Coordinators on a variety of administrative, political, managerial, local, national, international, and other issues to enhance the development of the social, political, economic and environmental fabric of the Provinces.

## **Appendix N. Job Descriptions for the Canada South Africa Provincial Twinning Project**

### **Provincial Co-ordinators**

#### **Responsibilities of the Provincial Co-ordinators**

- The Co-ordinator has senior level responsibility for all aspects of the province's involvement with and support to the development and strengthening of public administration and management with its twinned partner and insofar as the twinning arrangement allows, within his/her government.

#### **Specific Duties**

The Co-ordinator:

- Develops and maintains respectful, professional, collaborative working relationships with its partner's co-ordinator, with senior officials, elected representatives and public servants in his/her own province and its partner province/country, with the Project Manager, officials with the executing and funding agencies, and with other donors and organizations.
- In collaboration with the twinned partner's co-ordinator and senior officials, identifies needs, articulates needs in a manner that is understood by both partners, and in consultation with its own province's senior officials, determines the capacity/readiness of its own province to respond to the needs.
- In collaboration with the twinned partner's co-ordinator and Project Manager, develops operational plans that meet the following requirements of Results Based Management: identification of desired impact, summary of baseline data, analysis of relevance of key result areas and assessment of impact on these areas, identification of realistic performance measures, establishment of short and medium term result targets, and identification of risks to achieving the desired results.
- In collaboration with the twinned partner's co-ordinator and Project Manager, identifies activities to reach desired results, develops detailed work plans, and if requested, provides estimates of costs and the value of in-kind contributions.
- In co-operation with the twinned partner's co-ordinator, the Project Manager and appropriate officials, sets objectives for and arranges for implementation of the activities in the work plan and an evaluation of the contribution of the activities towards the achievement of desired results.
- Anticipates the information needs of the twinned partner's co-ordinator and officials, the needs of his/her own province's officials, and provides relevant information, and to the extent possible, assists others in understanding the context and implications of the information provided.
- In collaboration with officials in his/her government who are involved in intergovernmental work, international development, twinning programs, and management training programs, prioritizes and co-ordinates areas of involvement and contributes to achieving overall government goals.
- Develops and continually strengthens his/her own understanding of the governance principles, structures, goals, frameworks, programs and issues in his/her province and in the twinned partner, and an understanding of those factors and changes that influence governance and the twinning relationship.
- Develops an understanding and appreciation of the country and people of the country with which its government is twinned.

### **Program Assistants**

#### **Responsibilities of the Program Assistants**

- Reporting to the Project Manager, the program assistants are responsible for a range of administrative and clerical tasks. In addition, the Regina Program Assistant maintains the paper filing system and a clipping service and assists with research as required.

#### **Knowledge, Skills, and Abilities Required**

- Good organizational skills
- Friendly, professional approach
- Regina - Knowledge of city and government
- Bloemfontein - Knowledge of UOVS campus and city
- Driver's license
- Not intimidated by people in senior positions, including elected office holders
- Willing to support hospitality requirements
- Sufficient time in schedule and flexibility in schedule to complete activities

## Appendix N. Job Descriptions for the Canada South Africa Provincial Twinning Project

### Typical Duties

- Ordering and picking up supplies as required
- Making travel arrangements for project manager and others working on the project
- Photocopying, binding, and mailing
- Preparing materials for sending by courier and working with courier companies
- Preparing and maintaining up-to-date mailing lists
- Scanning materials into files (photocopies, text, documents)
- Assisting with budget refinement and updating expenditures
- Assisting with organizing meetings, workshops, etc.
- Preparing back-up files
- Assisting with maintenance of equipment i.e. computers, printers, etc.
- Other duties as assigned by the project manager

### Regina Program Assistant:

- Typing, updating and distributing the Twinning Project's *Policy and Procedures Manual*
- Maintaining the paper filing system
- Assisting with research and documentation
- Maintaining a clipping service
- Assisting with program set up and dismantling

Sources: Prepared under the direction of the Project Steering Committee and included in the Twinning Project's *Policies and Procedures Manual* as well in accordance with the direction provided at Meeting of April 4, 2003, Minute #4.2.2.



## Appendix O. Sample Tripartite Partnership Agreement

### A Partnership Agreement between IPAC and the Province of \_\_\_\_\_ and the Province of \_\_\_\_\_

#### Preamble

*Whereas there are considerable similarities between the democratic values, structures and processes of the South African and Canadian provinces; and*  
*Whereas the Government of Canada has established contribution programs designed to encourage and support sustainable development in countries seeking to develop their own capacity; and*  
*Whereas the Canadian International Development Agency (CIDA) manages a program in the geographic area of Southern Africa; and*  
*Whereas the Institute of Public Administration of Canada (IPAC) administers international programs aimed at strengthening public administration and management and has entered into an agreement with CIDA to administer a governance project in South Africa; and*  
*Whereas the Canadian provinces wish to share their knowledge and experience on a wide range of governance matters with South African provinces; and*  
*Whereas South African provinces wish to share the knowledge and experience gained through the transformation process with each other, the Canadian provinces, IPAC and CIDA;*

#### Agreement to the Principle

*Therefore, IPAC and the Canadian Province of \_\_\_\_\_*  
*And the South African Province of \_\_\_\_\_*  
*Agree to use the Canada South Africa Provincial Twinning Project as a mechanism for sharing information, experience, and skills to foster and support democratic governance, primarily in South Africa, secondly in Canada and thirdly, internationally.*

#### Purpose of the Agreement

The purpose of this agreement is to formalize the partnership arrangements between the participating Canadian and South African provinces and IPAC.

#### Commitments of Participants to CIDA Goals, Purposes and Key Result Areas

IPAC, the Canadian Province of \_\_\_\_\_ and the South African Province of \_\_\_\_\_ hereby agree:

#### Project Goal

That the primary purpose of the twinning arrangement is to assist the Republic of South Africa to strengthen its capacity to provide effective governance contributing to effective and efficient delivery of government programs.

#### Purposes

That the primary purposes of the Canada – South Africa Provincial Twinning Project are to:

- i. Support successful twinning arrangements between Canadian and South African provinces;
- ii. Manage capacity building activities and linkages between South African and Canadian provinces with the emphasis on practitioner to practitioner sharing of expertise at the executive and senior staff levels; and
- iii. Increase the effectiveness of the delivery of government services that address basic human needs with specific emphasis on efforts that directly or indirectly influence poverty reduction, reduced unemployment, gender equity and equality, and HIV AIDS.

## Appendix O. Sample Tripartite Partnership Agreement

### A Partnership Agreement between IPAC and the Province of \_\_\_\_\_ and the Province of \_\_\_\_\_

#### **Key Result Areas**

The efforts of this twinning arrangement are intended to achieve results in the following key result areas:

- i. South African provinces will allocate and manage provincial resources with greater efficiency as indicated by improved financial and operational systems, procedures, and organizational structures;
- ii. The population, especially the poorest groups, living in participating South African provinces will receive more effective government services, especially health, education, welfare, and employment services as indicated by strengthened competencies of South African officials in resource management and program delivery; and
- iii. The Project will demonstrate leadership in accountability through the use of Results Based Management as indicated by focused and structured work plans, activities and evaluations.

#### **Commitments of IPAC**

IPAC agrees to:

- i. Pay for all travel and project-related landed costs (including health care) of individuals approved for participation in specific activities. IPAC will not be responsible for funding exchanges, workshops, conferences, or any other activities not approved by this Project. However, the provincial partners may proceed with such activities where they believe the activities are consistent with the intent of this Agreement.
- ii. Administer all logistical and other arrangements for approved activities.
- iii. Provide in-kind contributions to the Project to a total value of \$2400 and to provide an estimate of their value for reporting purposes.
- iv. Effectively manage and implement the Project in accordance with the terms and conditions of its Contribution Agreement with CIDA including the engagement of a Project Manager.
- v. Document and monitor the progress, effectiveness and results of capacity building activities.
- vi. Provide reports to CIDA on activities, financial status and plans.
- vii. Provide a representative to the Project Steering Committee; and
- viii. Support any audits, evaluations or other reviews initiated by CIDA.

#### **South African Province of \_\_\_\_\_**

The Province of \_\_\_\_\_ agrees to:

- i. Designate a provincial co-ordinator to be the main contact for the Project Manager
- ii. Develop in conjunction with the Province of \_\_\_\_\_, a results based accountability framework from the date of this agreement to March 31, 2004.
- iii. Develop annual work plans that support the accountability framework and the priorities, goals and objectives of its own province, and to have the framework and the annual work plans approved by IPAC prior to their implementation.
- iv. Provide in-kind contributions and possibly direct financial contributions to a total value of \$CAN 66,667 over the period of the project and to provide estimates of all in-kind contributions for reporting purposes.
- v. Support any audits, evaluations, or other reviews initiated by CIDA.
- vi. Represent the Province of \_\_\_\_\_ on the Provincial Management Capacity Building Board on matters respecting the Canada South Africa Provincial Twinning Project and, as required, to represent this Board on the Project Steering Committee.

#### **Canadian Province of \_\_\_\_\_**

The Province of \_\_\_\_\_ agrees to:

- i. Designate a provincial co-ordinator to be the main contact for the Project Manager
- ii. Develop in conjunction with the Province of \_\_\_\_\_, a results based accountability framework from the date of this agreement to March 31, 2004.
- iii. Develop annual work plans that support this accountability framework and the priorities, goals, and objectives of their partnering province, and to have the framework and the annual work plans approved by IPAC prior to implementation.



## Appendix O. Sample Tripartite Partnership Agreement

### A Partnership Agreement between IPAC and the Province of \_\_\_\_\_ and the Province of \_\_\_\_\_

- iv. Provide in-kind contributions and possibly direct financial contributions to a total value of \$CAN 233,334 over the period of the project and to provide estimates of all in-kind contributions for reporting purposes.
- v. Support any audits, evaluations, or other reviews initiated by CIDA.
- vi. Represent the Province of \_\_\_\_\_ on the Canadian Canada-South Africa Co-ordinators' Forum and, as required, to represent this Forum on the Project Steering Committee.

#### Program Delivery Mechanisms

The Project may use a variety of mechanisms to achieve its purposes including:

- i. Short-term exchange visits/study tours of officials between provinces in sectors relevant to the requirements identified by the South African partner.
- ii. Technical advice and support by Canadian practitioners (short term technical assistance) and experts in the field of governance;
- iii. Workshops, seminars and conferences in South Africa and Canada, including engaging top expertise available within the Canadian practitioner community in the subject field;
- iv. Group interchanges, group visits and study programs sponsored and organized by the project in South Africa and in Canada;
- v. Visits to South Africa by individual Canadian practitioners and experts to work directly with South African counterparts in specialized areas;
- vi. Visits to Canada by individual South African practitioners to work directly with Canadian provincial counterparts in specialized areas; as well as
- vii. Any other mechanisms that may be particularly appropriate to the South African context.

#### Conditions:

##### *Complementary to other Efforts*

This Project and this Agreement are complementary to other initiatives and agreements that may exist between South African and Canadian provinces and between initiatives and agreements that the South African provinces may have with other donors.

##### *Strong Partnerships*

The Project will continue to support twinning arrangements established between certain South African and certain Canadian provinces and to encourage the development and strengthening of strong, respectful relationships between the partnering provinces.

##### *Sharing Among South African Provinces*

The Project will be cognizant of the desire of the South African provinces to foster development throughout all South Africa and to support each other in achieving democratic governance objectives. The South African Provincial Capacity Building Board will be responsible for providing direction to the Steering Committee and Project Manager on the use of resources and the sharing of resources among the South African provinces, including South African provinces that are not formally twinned with a Canadian province.

##### *Respect for Ongoing Needs of Governing*

Canadian and South African provinces are participating in this Project on a voluntary basis and in addition to the ongoing work of governing a province. The extent of work plans and the number, kind, timing and duration of activities will depend on the capacity of each partner to participate, while at the same time responding to the needs and pressures of their own government.

##### *Emphasis on Application*

The participating provinces will make every effort to ensure that accountability frameworks, work plans, and activities are feasible, deliverable, and practical.

## Appendix O. Sample Tripartite Partnership Agreement

### A Partnership Agreement between IPAC and the Province of \_\_\_\_\_ and the Province of \_\_\_\_\_

#### ***Selection of Canadian Participants***

The Canadian Province of \_\_\_\_\_ agrees to identify public servants who have the combination of knowledge, experience and abilities that is best able to enhance the capacity-building requirements of the South African partner and to release the individuals identified from their duties without loss of employment pay or benefits for the duration of their assignments. All participants are required to work with their provincial co-ordinator and the co-ordinator of the partner province in the development of objectives, activities and tasks for specific assignments and to prepare an evaluation of the results of the assignment upon completion.

#### ***Selection of South African Participants***

The South African Province of \_\_\_\_\_ agrees to identify public servants who are best able to integrate and apply knowledge and skills shared by their Canadian colleagues and to release the individuals identified from their duties without loss of employment pay or benefits for the duration of their assignments. All participants are required to work with their provincial co-ordinator and the co-ordinator of the partner province in the development of objectives, activities and tasks for specific assignments and to prepare an evaluation of the results of the assignment upon completion.

#### **Duration of the Agreement**

This agreement shall continue in force throughout the duration of the Project. Termination of the agreement will require six months written notice to IPAC and the partnering province.

#### **Amendment of the Agreement**

This agreement may be amended with three months written notice to IPAC and the partnering province.

#### **Dispute Resolution**

Any dispute arising from the interpretation or application of this agreement shall be resolved amicably by consultation and communication between IPAC and the partnering provinces.

## Appendix O. Sample Tripartite Partnership Agreement

A Partnership Agreement between IPAC and the Province of \_\_\_\_\_ and the Province of \_\_\_\_\_

### Communication

#### *Trust and Respect*

All participants will respect all confidences, including all information shared with them or which they have gained access to in the course of carrying out responsibilities related to this Project.

#### *Appropriate Acknowledgement*

The funding agency (CIDA) and executing agency (IPAC) will be acknowledged in news releases, speeches, publications and other forms of public communication.

#### *Addressees*

The following addresses shall be used for official correspondence regarding this agreement:

The Institute of Public Administration of Canada (IPAC)  
1075 Bay Street, Suite 401  
Toronto, Ontario  
Canada M5S  
Attention: Mr. Joseph Galimberti, Executive Director  
Tel: (09-1) 416 924- 8787  
Fax: (09-1) 416 934-4992

South African Province:

Canadian Province:

***IN WITNESS WHEREOF***, the undersigned, being duly authorized by their respective governments and governance bodies, have signed this Agreement.

_____	_____	_____
Executive Director Institute of Public Administration of Canada (IPAC)	Premier or Director General	Premier or Deputy Minister
Date	Date	Date

Source: Prepared by the project manager, South African directors general and provincial co-ordinators in consultation with officials of IPAC and CIDA.



## Appendix P. In-Kind Contributions Policy and Procedures

### Principles:

- Organizations that use publicly funded resources must account for the use of these resources.
- The Canada-South Africa Provincial Twinning Project is a partnership and in a partnership each partner shares responsibilities as well as benefits.

### Purposes:

The purposes of monitoring in-kind contributions depend on the need for this information by each of the partners.

- CIDA - CIDA requires partners to share jointly the responsibility for the project and the results of the project. CIDA also requires Canadian organizations and the partner country organizations to contribute resources, directly or in-kind, to development projects. In this project, over the duration of the project, the Canadian provinces are each required to contribute resources to the total value of \$233,334 (Canadian) and the South African provinces are required to each contribute resources to the total value of \$66,667 (Canadian). IPAC is also required to make in-kind contributions to the minimum value of \$2,400 (Canadian). CIDA requires monitoring and reporting of contributions to ensure that these requirements are met.
- IPAC - IPAC has a four-fold interest in documenting in-kind contributions. First, IPAC needs to ensure that the requirements of the contribution agreement and the agreements it has with each participating province are met. Second, IPAC relies on the good will of many organizations and individuals to implement this and other international projects and believes it is important to document the contributions of all providers in order to recognize the nature and value of these contributions. Third, IPAC must account to its own board and its own members for the allocation of resources and the results obtained with the resources under its management. And fourth, IPAC needs to have an understanding of the total value of a project of this size and design in order to plan in an informed manner and through this knowledge strengthen this project and its international program.
- Partnering Provinces – Each province is accountable to its own government for the use of publicly funded resources. Monitoring how resources are used is an important element of accountability. Tracking all of the resources provided and the time spent in supporting this project by individuals and as a collective helps managers, and more specifically senior managers, understand the capacity of their organizations both to provide assistance and to deliver results. Monitoring also clarifies for provinces the kinds of capacities being built and the amount and kind of resources needed to build specific kinds of capacity.
- Project Manager, Directors General, and Provincial Co-ordinators – CIDA's Results Based Accountability Model requires resources to be identified in a way that they can be linked to the work plans' desired results. It is therefore, important to identify clearly the resources that support specific results and the activities that contribute to achieving the results, and the resources and activities that support the project as a whole.

### Policy:

For the purpose of the Canada-South Africa Provincial Twinning Project, in-kind contributions include:

- Administration - All the time provincial government personnel (particularly Provincial Co-ordinators and Director Generals) spend researching, planning, organizing, facilitating and implementing specific requirements or components of the project and the project's work plans. This time includes time spent formalizing agreements, developing contracts, planning activities, organizing itineraries, attending meetings, securing materials, preparing briefing binders, collecting information, travelling to and from activities, doing administrative tasks (e.g. submitting expense claims, filing materials), monitoring performance and contributions, and preparing reports.
- Communications - The resources devoted to supporting the communication plan of the project including writing articles, public relations activities, contributing photographs, graphics and artwork for the project's visual library, and serving as a thesis advisor to the Project Manager.
- Hospitality - The resources provided by a provincial government to support the hospitality functions of activities including receptions, meals, gifts, photographs, social events, etc.

## Appendix P. In-Kind Contributions Policy and Procedures

- IPAC Support - The resources of IPAC used to support the project. These include memberships and resource materials provided to Director Generals, publicity provided through IPAC publications and electronic forms of communication, displays organized by the Project Manager on behalf of IPAC, formal lectures given by the Project Manager to the students of the University of the Free State, and consultant advice on public administration provided by the Project Manager and others from IPAC.
- Meetings - All the time provincial government personnel devote to preparing information for, chairing meetings of, attending meetings of, and implementing decisions of the Canadian Forum of Provincial Co-ordinators, the South African Forum of Provincial Co-ordinators, the Provincial Management Capacity Building Board, the Steering Committee, IPAC's International Program Committee, IPAC's Board, the Management Committees of provincial governments, EXCOs, and other forums.
- Office Support - All costs an organization absorbs that are related to supporting the work of the project. Such costs include, but are not limited to: office space and furniture; office supplies; office services (photocopying, faxing, mail services, telephone, reception, etc.); technical support (computer, photography, printing, etc.); administrative support (ordering, billing, payment of invoices, record keeping, etc.); transportation related costs including provision of vehicles, drivers, and parking space; and safety and security.
- Personnel Supporting Activities - The value of the time (including salary and benefits) that provincial government personnel provide to implement the activities in the work plan. This includes the time spent in planning, preparation, delivery and evaluation. It includes, as well, activities that may be used to support the project as a whole such as presentations at selected seminars, workshops, and conferences.
- Project Manager - The actual value of the Project Manager's salary, benefits, and continuing education absorbed by the Government of Saskatchewan.
- Transportation - Transportation includes any form of transportation that a province provides to support IPAC officials, the Project Manager or project activities. It may include drivers, vehicles, airfare, and parking. Transportation may also include the cost of kilometres driven at local provincial government rates for tasks related to the work of the project.
- Volunteers - The value of expertise and time provided by volunteers. This may include the use of students to assist in the implementation of specific activities or the expertise of a consultant who does not charge for his or her expertise.

### Responsibility:

- All partners are responsible for monitoring and tracking their personnel's and their organization's in-kind contributions.
- Provincial co-ordinators are responsible for assigning resources their province has provided to the activities undertaken and the intended results in accordance with their work plans.
- The Project Manager is responsible for assigning resources provinces, IPAC and others have provided in accordance with the activities, work plan, and intended results of the entire project.

### Procedures:

- Value of Physical Materials Provided - Determine the value of contributions for physical materials that have been bought and supplied by the organization according to receipts or invoices for purchases e.g. office supplies, gifts, camera film, etc.
- Value of Services Provided – Determine the value of services provided by:
  - Using the actual amounts on receipts and invoices e.g. parking, catering, telephone charges, photo processing, etc.
  - Following the organization's procedures for assigning the value of specific services e.g. provision of office space, shared services, maintenance, etc.
  - Describing the work required and the amount of time involved and obtaining an estimate of the value of the work from an appropriate government official e.g. provision of drivers and vehicles.

## Appendix P. In-Kind Contributions Policy and Procedures

- Value of Time of Personnel<sup>1</sup> - Determine the value of time personnel provide using one or more of the following methods:
  - Keep track of the time you spend and ask each participant to keep track of the amount of time he or she spends on work related to the project and the purpose of the work. Assign the time spent to the appropriate activity or activities and intended results. This is particularly important for planning, reporting and administrative tasks as well as for tasks that a person has not done before.
  - Keep track of the amount of time you and all other participants spend on each kind of activity e.g. organizing a 10-day study tour, organizing a two-day workshop, preparing a presentation, writing an article for a publication, etc. Use the amounts determined as the basis for estimating the in-kind contributions of each type of activity in the future.
  - Ask experienced staff members who have done all of the tasks required many times and who can do them quickly and accurately to estimate the time involved using the rule of thumb 2 hours of preparation for every one hour of product e.g. 2 hours of organization for every one hour of a study tour, 2 hours of organization for every one hour of a presentation, etc.

### Guidelines for Estimating the Value of In-Kind Contributions

Category	Item	South Africa (Rand) <sup>2</sup>	Canada (Dollars)
<b>Personnel:</b>	Director General/ Deputy Minister	R300 /hr.	\$65/hr
	Deputy Director General/ Assistant Deputy Minister	R265 /hr	\$55/hr
	Chief Director <sup>3</sup> / Executive Director	R230 /hr	\$45/hr
	Director	R185 /hr	\$40/hr
	Senior Professional	R180 /hr	\$40/hr
	Executive Assistant or Executive Secretary	R45 /hr	\$30/hr
	Driver/ Clerical	R15 /hr	\$20/hr
	Secondments	Per appropriate category above	Per appropriate category above
<b>Communications:</b>	Telephone Calls	R500/yr.	\$1000/yr
	24 Exposure Film and Processing	R50/film	\$10/film
	Mailing Newsletter	R500/ mailing	\$200/ mailing
<b>Hospitality:</b>	Accommodation	R500 – R600/person	\$125-175/person
	Breakfast	R30-50/person/meal	\$11/person/meal
	Lunch	R40 – 70/ person/meal	\$11/person/meal
	Dinner	R 60-90/person/meal	\$31/person/meal
	Local Sight-Seeing Tour/Social Event	R 100/person/event	\$35/person/event
	Small Mementos	R500/year	\$500/year
	Gifts	R1000/yr	\$500/year

<sup>1</sup> If this information were to be collected by all provinces for one year or more, the project could develop realistic estimates for future monitoring purposes.

<sup>2</sup> South African and Canadian Rates estimated November 2002

<sup>3</sup> The Provincial Co-ordinator is assumed to be performing his/her duties related to the Twinning Project at the level of a Chief Director or above in South Africa or Executive Director or above in Canada. This does not preclude provincial governments from assigning the provincial co-ordinator responsibility to a public servant not currently at these levels as a career development opportunity in preparation for advancement to a senior position (under the supervision of the Director General or Deputy Director General).

<b>Appendix P. In-Kind Contributions Policy and Procedures</b>			
<b>Category</b>	<b>Item</b>	<b>South Africa (Rand)<sup>4</sup></b>	<b>Canada (Dollars)</b>
<b>IPAC Commitments:</b>	Membership in IPAC for each Director General	N/A	\$130/person/year
	Membership for the University of the Free State	N/A	\$130/year
	Membership for the Saskatchewan Public Service Commission	N/A	\$130/year
	Other Benefits e.g. Reduced Fees, Complimentary Books and Resource Materials, Etc.	N/A	\$100 – 200/year
<b>Meetings &amp; Conferences:</b>	Air Travel (If absorbed by the province)	Actual Costs	Actual Costs
	Ground Travel	R2.5/km; R100-200/person taxi fare to airport from home/office; R350 – 400/person from airport to meeting site	\$0.45/km; \$10- 65/person for taxi fare to airport from home/office; \$10 - \$100/person from airport to meeting site
	Accommodation (if absorbed by province)	R500 – R600/person	\$125-175/person
	Per Diems (if absorbed by province)	R280/person/day	\$70/day
	Business Costs (Photocopying, Faxing, Internet Charges)	R100-500/event	\$100 -200/event
<b>Office Support</b>	Office Space & Technical Support for Project Manager & Staff	R35, 000/yr	\$6000/yr
<b>Other</b>	Contributions Not Included in Above Categories	Actual value	Actual value
<b>Examples of Estimates of In-Kind Costs</b>			
<b>Category of In-kind Contribution</b>	<b>Minimum Estimates of Effort Devoted to In-Kind Contributions</b>	<b>Estimates of Costs</b>	
<b>Appointment of Provincial Co-ordinator and/or Deputy Provincial Co-ordinator:</b> Deputy Minister or Director General's time spent identifying, interviewing and orienting candidates.	½ - 1 day.	\$500 - \$800/appointment	R2500 – R4000/appointment
<b>Negotiation and Signing of a Partnership Agreement:</b> Time of Provincial Co-ordinator, Deputy Minister and Director General, Premier, Cabinet, and other senior officials.	Provincial Co-ordinator: 2-3 days @ \$1500 Deputy Minister: 2 days @ \$1500 - \$2000; Directors General: 5 days @ \$4000; Premier and Cabinet: \$1500 - \$2000. Signing Ceremony: \$1000	\$ 9500 - \$10,500	R48000 – R53000

<sup>4</sup> South African and Canadian Rates estimated November 2002



## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
<b>Research:</b> Time spent familiarizing oneself with the needs to be addressed, locating appropriate resource materials, and preparing, assembling and distributing briefing materials to participants.	1 – 3 days of Provincial Co-ordinator's or Deputy Provincial Co-ordinator's time/activity.	\$500 - \$1500	R2500 – R7500
<b>Planning, Organizing, Monitoring and Reporting:</b> Time spent preparing, revising, monitoring work plans/activity plans, monitoring progress, preparing reports and evaluating results.	4- 5 days per year of the Director General's time spent overseeing and managing the Twinning Project including reviewing work and activity plans and meeting with HODs and the Provincial Co-ordinator for the province and the province's partner(s).	\$3500 - \$4000	R18,000 – R20000
Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
	2 days per year of the Director General's time spent reviewing reports, evaluating results and reporting to others.	\$1500	R7500
	2-3 days per year of the Provincial Co-ordinator's &/or Deputy Provincial Co-ordinator's time spent preparing and revising work plans and the annual plan of activities required.	\$1000 - \$1200	R5000 – R6000
	2 - 3 days per year of the Provincial Co-ordinator's &/or Deputy provincial Co-ordinator's time spent preparing reports	\$1000 - \$1200	R5000 – R6000
	1 day per year of the Provincial Co-ordinator's &/or Deputy Provincial Co-ordinator's time spent monitoring the partnership agreement and following-up commitments.	\$450- \$500	R2300 – R2500

## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
	Portion of Provincial Administrations' Costs related to the Twinning Project (Secretarial and other support staff, space, utilities, postage, office equipment usage, etc.)	\$2000 - \$4000	R10000 – R20000
	Mail and courier services	\$100 - \$400/year	R500 – R2000/year
<b>Facilitating:</b> Time spent identifying opportunities and facilitating activities complementary to the spirit of the Twinning Project e.g. trade missions, cultural linkages, academic linkages, linkages among other parts of the public sector, etc.	2 –3 days per year of the Director General's time spent on facilitating activities.	\$1500 - \$2000	R7500 – R10,000
	2 –3 days per year of the Provincial Co-ordinator's &/or Deputy Provincial Co-ordinator's time spent on facilitating activities.	\$1000 - \$1200	R5000 – R6000
<b>Communicating Internally and Externally:</b> Time and resources spent in activities related to implementing the communications strategy including public relations, writing articles, editing the newsletter, photography, presentations, etc.	2 – 3 days of the Director General's time per year spent on preparing and giving presentations related to the Twinning Project or explaining the Twinning Project to others.	\$1500	R7500
	5 days per year of the Co-editor's time spent in newsletter preparation and distribution.	\$2500 - \$3000	RR13000 – R15,000
	1 day or more per year of the Provincial Co-ordinator's &/or Deputy Provincial Co-ordinator's time in activities directly related to supporting the communications strategy.	\$450- \$500	R2300 – R2500
	Costs absorbed such as camera film and processing, mailings, etc.	\$25/activity	R125/activity
	Telephone & other communication-related costs	\$500/year	R2500/year
<b>Hospitality:</b> Time and resources spent in/on activities related to hosting an event that promotes building relationships and is in accordance with good protocol.	1 lunch and 1 dinner per delegate provided by host province for each activity.	\$40/person	R200/person

## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
	5 –10 gifts per year per province	\$250 - \$500/year	R1300 – R2500/year
	Small mementos such as pins, pens, etc.	\$5/person	R25/person
	Tickets and similar costs for social events e.g. ballet, hockey games, theatre, etc.	\$20/person	R100/person
	Receptions sponsored by the host province at events such as Steering Committee Meetings, Workshops, etc.	\$40-\$50/person	R200 – R250/person
<b>IPAC Support:</b> Contributions IPAC makes including memberships, resource material, reduced fees, etc.	1 membership in IPAC per Director General per year.	\$150/person/year	R800/person/year
	1 membership for the University of the Free State per year.	\$150/year	R800/year
	1 membership for the Public Service Commission of Saskatchewan per year.	\$150/year	R800/year
	Complimentary books: 10 books @ \$25/book/ year	\$250/year	R2000/year
	Reduced IPAC Conference Fees @ \$100/person/conference	\$100/year	R500/year
<b>Steering Committee Meetings:</b> Time and resources provided to support the work of the Steering Committee @ one meeting per year.	2 –3 days per year of the Director General's time spent on preparing for, attending and following-up meetings of the Steering Committee.	\$1500 - \$2000	R7500 – R10000
	Travel, accommodation and per diem costs of participants whose expenses are not covered by the Twinning Project. International Travel @ \$7500; Domestic Travel @ \$500 - \$1500; Accommodation @ \$75-\$150/night; per Diems @ \$60 - \$75/day.	\$1500 - \$7500/person	R7500 – R38000/person
	1 - 2 days of time of the Director General and the Canadian Provincial Co-ordinator responsible for Co-Chairing the meeting.	\$1500/person	R7500/person

## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
	5 – 10 days of time of the support staff assigned responsibility for logistics related to meeting arrangements and transportation to and from the arrival and departure points within the host location.	\$7500 - \$10,000/ meeting	R38000 – R50000/meeting
	Miscellaneous costs related to the meetings e.g. photocopying, office supplies, meeting folders, etc.	\$100 - \$200/meeting	R500 – R1000/meeting
	Ground transportation @ \$50 - \$100/ person one-way	\$100 - \$200/person	R500 – R1000/person
<b>Advisory Committees:</b> Provincial Management Capacity Building Board, Canadian Forum of Provincial Co-ordinators, South African Forum of Provincial Co-ordinators			
Time and resources provided to support the Twinning project via the Provincial Management Capacity Building Board @ one meeting per year.	1 day per year of each Director General's time.	\$5000 - \$6000	R25000 – R30000
Time and resources provided to support the Twinning Project via the Canadian Forum of Provincial Co-ordinators @ 4 meetings per year.	½ -1 day, 3-4 times per year for each Canadian Provincial Co-ordinator and Deputy Provincial Co-ordinator	\$6000	R30000
	Long Distance telephone call costs for each Canadian Provincial Co-ordinator and Deputy Provincial Co-ordinator per teleconference.	\$25/conference call	R125/conference call
	2-3 days annually for each Provincial Co-ordinator and Deputy Provincial Co-ordinator to attend a meeting of the Forum.	\$1000	R5000
South African Provincial Co-ordinators Forum @ one annual meeting per year and one additional meeting per year.	1 day per year of each of the Provincial Co-ordinators and Deputy Provincial Co-ordinators for each annual meeting of the Forum	\$450-\$500/meeting	R2300 – R2500/meeting

## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
	Travel, accommodation, per diem and salary costs of each participant who may attend but is not a member of the Forum of Provincial Co-ordinators and attends the annual meeting of the Forum.	\$1000/person	R5000/person
	3 - 5 days per year of the Chair of the RSA Provincial Co-ordinator's Forum's time to prepare, assemble and distribute an agenda and agenda items and to oversee the organization of and arrangements for the meetings of the Forum.	\$1500 - \$2500/meeting	R7500 – R10000/meeting
	5 days of time of the support staff assigned responsibility for logistics related to meeting arrangements and transportation to and from the arrival and departure points within the host location.	\$7500/meeting	R38000/meeting
	Miscellaneous costs related to the meetings e.g. photocopying, office supplies, meeting folders, etc.	\$100 - \$200/ meeting	R500 – R1000/meeting
	1 – 2 days of the time of each Provincial Co-ordinator who is responsible for following up an action directed by the Forum.	\$500 - \$1000	R2500 – R5000
<b>Study Tours:</b> International study tours to Canada or South Africa as a learning activity of a work plan.	International study tour to Canada. 2 delegates, one week @ \$19,000; 2 delegates, 2 weeks @ \$38,000; 2 delegates, 3 weeks @ \$55,000.	\$19,000 - \$55,000/2 delegates	R95000 – R275000/2 delegates
	International study tour to South Africa. 2 delegates, 2 weeks @ \$38,000	\$38,000/2 delegates	R19,0000/2 delegates
<i>Conferences and Workshops - Learning activities sponsored by the Twinning Project:</i> Time and resources provided to support the Twinning Project or to further strengthen initiatives being undertaken by the attendance at relevant conferences.	2- 3 days of the Director General's time in preparation-related activities.	\$1500 - \$2000	R7500 – R10000

## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
10 days of the Chair's time preparing for the meeting, overseeing logistical arrangements, tendering for services, etc.	\$5000 - \$6000/conference	R25000 – R30000/conference	10 days of the Chair's time preparing for the meeting, overseeing logistical arrangements, tendering for services, etc.
	25 days of support staff's time organizing and implementing logistics, working with the venue, registering participants, overseeing details during the conference, etc.	\$10,000/conference	
	Transportation to and from the venue (100 – 150 people)	\$25,000	R125000
<b>Conferences/Workshops - IPAC, SAPAAM, CAPAAM, Etc.:</b> Time and resources provided to support the Twinning Project or to further strengthen initiatives being undertaken by the Twinning Project via attendance at relevant conferences or workshops.	1-5 days, annually, of time of persons who attend a conference relevant to public administration.	\$500 - \$3500/person	R2500 – R18000/person
	Travel, accommodation, per diem and registration fee costs of each person who attends a conference in public administration.	\$2500 - \$9000	R13000 – R45000
	1-2 days of time of persons who attend and participate in the meeting or the activities of IPAC's International Committee.	\$500/person	R2500/person
	Travel, accommodation and per diem costs of each person who attends a meeting or activity of IPAC's International Committee.	\$1000 - \$9000/person	R5000 – R45000/person
<b>CIDA:</b> Time and resources provided to support the Twinning Project and NEPAD via CIDA's review of its aid policy and programs in South Africa and the Southern African Region.	2 -3 days of each Director General's time in preparing for and participating in CIDA's review of all of its projects in South Africa and implementation of CIDA's strategy for South Africa and Africa.	\$2500 - \$3000/person	R13000 – R15000/person

## Appendix P. In-Kind Contributions Policy and Procedures

Category of In-kind Contribution	Minimum Estimates of Effort Devoted to In-Kind Contributions	Estimates of Costs	Category of In-kind Contribution
	2 -3 days of each Provincial Co-ordinators' time in preparing for and participating in the review of the Twinning Project and support Canada might give.	\$1500/person	R7500/person
<b>Office Support:</b> The value of space, office supplies, services (security, photocopying, faxing, computer support, etc.) and services provided.	Office support provided by the University of the Free State.	\$5000 - \$6000/year	R25000 – R30000/year
	Office support provided by the Public Service Commission of Saskatchewan.	\$5000 - \$6000/year	R25000 – R30000/year
<b>Project Activities:</b> Time and resources spent in/on activities related to implementing a component of a work plan. Includes organizing, participation, evaluation and follow-up.	5 - 20 days of Provincial Co-ordinator's and/or Deputy Provincial Co-ordinator's time in preparing for, implementing, evaluating and following-up an activity. 5 days @ \$2500; 10 days @ \$5500; 15 days @ \$8000; 20 days @ \$11,000	\$2500 - \$11,000/activity	R13000 – R55000/activity
	1-20 days of time for travel, preparation, participation, report writing and follow-up of subject matter specialists participating in the itinerary of a delegation. 5 days @ \$2500; 10 days @ \$5500; 15 days @ \$8000; 20 days @ \$11,000	\$2500 - \$11,000/activity	R13000 – R55000/activity
<b>Transportation:</b> Time and resources related to providing transportation for the Project Manager, delegations, meetings and workshops.	1-5 days per year of a driver's time and vehicle provided by each South African province for the use of the Project Manager.	\$100 - \$500/use	R500 – R2500/use
	1-15 days of a driver's time and vehicle provided by each South African province for the use of delegates from Canada.	\$100 - \$1500/activity	R500 – R7500/activity
	1-5 days of a drivers' time and vehicles for transportation to and from meetings, workshops and program venues in Canada	\$250 - \$2000/activity	R1300 –R10000/activity
<b>Volunteers:</b> Value of the expertise or services provided by volunteers.	Value of the time of subject matter specialists	\$400/day	R2000/day

<b>Appendix P. In-Kind Contributions Policy and Procedures</b>			
<b>Category of In-kind Contribution</b>	<b>Minimum Estimates of Effort Devoted to In-Kind Contributions</b>	<b>Estimates of Costs</b>	<b>Category of In-kind Contribution</b>
	Value of time of technical and clerical support for an activity.	\$100 - \$200/day	R500 – R1000/day
<b><i>Miscellaneous:</i></b>			
Includes donations to the project in terms of financial or other resources.	Actual value.	Actual value.	Actual value.

Source: Compiled by a task team consisting of the project manager, the provincial co-ordinator for the Free State and the provincial co-ordinator for New Brunswick.





#### Appendix Q. Checklist for Assessing RBM Work Plans

Have you finalized the key result areas (outcomes) that your project/partnership/province will focus on over the duration of the project?

Is the goal or focus of the work of the province/partnership the same as that in the impact statements or is it more specific?

Have you identified both the direct and indirect beneficiaries:

- For each result area?
- For the South African province?
- For South Africa as a whole?

Have you identified the Canadian beneficiaries and the nature of the benefit derived from participation?

Have you identified appropriate indicators, both qualitative and quantitative?  
Have you identified the key indicators for evaluating results for this project?

Have you identified the baseline data, or the sources of baseline data so that you have the information needed to measure progress over time?

Have you identified the data to be collected, the frequency of data collection, and the people who will collect, analyze and report progress and results?

Are there specific assumptions and risks for certain result areas?  
How can the risks be avoided or minimized?

Is your overall work plan aligned with South Africa's and your province's goals?  
Is it aligned with CIDA's and IPAC's goals?  
Is it consistent with other relevant initiatives and strategies?

Have you identified the resources needed to obtain your objectives for the duration of the project and the current year:

- Specific activities e.g. study tour, workshop, internship, technical advice, etc.
- The types of resource people required (positions, expertise), the numbers of officials required, and the amount of time each resource person will be needed?
- Target time frame for each activity?

Have you used the full name and full words for acronyms and abbreviations the first time that you use them?

Have you put in place communication and approval processes that ensure that your senior management team and if appropriate elected office holders are aware of work being done and that ensure that your Director General approves work plans, progress reports, and other relevant documents?

Source: Prepared by the project manager for use by the provincial co-ordinators and included in the Twinning Project's *Policies and Procedures Manual*.



## Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project<sup>1</sup>

CIDA Agreement Number: 7009238	Project Budget: <ul style="list-style-type: none"><li>CIDA</li><li>IDRC – CIDA</li><li>In Kind</li></ul>	\$ 3.48 Million \$ 250,000 \$ 5.4 Million	Project Members (Full and Supporting): <ul style="list-style-type: none"><li>South African Provinces: Eastern Cape, Free State, Gauteng, KwaZulu Natal, Limpopo, Mpumalanga, Northern Cape, North West Province, Western Cape</li><li>Canadian Provinces: Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland &amp; Labrador, Ontario, Prince Edward Island, Quebec, Saskatchewan</li><li>Others: South African Traditional Leaders; Canadian First Nations Governments (Federation of Saskatchewan Indian Nations, Meadow Lake Tribal Council, Muskeg Lake Cree Nation)</li></ul>	
Goals and Resources of the Canada South Africa Provincial Twinning Project (Established by CIDA)	Expected Results (Established by CIDA)	Expected Outcomes (Established by the Provincial Governments)	Performance Indicators (Established by the Provincial Governments)	Assumptions and Risks (Established by the Provincial Governments)
<b>Goals:</b> <ul style="list-style-type: none"><li>To assist the Republic of South Africa to strengthen its <i>governance capacity</i>.</li><li>To strengthen governance capacity within <i>all South African provinces</i> and at the individual, group and organizational levels.</li><li>To assist in obtaining a better <i>quality of life</i> for provincial residents.</li></ul> <b>Resources:</b> <ul style="list-style-type: none"><li>CIDA funding is used for technical assistance, training, study tours, workshops, travel expenses, and project management costs.</li><li>Salary and related costs of Canadian provincial participants are paid for by the Canadian provinces.</li></ul>	<ul style="list-style-type: none"><li>Strengthened capacity for efficient and effective governance within all of the South African provinces</li><li>Improved delivery of government programs and services, especially those that address basic human needs</li><li>Mutually beneficial broad-based partnerships between Canadian and South African provinces</li></ul>	<ul style="list-style-type: none"><li>Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively.</li><li>Strong, responsive, democratic decision making that is supported by effective, efficient, machinery of government.</li><li>Acceptable capacity at the senior and middle management levels of the public service.</li><li>Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.</li></ul>	<ul style="list-style-type: none"><li>Provincial governments are better able to provide effective leadership, to oversee corporate performance, to implement co-ordinated polices and programs, to address crosscutting issues, to account fully and responsibly, and to support co-operative governance.</li><li>Work undertaken is relevant to the sustainable development goals of both South Africa and Canada, responsive to the needs of the South African provinces, and within the capacity of the Canadian provincial governments to provide effective support.</li><li>Evidence of results that strengthen democratic governance and service delivery.</li><li>Evidence of activities and results related to mainstreaming one or more of the crosscutting themes.</li><li>Alignment of policies, legislation, programs, budgets, implementation, and</li></ul>	<b>Assumptions:</b> <ul style="list-style-type: none"><li>Continued stability of national and provincial governments.</li><li>Provinces in both countries are interested in continuing existing relationships or entering into new relationships.</li><li>The Project has the necessary buy-in by role players at senior levels of provincial governments including premiers, ministers, and cabinets</li><li>Availability of Canadian and South African resources in a timely manner.</li><li>Public servants have a positive attitude and will accept recommendations/changes/reforms and are willing to be held accountable for their successful introduction and implementation.</li><li>Stakeholders will participate when appropriate.</li><li>Capacity is built at various levels within provincial governments and in all spheres of government.</li><li>Sustainability is embedded in program design, activities, changes and results and at various levels of provincial governance.</li><li>All partners will make the required in-kind contribution.</li></ul>

<sup>1</sup> The following abbreviations are used in this table: Eastern Cape provincial Government – ECOG; Free state provincial Government – FSGP; Gauteng Provincial Government – GPG; KwaZulu Natal Provincial Government – KZNPG; Limpopo provincial Government – LPG; Mpumalanga Provincial Government – MPG; Northern Cape Provincial Government – NCPG; North West Provincial Government – NWP; Western Cape Provincial Government – WCPG; Alberta Provincial Government – APG; British Columbia Provincial Government – BCPG; Manitoba Provincial Government – MANPG; Ontario Provincial Government – OPG; New Brunswick Provincial Government – NBPG; Newfoundland and Labrador Provincial Government – NFLD&LABPG; Prince Edward Island Provincial Government – PEIPG; Quebec Provincial Government – QPG; Saskatchewan Provincial Government – SKPG; Federation of Saskatchewan Indian Nations – FSIN, Meadow Lake Tribal Council – MLTC; Muskeg Lake Cree Nation – MLCN.

## Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project<sup>1</sup>

<ul style="list-style-type: none"> <li>Salary and related costs of South African provincial participants are paid for by the South African provinces.</li> <li>Participating provinces will make substantial in kind contributions in addition to absorbed salaries and benefits to ensure that activities are successful.</li> <li>Donations and support are received from others.</li> </ul>			<p>communication among the spheres of government.</p> <ul style="list-style-type: none"> <li>More South Africans are benefiting from government programs that meet needs in education, health, social welfare, economic development, and quality of life.</li> </ul>	<ul style="list-style-type: none"> <li>Funding will be available for the duration of the Twinning Project.</li> </ul>
			<ul style="list-style-type: none"> <li>Capacity in public management is built at the individual, group and organizational levels of provincial governments.</li> <li>Program delivery by the provincial government is more responsive, efficient, effective and seamless.</li> <li>Partnerships and relationships are built on trust, respect and goodwill and foster both strengthened public management and pursuit of mutual interests in areas outside of provincial governance.</li> </ul>	<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Resource limitations within provincial governments, both Canadian and South African.</li> <li>Lack of continuity of key role players and frequent changes in provincial governments and key officials.</li> <li>Limited understanding of the provincial and co-operative governance context and the implications for Project implementation.</li> <li>Exposure to scrutiny and the courage required to implement change.</li> <li>Danger of setting high expectations and cynicism if not met.</li> <li>Proprietary nature of departments and silo/stovepipe mentality.</li> <li>Fear of losing autonomy, control or influence.</li> <li>Dealing with issues/strategies/changes that require long term time frames to be properly developed and implemented while substantive results are expected to occur and be reported in the short and medium term.</li> <li>Strict rules regarding disbursement and use of funds that limit achievement of objectives or achieving full potential of changes desired.</li> <li>Lack of baseline data and difficulties in measuring change.</li> <li>Wars and increased terrorism and their negative impact on activities.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Performance Indicators and Baseline Data	Assumption and Risks	Resources and Reach
<p><b>Expected Long Term Results:</b></p> <ul style="list-style-type: none"> <li>Sufficient capacity has been built within the provincial governments for the knowledge, skills and practices gained to be retained, adapted to fit the local context, and shared within the government, with other provinces, with the national government and local governments, and with other countries.</li> <li>Outreach to other African countries by the South African provinces, using the Twinning Project's principles and methods as a mechanism for sharing knowledge and expertise, will be used and adapted to better fit the South African context.</li> <li>Best practices continue to be refined, adapted to be useful in more situations in Africa, replicated, and shared.</li> </ul> <p><b>Expected Alignment with Canadian and South African Development Goals:</b></p> <ul style="list-style-type: none"> <li>Strengthened goodwill between South Africa and Canada.</li> <li>The common values of democracy, good governance, human dignity, justice and equality, and sustainable development supported.</li> <li>The Canadian goals of projection of Canadian values and culture and creation of stable countries as part of strengthening global security supported.</li> <li>The South African goals of democratizing the state and society and co-operative</li> </ul>	<p><b>Expected Medium Term Result:</b></p> <ul style="list-style-type: none"> <li>Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively.</li> </ul> <p><b>Expected Short Term Results:</b></p> <ol style="list-style-type: none"> <li>Existing twinning arrangements are renewed and new twinning arrangements are established between the South African and Canadian provinces.</li> <li>Capacity is built within individual public servants, within groups, and within provincial governments.</li> <li>Results, relationships and partnerships are sustainable.</li> </ol> <p><b>Summary of Actual Results:</b></p> <ul style="list-style-type: none"> <li>All participating provincial governments appointed provincial co-ordinators and provided in kind contributions.</li> <li>Annual steering committee meetings were held.</li> <li>Seven partnership agreements were negotiated and many informal relationships established.</li> <li>Public servants from all participating provinces were trained in results based management and several submitted reports in</li> </ul>	<p><b>Project Performance Indicators :</b></p> <ul style="list-style-type: none"> <li>Evidence of compliance with the <i>Contribution and Partnership Agreements</i> requirements re : designation of provincial co-ordinators, provision of in kind contributions, use of CIDA's RBM methodology, provision of resources.</li> <li>One or more new partnerships and/or relationships are established between Canadian and South African provinces.</li> <li>Evidence of improved governance capacity with respect to the machinery of government, policy and program capacity, and co-operative governance</li> <li>Evidence of sustainability in the form of local ownership, relevance, results, inclusiveness, partnerships, linkages, learning networks, mutual benefits, and stability.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>CIDA prepared a Logical Framework for the Twinning Project.</li> <li>June 23, 2000, CIDA and IPAC signed a Contribution Agreement.</li> <li>Provincial Co-ordinators had not been appointed and work plans did not exist.</li> <li>Elections had to be held in 8 Canadian provinces, the Canadian federal government, the 9 South African provinces and for the South African national government during the</li> </ul>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Canadian and South African provinces have the resources and competencies needed to build capacity in democratic governance.</li> <li>Provinces have the capacity to meet all of the requirements of the <i>Contribution Agreement</i>.</li> <li>Diffusion of knowledge will occur from individuals to groups, across branches and departments, throughout government and to other provinces and other spheres of government.</li> <li>South African provinces will be able to secure resources to sustain the results achieved.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Inability to meet the requirements of the <i>Contribution Agreement</i>.</li> <li>South African provinces may not wish to join the Twinning Project or may not have the capacity to support a relationship with another donor.</li> <li>Provinces may be willing to work together but circumstances may delay advancing the relationship.</li> <li>Practitioners with the desired knowledge skills and practices are not available or not available in a timely manner.</li> <li>South African provincial governments' needs are greater than can be supported on a short-term, voluntary basis by permanent employees</li> </ul>	<p><b>Resources:</b></p> <ul style="list-style-type: none"> <li>Project: \$834,700</li> <li>In Kind: \$ 998,100</li> </ul> <p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Nine South African provinces</li> <li>Nine Canadian provinces</li> <li>Several South African traditional leaders</li> <li>Several Canadian First Nations</li> <li>Several African countries including Namibia, Zimbabwe, Mozambique, and Lesotho</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
governance supported.	<p>the form of results achieved.</p> <ul style="list-style-type: none"> <li>▪ Meetings were held, many by teleconference, to share information, solve problems, and build networks.</li> <li>▪ A conference in Best Practices in Public Management demonstrated the capacity in governance that had been built, fostered sharing of knowledge, strengthened learning networks, and initiated linkages with other African countries.</li> <li>▪ A Workshop on Sustainability identified numerous concrete elements of sustainability and contributions to sustainable development.</li> </ul>	period of the Twinning Project.	<p>of Canadian governments.</p> <ul style="list-style-type: none"> <li>▪ The Twinning Project's initial design may not fit the needs of evolving South African provinces.</li> <li>▪ Withdrawal of support by partners.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project		
1.1 Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces		Resources: Project: \$798,700 In Kind: \$928,100
Actual Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
<p><b>Project Results:</b></p> <ul style="list-style-type: none"> <li>Formalized arrangements that confirm the commitments of each participating province and that articulate the benefits and obligations of participants are in place for provinces that have agreed to participate fully in the Twinning Project.</li> <li>A political agreement has been signed between the Province of Manitoba and the North West Province.</li> <li>Provincial Co-ordinators are designated, manage their own provinces' involvement, and are accountable for results and assigned resources.</li> <li>Inclusion of the South African provinces of Limpopo, KwaZulu Natal and the Western Cape in the Twinning Project and the Canadian provinces of Quebec, Prince Edward Island, and Newfoundland and Labrador, as well as the Federation of Saskatchewan Indian Nations, the Meadow Lake Tribal Council and the Muskeg Lake Cree Nation.</li> <li>Formal relationships established between Ontario and Gauteng and Ontario and the Western Cape.</li> <li>Participating provinces understand the principles and application of RBM. Officials from all South African provinces and most Canadian provinces have received training in RBM. RSA Provincial Co-ordinators provided reports in the form of results.</li> <li>One to four-year work plans, updated annually, are in place.</li> <li>Annual PSC meetings were held in 2001, 2002, 2003 and 2004 and approved operational policies, work plans, progress and budgets.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Elected office holders approve participation in the Twinning Project and sign or recommend the signing of a partnership agreement.</li> <li>Letters confirming partnership commitments, approved by the director general and/or premier, are on file with the project manager or partnership agreements are in place and on file with IPAC.</li> <li>If circumstances permit, political agreements between partnering provinces are renewed or established.</li> <li>The number of formal and informal arrangements increases.</li> <li>Systematic planning and review are in place.</li> <li>CIDA's model of RBM is used.</li> <li>The Project Steering Committee fulfils the responsibilities assigned to it in the <i>Contribution Agreement</i>.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Five Canadian and five South African provinces had MOUs from the previous POG but the MOUs did not contain the new CIDA requirements.</li> <li>None of the participants had been trained in CIDA's RBM methodology.</li> <li>The Project Steering Committee, other committees, and operational policies and procedures did not exist.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Provinces in both countries are interested in continuing existing relationships or entering into new relationships.</li> <li>There will be the necessary continuity throughout the Twinning Project: key officials in senior positions and in positions directly related to the activities of the Twinning Project and result areas; in the project manager and provincial co-ordinators, and in CIDA funding and IPAC support.</li> <li>Provinces have the capacity to meet all of the requirements of the <i>Contribution Agreement</i>.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Canadian provinces may not have the expertise to fit the needs of the new South African provinces or sufficient resources to support a full twinning.</li> <li>South African provinces may not have the resources to support another donor or prefer not to participate in the</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>All South African provinces</li> <li>Participating Canadian provinces &amp; governments</li> <li>Canada and South Africa</li> <li>Canadian agencies – IPAC, CIDA</li> <li>Elected Representatives – Premiers and Ministers (MECs)</li> <li>Senior RSA Officials – Provincial Directors General (DGs), Cabinet Secretaries, Heads of Departments (HODs), Heads of Specific Programs, Chief Financial Officers (CFOs), Provincial Co-ordinators</li> <li>Canadian Senior Officials – Provincial Coordinators, Participants in specific activities.</li> </ul> <p><b>Activities:</b></p> <p>1.1.1 Appointment of provincial co-ordinators and deputy provincial co-ordinators.</p> <p>1.1.1.101 a - d ECPG-BCPG</p> <p>1.1.1.201 a - e FSPG –SKPG</p> <p>1.1.1.301 a - c GPG – OPG</p> <p>1.1.1.401 a - c KZNPG</p> <p>1.1.1.501 a - d LPG</p> <p>1.1.1.601 a - d MPG – APG</p> <p>1.1.1.701 a - b NCPG – NBPG</p> <p>1.1.1.801 a - d NWPG – MANPG</p> <p>1.1.1901 a - c WCPG</p> <p>1.1.1001 a - b PEIPG &amp; NFLD&amp;LABPG</p> <p>1.1.2. Negotiation and signing of partnership agreements</p> <p>1.1.2.102 a - b ECPG-BCPG</p> <p>1.1.2.202 FSPG –SKPG</p> <p>1.1.2.302 GPG – OPG</p> <p>1.1.2.602 MPG – APG</p> <p>1.1.2.702 NCPG – NBPG</p> <p>1.1.2.802 NWPG – MANPG</p> <p>1.1.2.902 WCPG – OPG</p> <p>1.1.3. Activities of the Twinning Project are structured and focused</p> <p>1.1.3.103 a - f ECPG-BCPG</p> <p>1.1.3.203 a - h FSPG –SKPG</p> <p>1.1.3.303 a - h GPG – OPG</p> <p>1.1.3.403 a - f KZNPG</p> <p>1.1.3.503 a - g LPG</p> <p>1.1.3.603 a - g MPG – APG</p>



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project		
1.1 Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces		Resources: Project: \$798,700 In Kind: \$928,100
Actual Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
	<p>Twinning Project.</p> <ul style="list-style-type: none"> <li>Circumstances may delay participation or formalization of agreements.</li> </ul>	<p>1.1.3.703 a - f NCPG – NBPG 1.1.3.803 a - j NWPG- MANPG 1.1.3.903 a - h WCPG –OPG</p> <p>1.1.4 Results Based Management (RBM) Training/Strengthening 1.1.4.104 a - b ECPG-BCPG 1.1.4.204 a - b FSPG –SKPG 1.1.4.304 a - b GPG – OPG 1.1.4.404 KZNPG 1.1.4.504 a - b LPG 1.1.4.604 MPG – APG 1.1.4.704 a - b NCPG – NBPG 1.1.4.804 a - b NWPG – MANPG 1.1.4.904 a - b WCPG 1.1.4.1004 IPAC &amp; IDRC</p> <p>1.1.5. Structures and processes are established and operating 1.1.5.1 a – IPAC (Inception Mission) 1.1.5.1. b – IPAC (IPAC-CIDA Review) 1.1.5.2.11 a -d – PSC Meetings 1.1.5.2.1 a - b ECPG-BCPG 1.1.5.2.2 a - b FSPG –SKPG 1.1.5.2.3 a - b GPG – OPG 1.1.5.2.4 KZNPG 1.1.5.2.5 LPG 1.1.5.2.6 a - b MPG – APG 1.1.5.2.7 a - b NCPG – NBPG 1.1.5.2.8 a - b NWPG – MANPG 1.1.5.2.9 WCPG 1.1.5.2.10 NFLD&amp;LABPG</p> <p>1.1.5.3 Committees, Workshops &amp; Conferences: ECPG –BCPG: 1.1.5.3.1 – 1.1.5.9.1 FSPG –SKPG: 1.1.5.3.2 – 1.1.5.9.2 GPG – OPG: 1.1.5.3.3 – 1.1.5.9.3 KZNPG: 1.1.5.3.4 – 1.1.5.9.4 LPG: 1.1.5.3.5 – 1.1.5.9.5 MPG – APG: 1.1.5.3.6 – 1.1.5.9.6 NCPG – NBPG: 1.1.5.3.7 – 1.1.5.9.7 NWCPG – MANPG: 1.1.5.3.8 – 1.1.5.9.8 WCPG : 1.1.5.3.9 – 1.1.5.9.9</p>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project		
1.1 Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces		Resources: Project: \$798,700 In Kind: \$928,100
Actual Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
		<p>1.1.5.4 Newsletter &amp; Website  1.1.5.4.10 a IPAC  1.1.5.4.10 b WCPG</p> <p><b>Total Number of Activities:</b> 207</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>▪ Elections in both countries created delays in negotiating or finalizing agreements.</li> <li>▪ Some Canadian provinces did not have the resources to support a full twinning or another twinning.</li> <li>▪ Some South African provinces found that they had to work with a variety of Canadian provinces to find the expertise that best met their needs.</li> <li>▪ The evolution of South African democratic governance and the emerging challenges in public policy required new approaches in capacity building.</li> <li>▪ Absence of or vacancies in provincial co-ordinators and deputy provincial co-ordinators positions delayed establishing provincial relationships.</li> <li>▪ The terrorist attacks and the War in Iraq made governments cautious about releasing senior public servants and travel arrangements.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project		
1.2 Capacity is built within individual public servants, within groups, and within provincial governments		Resources: Project: \$ Integrated into the activities In Kind: \$ Integrated into the activities
Actual Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
<p><b>Project Results:</b></p> <ul style="list-style-type: none"> <li>Alignment with the priorities and competency expectations of all spheres of government.</li> <li>Acquisition of information and practices through shared activities: <ul style="list-style-type: none"> <li>Learning of new ideas and information relevant to one's province occurred in every activity and by every province.</li> <li>Sharing of information and expertise widely through the development of learning networks.</li> </ul> </li> <li>Behavioural changes include: new perceptions; gaining of relevant subject matter knowledge and expertise; a more systematic understanding of relevant issues.</li> <li>Application of knowledge to achieve one or more of the performance indicators: <ul style="list-style-type: none"> <li>Each delegation identified ways of applying the new information to fit their government's needs.</li> <li>Knowledge gained was incorporated into the decision-making systems of the provincial government and of co-operative government extending the reach beyond meeting provincial needs and into national and local policy and programming.</li> </ul> </li> <li>Behavioural changes include: strengthened ability to adapt, to achieve results, and to manage change and diversity.</li> <li>Strengthening of the organization by strengthening one or more structures, systems, or processes: <ul style="list-style-type: none"> <li>Each province strengthened one or more aspects of provincial governance.</li> <li>Through strengthening of provincial structures, systems and processes, the effectiveness and efficiency of provincial governments improved and the ability of provincial governments to deliver programs that meet basic needs increased.</li> </ul> </li> <li>Behavioural changes include: strengthened ability to reach shared understandings; strengthened ability to set and achieve complex goals; successful, creative and culturally relevant solutions that receive cabinet approval and financial, human, and physical resources to implement.</li> <li>Senior public servants' achievement of performance indicators in their work plans and evidence of addressing crosscutting issues is evaluated through the performance measurement contracts of senior provincial public servants by their governments.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Evidence of capacity development occurring within the context of co-operative governance.</li> <li>Evidence of capacity development at both the technical and behavioural levels is visible.</li> <li>Examples of transfer of knowledge, practices and skills.</li> <li>Evidence of strengthened individual capacity such as improved competencies and performance.</li> <li>Evidence of strengthened group capacity such as strengthened linkages, networks and teamwork.</li> <li>Evidence of enhanced organizational capacity such as better co-ordination of activities within government, improved secretariat support and documents for senior officials and decision makers, linkages to priorities, capacity and processes of other spheres of government.</li> <li>Improved governance capacity – structures, systems, processes, legislative frameworks, internal and external communications, results orientation, accountability, transparency.</li> <li>Evidence of improved development and roll-out of implementation plans, improved service delivery and better meeting of residents' basic needs.</li> </ul> <p><b>Baseline Data:</b></p> <p><i>Individual Capacity:</i></p> <ul style="list-style-type: none"> <li>South Africa has a single unified public service for all of the provinces and the national government.</li> <li>There is great variability in the competency levels of public servants depending on their educational opportunities prior to 1994.</li> <li>Those who were educated under the Bantu Education System may have received inadequate preparation for the public service and managerial or senior level positions.</li> <li>Strengthening competencies in individuals is often prerequisite to applying new knowledge.</li> <li>Human Resource Units are building their information banks on the competencies of their employees for use in HR planning.</li> </ul> <p><i>Group Capacity:</i></p> <ul style="list-style-type: none"> <li>Task teams are a common method of generating options or implementing decisions.</li> <li>Consensus decision-making is common.</li> <li>New knowledge must be understood by groups to be translated into policies, programs and operating plans.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>All South African provinces</li> <li>Participating Canadian provinces &amp; governments</li> <li>Canada and South Africa</li> <li>Canadian agencies – IPAC, CIDA</li> <li>Elected Representatives – Premiers, and Ministers (MECs)</li> <li>Senior RSA Officials – Provincial Directors General (DGs), Cabinet Secretaries, Heads of Departments (HODs), Heads of Specific Programs, Chief Financial Officers (CFOs), Provincial Co-ordinators</li> <li>Canadian Senior Officials – Provincial Coordinators, Participants in activities</li> </ul> <p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>Mainstreamed in all of the activities.</li> </ul> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project		
1.2 Capacity is built within individual public servants, within groups, and within provincial governments		Resources: Project: \$ Integrated into the activities In Kind: \$ Integrated into the activities
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Actual Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
<ul style="list-style-type: none"> <li>Elected office holders' achievement of public policy goals and effective, efficient, accountable public management is evaluated by the public through elections, roving cabinet meetings and meetings with constituents, and ongoing feedback.</li> <li>The mindset of senior public servants in both countries is one of enthusiasm and the desire to serve the public good at all levels of public administration and management.</li> <li>The Canada South Africa Provincial Twinning Project model is being used in relationships with other partners e.g. Mozambique, Zimbabwe, and Namibia.</li> </ul>	<ul style="list-style-type: none"> <li>Networks and linkages between provinces are limited.</li> </ul> <p><i>Organizational Capacity:</i></p> <ul style="list-style-type: none"> <li>Gaps existed in structures, systems and processes.</li> <li>Some obstacles existed in terms of policy implementation, e.g. obsolete legislation.</li> <li>Co-ordination often needed strengthening.</li> <li>Bridging between policy and programming was required.</li> <li>Those involved with crosscutting issues needed ways to provide input to policy and program development.</li> <li>Provincial governments needed to be able to function within and support co-operative governance.</li> </ul> <p><i>Assumptions:</i></p> <ul style="list-style-type: none"> <li>Canadian provinces are able to provide appropriate knowledge and training for South African conditions.</li> <li>Availability of the South African resources needed for the relevant activities in a timely manner.</li> <li>Public servants have a positive attitude and will accept recommendations/changes/reforms and are willing to be held accountable for their successful introduction and implementation.</li> <li>Dissemination of training, information sharing, knowledge and skills will occur across branches, departments and the government.</li> <li>Knowledge is shared across all provincial governments and with traditional leaders and capacity is built at various levels of co-operative governance.</li> <li>Sustainability is embedded in program design, activities, changes and results.</li> <li>Necessary continuity required throughout the duration of the project: key officials in senior positions and in positions directly related to specific activities and result areas; Project Manager and Provincial Co-ordinators; CIDA funding and IPAC support exists.</li> </ul> <p><i>Risks:</i></p> <ul style="list-style-type: none"> <li>Practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in South African provinces seeking expertise elsewhere.</li> <li>South Africans find Canadian technical assistance and training is inappropriate.</li> <li>South African provinces needs exceed resources available.</li> </ul>	

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project		
1.3 Results, relationships and partnerships are sustainable		Resources: Project: \$36,000 In kind: \$60,000
Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
<b>Results:</b> <ul style="list-style-type: none"> <li>See Below</li> </ul>	<b>Performance Indicators:</b> <ul style="list-style-type: none"> <li>See Below</li> </ul> <b>Baseline Data:</b> <ul style="list-style-type: none"> <li>Appropriate criteria for assessing sustainable development and sustainability need to be agreed upon by the key role players.</li> <li>Role players must have an understanding of CIDA's Strategy for Southern Africa as well as the priorities of South Africa and the South African provinces in order to assess their own needs for capacity development and the resources available to meet the requirements of sustainability and sustainable development.</li> <li>Canadian provinces are limited in their ability to provide financial support for international development but are willing to assist on an in-kind basis when full funding is provided and they have the capacity to do so.</li> </ul>	<b>Reach:</b> <ul style="list-style-type: none"> <li>All South African provinces</li> <li>Participating Canadian provinces &amp; governments</li> <li>Canada and South Africa</li> <li>Canadian agencies – IPAC, CIDA</li> <li>Elected Representatives – Premiers, and Ministers (MECs)</li> <li>Senior RSA Officials – Provincial Directors General (DGs), Cabinet Secretaries, Heads of Departments (HODs), Heads of Specific Programs, Chief Financial Officers (CFOs), Provincial Co-ordinators</li> <li>Canadian Senior Officials – Provincial Coordinators, Participants in specific activities.</li> </ul>
<b>Results - Local Ownership:</b> <ul style="list-style-type: none"> <li>Partnership agreements are signed by the Directors General in South Africa and Cabinet Secretaries or Deputy Ministers of Intergovernmental Relations in Canada. Some agreements are recommended by or signed by Premiers.</li> <li>South African provinces provide the vision and the focus for the Twinning Project.</li> <li>The South African province's work plans are approved by the provincial cabinet and integrated into the government's business plan and performance contracts. Directors General are accountable to their provincial legislatures for the use of the Twinning Project's resources and results achieved.</li> <li>The work of the Twinning Project is reviewed by senior management and in the provincial clusters.</li> <li>The provincial public servants of both countries have strong ownership of the project and its results and have found working together to be mutually beneficial for themselves personally, for their governments and for their country.</li> <li>South African provinces determine their needs, assess their resources and any resources available locally and from the national government, and resources available from other African countries. Only then do they examine resources available from donors.</li> <li>The South African provinces determine the niche for each</li> </ul>	<b>Performance Indicators - Local Ownership:</b> <ul style="list-style-type: none"> <li>High degree of local ownership, both at the bureaucratic and elected office holders levels, of the Twinning Project and its results</li> <li>Stakeholders take charge of the activities.</li> <li>South African provinces adapt practices to fit the South African/African context and develop their own innovations</li> <li>South African provinces assume responsibility for co-ordination with other donors and key role players</li> </ul>	<b>Activities – Local Ownership:</b> <p>1.3.1. Senior level support for participation</p> <p>1.3.1.101 ECPG-BCPG</p> <p>1.3.1.201 FSPG –SKPG</p> <p>1.3.1.301 GPG – OPG</p> <p>1.3.1.401 KZNPG</p> <p>1.3.1.501 LPG</p> <p>1.3.1.601 MPG – APG</p> <p>1.3.1.701 NCPG – NBPG</p> <p>1.3.1.801 NWPG- MANPG</p> <p>1.3.1.901 WCPG –OPG</p> <p>1.3.2. Signing political and other agreements</p> <p>1.3.2.902 NWPG-MANPG</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project		
1.3 Results, relationships and partnerships are sustainable		Resources: Project: \$36,000 In kind: \$60,000
Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
donor and co-ordinate the work of all role players to prevent duplication and unnecessary overlap.		
<p><b>Results - Relevance:</b></p> <ul style="list-style-type: none"> <li>The partnerships and informal relationships established through the Twinning Project have assisted the South African provinces meet specific provincial objectives.</li> <li>Resources of the Twinning Project are used to support initiatives that have long-term time frames and impacts such as sustainable development, community economic development, healthy child policy and programs, and initiatives for strengthening rural youth and youth in conflict with the law.</li> <li>The work plans and results of the Twinning Project are well-aligned with the priorities of the national and local governments.</li> <li>The momentum the partnerships brought was important in moving initiatives forward and ensuring linkages are correct, for example the alignment of government plans and government budgets.</li> <li>The practitioner to practitioner approach assists in building capacity by developing individual competencies in the application of theory and principles and organizational competency in the knowledge applied to solving provincial problems or addressing provincial opportunities.</li> <li>Practitioners are more cost-effective than consultants because of their knowledge and actual experience in the subject area and their ability to adapt it quickly to another setting.</li> <li>The Twinning Project was issue and priority driven and thus evolutionary. It grew to fit changing needs.</li> <li>Both bilateral and multilateral relationships were used to provide the flexibility needed to achieve goals.</li> <li>Many delegations were multidisciplinary to foster broad sharing of information.</li> <li>The Twinning Project provided benefits for all partners.</li> <li>The project manager was able to draw in the involvement of all parties, to identify sources of appropriate expertise and best practices, to involve more governments, to co-ordinate</li> </ul>	<p><b>Performance Indicators - Relevance:</b></p> <ul style="list-style-type: none"> <li>Demand driven and responsive to the needs of the South African provinces.</li> <li>Directly related to strengthening provincial governance in the context of co-operative governance.</li> <li>Within the capacity of the Canadian provinces and a good fit between Canadian provinces approaches and the needs of the South African provinces</li> <li>Aligned with policies and priorities of the South African national government</li> <li>Consistent with CIDA's, South Africa's and IPAC's vision of sustainable development</li> <li>Aligned with the purposes set out in the <i>Logical Framework</i> and <i>Contribution Agreement</i></li> <li>Appropriate and timely responses to opportunities and problems.</li> <li>Evolution to fit changing needs and priorities.</li> </ul>	<p><b>Activities - Relevance:</b></p> <ul style="list-style-type: none"> <li>Mainstreamed in all of the activities.</li> </ul> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project		
1.3 Results, relationships and partnerships are sustainable		Resources: Project: \$36,000 In kind: \$60,000
Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
activities and to ensure sharing of information.		
<b>Results – Results:</b> <ul style="list-style-type: none"> <li>South African provinces have integrated the contributions of the Twinning Project into core strategies and business plans.</li> <li>Substantive achievements have been made in every partnership and every South African province.</li> <li>Achievements have been made in every aspect of the requirements of the Logical Framework and <i>Contribution Agreement</i>, namely, improved capacity of provincial governments in terms of competency development, processes and systems; strengthened effectiveness and efficiency; strengthened management and implementation of government programs; and improvements in areas of basic need including health, education, social services, agriculture, economic development, sustainable development and quality of life.</li> <li>Results achieved are characterized by both a diversity of results and complexity of results. While some results build on and refine existing foundations, others are not incremental changes but either a complete replacement of old systems with new systems, or a complete introduction of new approaches.</li> <li>New knowledge has been internalized and integrated with South African knowledge to develop tailor-made solutions that are meeting the needs.</li> <li>Changes introduced are based on principles, changes have been introduced and led by South Africans, and changes introduced have proven to be durable over time.</li> </ul>	<b>Performance Indicators – Results:</b> <ul style="list-style-type: none"> <li>Progress made in achieving both short and medium term results.</li> <li>Evidence that short and medium term results can be or are being converted into longer term results.</li> <li>Durability of results achieved to date</li> <li>Evidence of cumulative results i.e. over a period of months and years progress is continually being made in consolidating and strengthening governance achievements to date and achievements in the future.</li> </ul>	<b>Activities - Results:</b> <p>1.3.4 Inclusion of Historically Disadvantaged 1.3.4. a. IPAC (Gender Specialists' Participation in RSA Co-ordinators' Forum)</p> <ul style="list-style-type: none"> <li>Mainstreamed in Activities</li> </ul> <b>Variance:</b> <ul style="list-style-type: none"> <li>None</li> </ul>
<b>Results – Partnerships:</b> <ul style="list-style-type: none"> <li>Knowledge, professionalism and competence of participating public servants has resulted in respectful, collaborative relationships.</li> <li>Multidisciplinary and multi-province participation in activities has broadened connections and initiated linkages beyond one's subject area, government, province and country and provided a platform for further work. Linkages with sources of best practices will continue to be pursued.</li> <li>When provinces need expertise in a specific subject area and have the resources to finance study tours or other activities, the partnering province and/or other provinces will provide an appropriate activity.</li> <li>Technology can be used to more effectively sustain</li> </ul>	<b>Performance Indicators - Partnerships</b> <ul style="list-style-type: none"> <li>Positive relationships - respectful, professional, trustful</li> <li>Solid, relevant expertise and ability to adapt it to the context and share it in a cross-cultural situation</li> <li>Equality between South African and Canadian officials</li> <li>Shared responsibility for leadership, planning, work plans, activities, and results</li> <li>Balance between theory and practice</li> <li>Commitment of all parties to good governance</li> <li>Willingness to continue the partnerships</li> <li>Opportunities and mechanisms for continuing the partnership</li> <li>Sources of funding to continue the partnership</li> <li>Scope and design of sustained relationships.</li> </ul>	<b>Activities - Partnerships:</b> <ul style="list-style-type: none"> <li>Mainstreamed in all of the activities.</li> </ul> <b>Variance:</b> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project		
1.3 Results, relationships and partnerships are sustainable		Resources: Project: \$36,000 In kind: \$60,000
Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
<p>connections and knowledge networks including the Twinning Project's and provincial governments' websites and email systems.</p> <ul style="list-style-type: none"> <li>Activities such as the Best Practices Conference and the publishing of its proceedings have created linkages of public servants based on joint interests in public policy issues.</li> <li>Canadian provincial governments value international development opportunities as a means of strengthening the senior management competencies needed to work effectively in a global context.</li> <li>Good will between Canada and South Africa and between the partnering provinces is enduring.</li> <li>Relationships built on friendships and professional interests are long-lasting.</li> </ul>		
<p><b>Results – Linkages:</b> <i>Political Linkages:</i></p> <ul style="list-style-type: none"> <li>Manitoba and the North West Province have a new political agreement and two trade and investment agreements in place.</li> <li>Interactions between Gauteng and Ontario have validated the value of sharing information and experience in public management and the need to strengthen linkages at the political level and in other areas of mutual interest.</li> </ul> <p><i>Provincial Linkages:</i></p> <ul style="list-style-type: none"> <li>South African provinces are committed to working with the Canadian provinces and assisting one another and other African countries including sharing knowledge and expertise that they have developed on their own or obtained from Canadian provinces and elsewhere.</li> <li>To the extent resources are available, Canadian provinces are committed to assisting South African provinces in the future. They will continue to provide advice and assistance and arrange learning opportunities within their own provinces.</li> <li>Effective knowledge of the range of expertise available within Canada and South Africa has been built. South African provinces have identified sources of best practices in Canadian provinces and some provinces will be contracting assistance on the basis of expertise that is the best fit for their needs.</li> <li>Institutional processes and governance systems established</li> </ul>	<p><b>Performance Indicators - Linkages:</b></p> <ul style="list-style-type: none"> <li>Evidence of linkages between partnering provinces, academic institutions and the trade and cultural sectors.</li> <li>Evidence of linkages developed as a result of the activities of the Twinning Project.</li> <li>Evidence of linkages using principles and methods of the Twinning Project</li> </ul>	<p><b>Activities - Linkages:</b></p> <p>1.3.2 Facilitated Activities  1.3.2.102 ECPG-BCPG  1.3.2.202 FSPG –SKPG  1.3.2.302 GPG – OPG  1.3.2.402 KZNPG  1.3.2.502 LPG  1.3.2.602 MPG – APG  1.3.2.702 NCPG – NBPG  1.3.2.802 NWPG- MANPG  1.3.2.902 WCPG –OPG</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None.</li> </ul>



Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project		
1.3 Results, relationships and partnerships are sustainable		Resources: Project: \$36,000 In kind: \$60,000
Short Term Results (Outputs)	Performance Indicators and Baseline Data Assumptions and Risks	Reach, Activities and Variances
<p>through the twinning are enduring. South Africans' knowledge of Canadian systems and the contacts they have made can lead to future involvement in adaptation of these systems.</p> <p><i>Trade, Academic and Cultural Linkages:</i></p> <ul style="list-style-type: none"> <li>▪ Demonstration of a mature relationship as the twinning has led to linkages beyond the twinning – trade, education, academic, and cultural. These linkages are developing and enduring.</li> <li>▪ The Business and Graduate Schools of the Manitoba and the North West Provinces universities are working together on some programs.</li> <li>▪ A partnership has been established with Manitoba Small Business Support Centre with this Centre providing support in developing research capacity into specific sectors of interest to the North West Province's SMEs.</li> <li>▪ Several reciprocal missions were undertaken (funded outside of the formal twinning relationship by the provinces themselves) to explore specific initiatives.</li> <li>▪ In March 2004, Manitoba and North West formalized their relationship to undertake specific activities to promote trade and investment, tourism and economic development, with specific focus on a formalized relationship between Manitoba Trade and Investment and Invest North West.</li> <li>▪ The <i>Framework to Promote Economic Development, Trade and Investment, and Tourism between the Department of Economic Development and Tourism of North West and Manitoba Intergovernmental Affairs and Trade</i> was signed at the Invest North West trade conference in March 2004.</li> <li>▪ Also signed at the Invest Northwest trade conference in March 2004 was an <i>Ancillary Memorandum of Understanding on the Formalization of a Cooperative Relationship between Manitoba Trade and Investment Corporation and Invest North West</i>, the respective economic development agencies of each province.</li> <li>▪ These memoranda commit each government to maintain an ongoing relationship and to undertake share information, expertise and best practices and co-operate in the identification of funding sources for specific activities in the areas of: sustainable agriculture projects and agricultural machinery; ecotourism; mining; information and technology; aviation and airport development; and "Centres of Knowledge" development. The memoranda also identify</li> </ul>		

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<p>specific activities that would be pursued in the further capacity development of Invest North West to undertake economic development activities.</p> <ul style="list-style-type: none"> <li>▪ Nine Manitoba-based companies interested in business opportunities in North West attended the Invest North West Conference as a direct result of the twinning relationship between the two provinces.</li> <li>▪ Limpopo organized an Investor Conference to which several Canadian mining companies sent representatives. Some Canadian mining companies have entered into agreements with the Municipality of Mogalakwena to assist in developing the mining industry in the province.</li> <li>▪ Limpopo facilitated sending a delegation consisting of representatives from the business community, Trade and Investment Limpopo and the University of the North as well as elected officials and senior municipal government officials to a conference on mining development in Sudbury, Ontario. As a result of contacts made at the mining development conference a twinning relationship has been formalized between Queen's University and the University of the North. Another result of participation in the mining development conference is the twinning relationships established between the Municipality of Sudbury and the Municipalities of Sekhukhune and Mokopane.</li> <li>▪ The North West Province and Manitoba have facilitated academic linkages between the University of the Northwest and the Universities of Manitoba and Brandon. The Free State and Saskatchewan have facilitated academic linkages between the University of the Free State and the Universities of Regina and Saskatchewan.</li> <li>▪ KwaZulu Natal is co-operating g with SKAL to establish linkages between the two countries' tourism industries and to support holding a major international conference in Durban in 2005.</li> <li>▪ KwaZulu Natal is co-operating with Lucie Pagé, a Canadian journalist, to highlight South Africa's first ten years of democracy at the 25th anniversary of the Montreal Jazz festival in 2004 by assisting in the preparation of a documentary, supporting the use of Johnny Clegg and Ladysmith Black Mambazo as the main attractions, and facilitating meeting protocol requirements.</li> <li>▪ Manitoba and the North West Province collaborated to</li> </ul>		

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<p>secure funding for the Royal Winnipeg Ballet to provide training. The Royal Winnipeg Ballet provided classes and coaching to rural communities in the North West Province.</p> <p><i>Learning Networks:</i></p> <ul style="list-style-type: none"> <li>The Western Cape has established a web site to support information sharing between all provinces. The project website can be used to share best practices, lessons learned, and project implementation information.</li> <li>One on one professional and personal relationship within and between provinces of both an organized and informal nature has been established and will be maintained. Contact takes place via regular email and teleconferences. These efforts ensure an enduring and professional relationship and exchange of information.</li> <li>The Conference on Best Practices in Public Management validated the importance of sharing information and experience in public management and the need to strengthen linkages in this area. Follow-up of ideas presented, strengthened provincial linkages and learning networks. The proceedings for this conference have been published and distributed. They document and reinforce information gained as well as enlarge the audience receiving the information.</li> <li>Increased knowledge of the value of a professional public service and the role of organizations such as the Institute of Public Administration of Canada (IPAC) and the South African Association of Public Administration and Management (SAPAAM) play in achieving this has been developed. This knowledge can lead to strengthening SAPAAM and through SAPAAM linkages to other professional associations.</li> </ul> <p><i>Support to NEPAD:</i></p> <ul style="list-style-type: none"> <li>The Twinning Project's model and methods are being used in South African provinces' relationships with other partners e.g. Mozambique, Zimbabwe, and Namibia.</li> <li>Namibia sent officials and speakers to the Best Practices Conference.</li> </ul>		
<p><b>Results – Stability:</b></p> <ul style="list-style-type: none"> <li>2004 elections were conducted in a manner that met the requirements of democratic principles. The provinces have premiers and cabinets in place.</li> <li>Alignment of policies and programs between spheres of</li> </ul>	<p><b>Performance Indicators - Stability</b></p> <ul style="list-style-type: none"> <li>Political stability within the country.</li> <li>Necessary legislation, policies, and directives are in place.</li> <li>A supportive environment within the province.</li> <li>Adequate institutional capacity to maintain the results.</li> </ul>	<p><b>Activities - Stability:</b></p> <p>1.3.3 Sustainability Workshop</p> <p><b>Variance:</b></p>

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<p>government has been maintained and strengthened.</p> <ul style="list-style-type: none"> <li>By building the activities of the Twinning Project into their annual work plans, provinces are able to request and obtain the necessary resources to maintain and continue to build on initial results. Components of work plans are of a long-term nature and the impacts of the results are also long-term.</li> <li>Posts have been created, qualified staff recruited and officials trained in the areas of provincial governance in which the Twinning Project has been active.</li> <li>Several training programs for a whole province have been rolled out.</li> <li>By strengthening capacity at the individual, group, and organizational levels, retention and continued application of knowledge, skills, and attitudes is more stable and more resistant to losses incurred through mobility, appointments of new senior officials, and/or changes in political leadership.</li> <li>The Canada- South Africa website developed and managed by the Western Cape supports continued sharing of information on public administration and best practices in public management and is for the use of both South African and Canadian provinces.</li> <li>Linkages established with other sectors foster long term relationships between Canada and South Africa and Canadian and South African provinces.</li> </ul>	<ul style="list-style-type: none"> <li>Commitment of sufficient resources to maintain the benefits</li> <li>Continuity of key role player and officials receiving new knowledge remaining in their positions long enough to champion and oversee change.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Assumptions and Risks	Performance Indicators and Baseline Data	Resources and Reach
<p><b>Expected Long Term Results:</b></p> <ul style="list-style-type: none"> <li>Senior officials will continue to be able to focus on providing effective support to elected office holders and providing corporate leadership through strategic planning, policy implementation and program delivery.</li> <li>The structures, systems, processes, and procedures established will endure and will provide the foundation for informed, democratic decision making.</li> <li>Crosscutting issues will be addressed more rigorously and over time this rigour will contribute to improved gender equality, human rights, environmental sustainability, and poverty reduction.</li> <li>Disciplined financial systems that are integrated with policy development and operational planning systems will assist the governments make difficult choices among competing priorities and allocate and manage resources in accordance with government priorities.</li> <li>Governments will continue to develop their use of information and communications technology to improve the efficiency and effectiveness of internal processes and to improve service delivery.</li> </ul>	<p><b>Expected Medium Term Result:</b></p> <ul style="list-style-type: none"> <li>Strong, responsive, democratic decision making that is supported by effective, efficient, machinery of government.</li> </ul> <p><b>Expected Short Term Results:</b></p> <ul style="list-style-type: none"> <li>2.1 Strengthened Office of the Premier</li> <li>2.2 Strengthened decision-making and systems that support making and tracking decisions</li> <li>2.3 Strengthened performance of the government as a whole, of departments and of individuals</li> <li>2.4 Strengthened sustainable development</li> <li>2.5 Strengthened corporate communications</li> <li>2.6 Legislation is reviewed, rationalized and kept up-to-date in accordance with best practices</li> <li>2.7 Strengthened financial systems and accountability</li> <li>2.8 Establishment of an internal audit office</li> <li>2.9 Strengthened community and economic development (systems and structures)</li> <li>2.10 Appropriate and effective use of information and communications technology (ICT)</li> <li>2.11 Strengthened co-operative governance</li> <li>2.12 Strengthened awareness and application of human rights and gender equality principles</li> </ul>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Premier's and cabinet's approval of introduction of changes in central agencies and exploring/introducing innovations in democratic governance, public management, and program delivery.</li> <li>The national government designates a South African province as the lead on an issue if necessary.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or to address specific opportunities.</li> <li>Necessary approvals and resources to proceed will be provided.</li> <li>Sufficient capacity has been built at the individual, group and departmental level for knowledge to be retained, applied and replicated.</li> <li>New and /or novel approaches are acceptable to all partners.</li> <li>Public servants will be held accountable for introducing changes that strengthen the machinery of government, improve policy development and implementation, and support co-operative governance.</li> <li>Provincial legislatures will pass bills proposed by the Executive Council.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement changes and reforms.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Strengthened machinery of government : <ul style="list-style-type: none"> <li>Evidence of the acquisition, internalization, and application of new knowledge related to the mandate, mission, and responsibilities of the provincial government and the functioning of government.</li> <li>Evidence of new or strengthened structures, systems, processes, procedures and tools</li> <li>Acquisition and allocation of resources needed to implement change and sustain results</li> </ul> </li> <li>Strengthened policy development, implementation and co-ordination capacity : <ul style="list-style-type: none"> <li>Policy units are in place and officials are trained in policy development, integration, implementation and monitoring.</li> <li>Cluster committees produce recommendations and plans that are more integrated, address crosscutting issues, and are evidence-based.</li> <li>Satisfactory levels of collaboration exist in the preparation of integrated strategies and rollout of government policies and programs.</li> </ul> </li> <li>Strengthened co-operative governance : <ul style="list-style-type: none"> <li>Confirmation of support and co-operation of other spheres of government in outputs and activities that affect them.</li> </ul> </li> </ul>	<p><b>Resources:</b></p> <ul style="list-style-type: none"> <li>Project: \$ 1,508,100</li> <li>In Kind: \$ 3,235,500</li> </ul> <p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Participants in the activities and their colleagues</li> <li>Senior Officials – Director Generals (DGs), Cabinet Secretaries, Heads of Departments (HODs)</li> <li>Participating Canadian provinces &amp; governments</li> <li>Public servants in departments engaged in capacity-building activities</li> <li>Departments not directly engaged in activities particularly Departments with responsibilities for Agriculture, Environment, Conservation, etc.</li> <li>Recipients of government services, particularly the poor and rural residents</li> <li>Departmental staff involved in policy and program delivery</li> <li>Target Groups</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Assumptions and Risks	Performance Indicators and Baseline Data	Resources and Reach
<ul style="list-style-type: none"> <li>The new performance management systems will continue to strengthen corporate responsibility and decision making and individual, departmental and government-wide accountability.</li> </ul>	<p><b>Summary of Actual Results:</b></p> <ul style="list-style-type: none"> <li>New knowledge is internalized and applied to strengthen the Office of the Premier and to support elected office holders.</li> <li>New structures, systems, processes, and tools have strengthened the functioning of provincial governments and the effectiveness of co-operative governance.</li> <li>The machinery of government is in place and withstands changes in officials, premiers and cabinets.</li> <li>A bank of knowledge of best practices in machinery of government and comparative knowledge regarding different systems has been built.</li> </ul>	<ul style="list-style-type: none"> <li>Canadian practitioners with the required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>Resource limitations within South African governments to receive and apply new knowledge.</li> <li>Diffusion of information does not occur.</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of practices that strengthen relations between provinces, spheres of government and traditional leaders.</li> </ul>	
<p><b>Alignment with Canadian and South African Development Goals:</b></p> <ul style="list-style-type: none"> <li>Strengthened the goodwill between South Africa and Canada</li> <li>Supported the common values of democracy, good governance, human dignity, justice and equality, and sustainable development.</li> <li>Supported the Canadian goals of projection of Canadian values and culture and creation of stable countries as part of strengthening global security.</li> <li>Supported the key South African goals.</li> </ul>		<ul style="list-style-type: none"> <li>Changes cannot be introduced until other prerequisites are met or circumstances are more favourable.</li> <li>Lack of baseline data and difficulties in measuring change.</li> <li>Fear of losing autonomy, control or influence if specific changes are introduced.</li> <li>Canadian approaches to intergovernmental relations are not as not appropriate to co-operative governance.</li> <li>Strict rules regarding disbursement and use of funds that limit achievement of objectives or achieving full potential of changes desired.</li> <li>The Twinning Project's sphere of influence in addressing crosscutting themes is limited.</li> </ul>	<p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Core systems were in place but often had gaps, required further strengthening, or were not properly aligned.</li> <li>New systems were required to implement new policy and legislation and to provide mechanisms for addressing cross cutting issues including gender equality.</li> <li>Some units and posts needed to be created, officials recruited, and people trained and mentored.</li> <li>Senior executives' resources were being used on matters that should have been delegated.</li> <li>Co-operative governance needed to be supported.</li> <li>Human rights and gender equality needed to be fostered.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthened knowledge networks among senior officials of the Offices of the Premier of provincial governments are in place and working.</li> <li>The governance structures, systems and processes are better able to support gender equality and human rights.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>2.1 Strengthened Office of the Premier</b>	<b>Resources:</b>	Project: \$216,300	In Kind: \$ 423,700
<p><u>All Provinces:</u></p> <ul style="list-style-type: none"> <li>The Offices of the Premier are organized, staffed and managed to provide effective support to the premier, cabinet, and cluster committees, and to meet their mandate. This office has come to be recognized as the center of government activities.</li> <li>The alignment between central agencies, between planning and budgeting, and between the cycles of government has been strengthened.</li> <li>The management of the interface between elected office holders and senior officials has been clarified in all South African provinces.</li> <li>Specific guidance in managing the tensions found within government has been received by all provinces and reinforced in a seminar attended by elected office holders and senior officials from the Free State, KwaZulu Natal, and the Western Cape and in workshops in the North West Province. This information has been further clarified and reinforced in a workshop with all Directors General and in an article in the Twinning Project's newsletter.</li> </ul> <p><u>Western Cape, KwaZulu Natal, Free State:</u></p> <ul style="list-style-type: none"> <li>In the Western Cape, KwaZulu Natal and the Free State alignment between the line departments and the Office of the Premier and between departmental plans and the have written or revised their cabinet manuals to support a strengthened cabinet system.</li> <li>Manual tracking systems have been established and the Western Cape has introduced an automated tracking system to monitor both policy decisions</li> </ul>	<p><u>All provinces:</u></p> <ul style="list-style-type: none"> <li>Key office holders and officials have a solid understanding of options for structuring government to achieve public policy goals. The Office of the Premier is appropriately organized and managed.</li> <li>Effective intradepartmental co-ordination with the Office of the Premier, particularly with the Cabinet Secretariat, the Intergovernmental Relations Unit, the Communications Unit, and other transversal functions is becoming more and more understood as being essential and work is ongoing to foster this co-ordination.</li> <li>There is a greater awareness of the importance of the alignment of policies and programs and that the Office of the Premier plays a major role in ensuring this alignment occurs.</li> <li>Officials have an understanding of the manner in which the political and bureaucratic role players interact and are applying appropriate mechanisms to co-ordinate political and policy agendas.</li> </ul> <p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>Senior staff meetings have been strengthened and scheduled appropriately.</li> <li>The corporate services function is located within the Director General's span of management and the functions roles and responsibilities of the Corporate Services unit are clearly defined and understood.</li> <li>Additional changes being introduced include: strengthening the support structures in the offices of the heads of departments; preparation of briefing notes and regular briefing meetings prior to cabinet meetings; briefings post cabinet meetings; introducing a call for business plans/estimates; rigorous policy analysis of cabinet submissions; integrating budgeting and planning cycles</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Appropriate functions are located within the Office of the Premier – policy and planning, corporate communications, special needs (gender, youth, disabled), IGR, internal audit, protocol, etc.</li> <li>More effective decision-making structures – committees and secretariats, clarified responsibilities, terms of reference and accountabilities</li> <li>More effective processes – policy development, communications, tracking, co-ordination</li> <li>Acquisition and allocation of necessary resources – posts, qualified staff, buildings and equipment</li> <li>Development of appropriate tools – organograms, schematic maps, manuals, checklists</li> <li>More constructive organizational culture – expertise-based, career-oriented, balanced between political and bureaucratic sensitivities.</li> <li>Strengthened senior managerial competencies and discipline specific competencies related to the functions and needs of the Office of the Premier.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>The core elements of systems are in place.</li> <li>Key posts in the Office of the Premier needed to be created and officials needed to be appointed and trained.</li> <li>Intradepartmental and interdepartmental systems required strengthening to improve communication and co-ordination.</li> <li>Too much of the Director General's and senior officials time was spent on tasks that should be delegated.</li> <li>Interprofessional and structural conflicts are a normal aspect of organizations including</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Those responsible for strengthening the machinery of government e.g. Director General &amp; Cabinet Secretary, Deputy Cabinet Secretary, Chief Director of Policy &amp; Planning, Director of IGR, Director of Communications, etc.</li> <li>Premier, MECs, Cabinet, Office of the Premier/ Director General, HODs</li> <li>Key role players in central agencies such as the Department of Finance</li> <li>Departmental staff involved in policy development and program delivery</li> <li>Departments that often are involved in addressing one or more of crosscutting policy issues.</li> <li>Officials whose competencies are strengthened particularly in policy development and project and program planning.</li> </ul> <p><b>Activities:</b></p> <p>2.1.101 a. ECPG-BCPG Study tour to British Columbia to examine the machinery of government with particular emphasis on the cabinet system and policy processes.</p> <p>2.1.101 b. ECPG-BCPG Study tour to Eastern Cape to strengthen structures, processes, materials and provide training.</p> <p>2.1.101.c. ECPG-BCPG Participation in the Best Practices Conference.</p> <p>2.1.101.d. ECPG - OPG Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p>2.1.201 a. FSPG –SKPG Audit of the Office of the Premier's structures, systems, HR capacity, and linkages.</p> <p>2.1.201 b. FSPG –SKPG Multidisciplinary study tour to Canadian governments to examine government systems, integration of policy &amp; financial planning, horizontal policy implementation, and corporate communication.</p> <p>2.1.201. c. FSPG –SKPG Participation in the Best Practices Conference.</p>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>2.1 Strengthened Office of the Premier</b>	<b>Resources:</b>	Project: \$216,300	In Kind: \$ 423,700
<p>and political commitments.</p> <ul style="list-style-type: none"> <li>The Free State has developed and implemented an electronic system for tracking the implementation of projects at all phases – from approval to completion, and in all spheres of government – from national to provincial to local.</li> </ul>	<p>and strengthening linkages between national processes and local development.</p> <ul style="list-style-type: none"> <li>Insofar as staffing resources permit, the Office of the Premier is incorporating the principles underlying the Canadian federal government's Ministerial and Executive Services (MES) model.</li> </ul> <p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"> <li>KwaZulu Natal officials have a clear understanding of the Canadian Millennium Scholarship model that combines the strengths of government policies and objectives with the operational efficiency of a private sector organization and the potential of using this model for education and other types of service delivery.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Appropriate security policies and systems have been introduced and the Office of the Premier now meets the standards established for Security and Risk Management.</li> </ul>	<p>provincial governments and mechanisms are required to manage them.</p> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Premier's approval of introducing changes and improvements in the Office of the Premier and central agencies and exploring/introducing innovations in democratic governance, public administration and public management.</li> <li>South African provinces are willing to introduce changes in the Office of the Premier.</li> <li>Canadian provinces will make available the necessary practitioners from their Offices of the Premier, Departments of Executive Council, and senior political ranks as required.</li> <li>Relevant and practical knowledge regarding the Office of the Premier is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms that would strengthen the Office of the Premier.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes in the office of the Premier.</li> <li>New and/or novel approaches in strengthening the Office of the Premier are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms in the Office of the Premier.</li> <li>Exposure to scrutiny and the courage</li> </ul>	<p>2.1.201 c. FSPG –SKPG Seminar on conflict management in provincial governments.</p> <p>2.1.201.d. FSPG –SKPG Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p>2.1.301 a. GPG-OPG Study tour of Director General and senior officials to Ontario to examine best practices in the Office of the Premier.</p> <p>2.1. 301 b. GPG-OPG Premier's multi-ministry mission to Ontario to examine governance and other issues of mutual interest.</p> <p>2.1.301. c. GPG – OPG Participation in the Best Practices Conference.</p> <p>2.1.301 d. GPG –OPG Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p>2.1.401 a. KZNPG – OPG. Participation in the Best Practices Conference.</p> <p>2.1.401 b. KZNPG – OPG. Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p>2.1.401 c. KZNPG – SKPG. Seminar on conflict management in provincial governments.</p> <p>2.1.501. a. LPG – APG, BCPG. Study tour to Alberta and British Columbia to examine functions and interrelationships in the Office of the Premier.</p> <p>2.1.501 b. LPG –OPG, SKPG Multi-disciplinary study tour to two Canadian provinces to examine functions of the Office of the Premier and linkages between functions.</p> <p>2.1.601 a. MPG – APG. Multi-disciplinary study tour to Alberta led by the Director General to examine best practices in corporate government systems.</p> <p>2.1.601 c. MPG – APG. Participation in the Best Practices Conference.</p> <p>2.1.601 d. MPG – OPG. Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p>2.1.701 a. NCPG Participation in the Best Practices Conference.</p> <p>2.1.701 b. NCPG - OPG Participation in a workshop on the Office of the Premier and</p>



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
2.1 Strengthened Office of the Premier	Resources:	Project: \$216,300	In Kind: \$ 423,700
		<ul style="list-style-type: none"> <li>required to implement change.</li> <li>Practitioners with required knowledge, skills and abilities on well-functioning Office of the Premier are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information on strengthening the Office of the Premier does not occur.</li> <li>Fear of losing personal autonomy or influence if changes in the Office of the Premier occur.</li> <li>South African provinces are slow in implementing recommendations that would strengthen the Office of the Premier.</li> <li>South African provinces must secure the necessary resources before activities or implementation to strengthen the Office of the Premier can begin.</li> <li>Lack of continuity of provincial co-ordinators and other key role players.</li> <li>Strict guidelines re: disbursement and use of funds may limit full achievement of objectives.</li> <li>Withdrawal of support by one or more partners.</li> <li>Lack of baseline data and therefore difficulties in measuring change in the Office of the Premier.</li> <li>Resource limitations within provincial governments, both Canadian and South African.</li> <li>Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	<p>Machinery of Government for all DGs.</p> <p>2.1.801 a. NWPG – MANPG, SKPG, OPG Study tour to Manitoba, Saskatchewan and Ontario to examine functions and interrelationships in the Office of the Premier.</p> <p>2.1.801 b. NWPG –OPG Seminars in NWPG re: managing the interface between the political and bureaucratic spheres and effective systems and processes.</p> <p>2.1.801.c. NWPG - MANPG Participation in the Best Practices Conference.</p> <p>2.1.801 d. NWPG - OPG Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p>2.1.901 a. WCPG – OPG, QPG Study tour to Ontario and Quebec comparing the structures, functions and systems of the office of the Premier.</p> <p>2.1.901.b. WCPG Hosted and Participation in the Best Practices Conference.</p> <p>2.1.401 c. WCPG – SKPG. Seminar on conflict management in provincial governments.</p> <p>2.1.901.d. WCPG – OPG Study tour to Ontario to study in more specific detail aspects of the Office of the Premier.</p> <p>2.1.901 e. WCPG - OPG Participation in a workshop on the Office of the Premier and Machinery of Government for all DGs.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>2.2. Strengthened decision making systems</b>	<b>Resources:</b>	Project: \$ 375,800	In Kind: \$ 512,700
<p><b>Decision Making Structures and Systems:</b> <u>All Provinces:</u></p> <ul style="list-style-type: none"> <li>All provinces have strengthened the Office of the Premier through the creation of units and posts to support all of the functions of the Office, including communication, policy and planning, intergovernmental and international relations, and information and communications technology units. Officials with appropriate qualifications have been or are being recruited for the new units.</li> <li>All provinces have established cluster committees. Provinces have strengthened the effectiveness of these committees by creating secretariats to support the cluster committees.</li> <li>The South African provinces have developed, in consultation with the Canadian provinces, terms of reference for the cluster committees, the secretariats, and key role players. They have shared these among themselves and adapted them to fit their own province's needs. The Western Cape has made presentations on this topic and published an article on its system in the Twinning Project's newsletter.</li> <li>As a result of the creation of cluster committees and the appointments of appropriate staff, in all provinces policies and programs are better aligned with provincial strategic plans and budgets and with the strategic plans, priorities and policies of other spheres of government.</li> </ul> <p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>The Free State has reviewed its committees and rationalized them to reduce overlap and streamline work flow.</li> </ul>	<p><b>Decision Making Structures and Systems:</b> <u>Eastern Cape:</u></p> <ul style="list-style-type: none"> <li>Training has been completed on the integration of the corporate planning, budget planning, and legislative planning cycles and the knowledge is being applied to strengthen decision making.</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>Key officials have received training in and understand the need for and methodology used to track political commitments.</li> </ul> <p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>Schematic maps to strengthen integration of the strategic plan with the budget process and with the national strategic planning system have been prepared.</li> <li>Training in project management and horizontal policy development and implementation with senior management and key professional staff has been completed.</li> </ul> <p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"> <li>The organizational elements of the Office of the Director General have been realigned to provide comprehensive and integrated support to departmental and corporate policy development and implementation.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Limpopo is working to foster better policy and planning relationships between tertiary institutions within the country and with government following the models in place in Newfoundland &amp; Labrador (Memorial University) and Saskatchewan (Saskatchewan Institute of Public Policy).</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Elected office holders provide leadership in policy change, cluster committees operate more effectively and produce integrated plans, and cabinet makes evidence-based decisions.</li> <li>Memoranda, proposals, reports and other documents illustrate reflective analysis, including gender analysis, balanced consideration of the issues and well-developed options.</li> <li>High proportions of recommendations can be acted upon without returning them to officials for further information or analysis.</li> <li>Policy development and integrated planning are in line with the budget cycle and in line with the provincial strategic plan.</li> <li>Cabinet processes and procedures are established, documented, communicated, and enforced.</li> <li>Systems and tools are in place to track decisions taken and to monitor implementation and to track the preparation, approval, introduction and passage of legislation.</li> <li>Policy units are in place and officials are trained in policy development, integration, and implementation.</li> <li>The commitment to collaboration is strong as evidenced by satisfactory levels of collaboration in the preparation of government-wide strategies and the implementation of government strategies.</li> <li>Discussions of /or indicators for crosscutting themes including gender equality; HIV/AIDS; environmental implications, and contributions to poverty reduction are included in submissions to senior management, cluster committees and cabinet, and are built into routine government processes so that the differential impact of policy options on specific groups or specific issues are</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Those responsible for strengthening the machinery of government e.g. Director General &amp; Cabinet Secretary, Deputy Cabinet Secretary, Chief Director of Policy &amp; Planning, Director of IGR, Director of Communications, etc.</li> <li>Premier, MECs, Cabinet, Office of the Premier/ Director General, HODs</li> <li>Key role players in central agencies such as the Department of Finance</li> <li>Departmental staff involved in policy development and program delivery</li> <li>Departments that often are involved in addressing one or more of crosscutting policy issues.</li> <li>Officials whose competencies are strengthened particularly in policy development and project and program planning.</li> </ul> <p><b>Activities:</b> 2.2.202 a. ECPG – BCPG Study tour to British Columbia to examine the cabinet system and interrelationship to other systems of executive government. 2.2.202 b. ECPG – BCPG Study tour to Eastern Cape to assist in strengthening the cabinet system, cabinet manual preparation, and training. 2.2.202 a. FSPG –SKPG Multidisciplinary study tour to Canadian governments to examine specific government systems, integration of financial and policy planning, horizontal policy development and implementation, and corporate communications. 2.2.202 b. FSPG –SKPG Multidisciplinary study tour to Saskatchewan to strengthen policy development, and examine agricultural and economic policy and programs. 2.202. c FSPG –SKPG Intermediate training in horizontal policy development of officials in the Free State. 2.202. d. FSPG –SKPG Advanced training in horizontal policy development of officials in the Free State. 2.2.302 a. GPG –OPG Study tour of ministers and senior officials to Gauteng to</p>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>2.2. Strengthened decision making systems</b>	<b>Resources:</b>	Project: \$ 375,800	In Kind: \$ 512,700
<p>Mpumalanga:</p> <ul style="list-style-type: none"> <li>Mpumalanga has established the Premier's Economic Development Fora to profile and foster provincial and community economic development as a pillar of its poverty reduction strategy.</li> </ul> <p><b>Training to Support Decision Making Structures and Systems:</b></p> <ul style="list-style-type: none"> <li>Gauteng has trained its newly appointed policy analysts through an internship program with Ontario.</li> <li>The North West Province has trained its policy analysts through a mentoring program with Manitoba.</li> <li>The Free State, KwaZulu Natal and the Western Cape have used resources from Saskatchewan to train the officials of their policy units and other key role players in horizontal policy analysis.</li> <li>Provinces have developed and are using their provincial growth and development strategies as the foundation for planning, budgeting, and accountability.</li> </ul> <p><b>Tools to Support Decision Making Structures and Systems:</b></p> <ul style="list-style-type: none"> <li>As systems and processes have been strengthened, cabinet memoranda have been improved, particularly the quality of information in the memoranda. Where policy analysts are in place they are adding value to the content of the memoranda, to the preparation of officials attending the cluster committees and to the preparation of documents and decision-makers for meetings. All provinces are paying more attention to crosscutting issues, implementation, and communication.</li> <li>All provinces have cabinet manuals. The Eastern Cape, Limpopo and KwaZulu Natal have written or revised their cabinet manuals to support a</li> </ul>		<p>considered on a habitual basis.</p> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Cabinet Secretariats have been established and individuals have been appointed to the position of Deputy Cabinet Secretary.</li> <li>The basic cabinet system is in place, but the system provides primarily a process function.</li> <li>The system lacks critical elements including: ensuring that implementation and communication aspects of policy development are adequately considered; ensuring the readiness of memoranda for decision-making is assessed and deficiencies addressed prior to consideration by EXCO; a monitoring system that tracks implementation of cabinet decisions; strengthening co-ordination of planning, budgeting and policy development activities.</li> <li>Policy units were being created and posts for policy analysts being approved.</li> <li>Suitably qualified officials needed to be recruited, appointed and trained.</li> <li>Bridging between existing policies and program implementation needed to be strengthened.</li> <li>Departments operated in silos.</li> <li>Provincial governments adopted the cluster approach and created a variety of committees and task teams to support the clusters.</li> <li>Provincial strategic plans had been developed but work needed to be done to ensure that department plans were aligned with government plans and that provincial plans were aligned with the plans of the other spheres of government.</li> </ul>	<p>develop an understanding of provincial and co-operative governance and to exchange ideas and information.</p> <p>2.2.302. b. GPG –OPG Study tour of Premier and senior officials to Ontario to examine best practices in the Office of the Premier.</p> <p>2.2.302 c. GPG –OPG Seminars and advice on strengthening the Office of the Premier in Gauteng.</p> <p>2.2.302.d. GPG –OPG Seminar in Gauteng on tracking commitments and decisions.</p> <p>2.2.302.e. GPG –OPG Internships in Ontario on policy development, integration and analysis.</p> <p>2.2.402. a. KZNPG – OPG Seminar in KwaZulu Natal on the principles and best practices of a cabinet system.</p> <p>2.2.402.b. KZNPG – OPG Seminar in KwaZulu Natal on tracking commitments and decisions.</p> <p>2.2.402.c. KZNPG – QPG Study tour to Quebec to examine the structures, operations and systems of the machinery of government.</p> <p>2.2.402.d. KZNPG – SKPG Orientation to horizontal policy development in KwaZulu Natal</p> <p>2.2.402. e. KZNPG – SKPG Advanced training in horizontal policy development and implementation.</p> <p>2.2.402 f. KZNPG – SKPG Alignment of policy development within central agencies and line departments to foster horizontal policy and programs and to apply the principles and methods of horizontal policy development to the Provincial Government's Growth and Development Strategy.</p> <p>2.2.502.a. LPG – APG, BCPG Study tour to examine well-functioning systems and departments.</p> <p>2.2.502. b. LPG – OPG Seminars and advice in Limpopo on strengthening executive government systems.</p> <p>2.2.502. c. LPG – NFLD&amp;LAB, SKPG, OPG, APG Multidisciplinary study tour to several Canadian provinces to compare different systems and their integration.</p>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
2.2. Strengthened decision making systems	Resources:	Project: \$ 375,800	In Kind: \$ 512,700
<p>strengthened cabinet system.</p> <ul style="list-style-type: none"> <li>Manual tracking systems have been established and the Western Cape has introduced an automated tracking system to monitor both policy decisions and political commitments.</li> <li>The Free State has developed and implemented an electronic system for tracking the implementation of projects at all phases – from approval to completion, and in all spheres of government – from national to provincial to local.</li> </ul>		<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Premier's approval of introducing changes and improvements in the decision making and tracking systems and exploring/introducing innovations in these systems.</li> <li>South African provinces are willing to introduce changes that would strengthen their decision-making and tracking systems.</li> <li>Canadian provinces will make available the necessary practitioners with the expertise in developing and implementing decision-making and tracking systems as required.</li> <li>Relevant and practical knowledge on decision-making and tracking systems is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes and reforms in decision-making and tracking systems.</li> <li>Public servants will be held accountable for the successful implementation of changes in decision-making and tracking systems.</li> <li>New and/or novel approaches in decision-making and tracking systems are acceptable to all partners.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms in decision-making and tracking systems.</li> <li>Practitioners with required knowledge, skills and abilities in decision-making and tracking systems are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in decision making and tracking systems are greater than can be</li> </ul>	<p>2.2.702. NCPG – SKPG, APG Multidisciplinary study tour to several Canadian provinces to compare different systems and their integration.</p> <p>2.2.802 NWPG – MANPG, SKPG, OPG Multidisciplinary study tour of several Canadian provinces comparing systems of executive government.</p> <p>2.2.902. a. WCPG - NFLD&amp;LAB, SKPG, OPG, APG Multidisciplinary study tour to several Canadian provinces to compare different systems and their integration.</p> <p>2.2.902. a. WCPG – SKPG Orientation and training in horizontal policy development</p> <p>2.2.902. c. WCPG – SKPG Coaching in applying horizontal policy development and implementation.</p> <p>2.2.902 d. WCPG – OPG Work assignment in the Western Cape to put in place an automated system to track commitments and decisions.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Desired results were achieved although elections caused delays in releasing officials to provide support.</li> <li>Support from provinces providing supplementary activities was required.</li> <li>Use of former public servants on a consultant basis was required to meet some of the needs.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
2.2. Strengthened decision making systems	Resources:	Project: \$ 375,800	In Kind: \$ 512,700
		<ul style="list-style-type: none"> <li>provided on a short-term, voluntary basis.</li> <li>Dissemination of information in decision-making and tracking systems does not occur.</li> <li>Fear of losing personal autonomy or influence if changes in decision-making and tracking systems occur.</li> <li>South African provinces are slow in implementing recommendations in decision-making and tracking systems.</li> <li>South African provinces must secure the necessary resources before activities or implementation in decision-making and tracking systems can begin.</li> <li>Lack of continuity of Provincial Coordinators and other key role players.</li> <li>Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in decision-making and tracking systems..</li> <li>Withdrawal of support by one or more partners.</li> <li>Lack of baseline data and therefore difficulties in measuring change in decision-making and tracking systems.</li> <li>Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>2.3 Strengthened performance of the government as a whole, of departments and of officials</b>	<b>Resources:</b>	Project: \$ 129,450	In Kind: \$ 216,500
<p><u>All Provinces:</u></p> <ul style="list-style-type: none"> <li>All provinces have a clear understanding of the scope of performance measurement and the strategies, methods, tools and success factors related to its implementation.</li> <li>All provincial cabinets have approved the introduction of performance management.</li> <li>Alberta has supported the development of performance management by sharing its expertise with all South African provinces in presentations and in an article in the Twinning Project's newsletter.</li> <li>Provinces such as the Free State and the Northern Cape that have operating performance management systems have reported cost savings, the ability to achieve more goals, and greater client satisfaction.</li> </ul> <p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>The Free State is sharing the expertise it developed in introducing and implementing its performance management system with other South African provinces in presentations, networking and in an article on its experience in the Twinning Project's newsletter.</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>Gauteng's performance management system has been strengthened by knowledge gained from Ontario. This system is fully operational.</li> </ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>Alberta has assisted Mpumalanga move forward in introducing a comprehensive system with specific attention to individual performance measurement. Mpumalanga has</li> </ul>	<p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"> <li>Quebec's management guides are being adapted for use in KwaZulu Natal.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Officials have recommended that the government strengthen linkages between business planning and impact analysis; apply best practices in environmental scanning and the use of the scans; and strengthen linkages between the policy unit and the Treasury.</li> <li>As part of performance management, all departments are required to evaluate the performance of officials and to nominate the outstanding performers for the Premier's Excellence Awards Competition. Good performers also receive pay progression and notch increases.</li> <li>A more client-centered public service has been created as evidenced by greater sharing of information on evaluations and collaboration on opportunities to improve performance.</li> </ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>Mpumalanga has adopted a performance management policy as part of its human resources management. Its approach is supported by principles, processes and clearly articulated protocols. The system developed to date is for levels 1-12 of the public service.</li> <li>Mpumalanga's performance review plan is linked to the provincial priorities of good governance, prudent financial management, grow the economy and create jobs, and integrated planning and development. It uses performance contracts and ties remuneration of senior officials to remuneration approved by the PSC and EXCO and outcomes achieved. Mpumalanga has accepted the principle of tying pay to performance and providing performance bonuses for</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Cabinet approves a performance measurement plan and allocates resources to introduce it.</li> <li>A performance measurement and reporting system is developed.</li> <li>Performance monitoring is linked to strategic planning and implementation.</li> <li>Tying remuneration of officials to performance is approved by PSC, Cabinet and unions.</li> <li>Procedures, forms and processes are developed and approved as required.</li> <li>Officials are trained in the use of the systems.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>There is a need to strengthen corporate competencies within senior officials and hold senior officials accountable for supporting government objectives and achieving results.</li> <li>Departmental business plans are not always aligned with the government's business plan and senior officials may be putting more emphasis on achieving departmental goals than government goals.</li> <li>There is a need to co-ordinate corporate and financial plans with other plans, particularly human resource and communications plans.</li> <li>Indicators of corporate performance are required.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Premier &amp; Cabinet</li> <li>MECs, HODs &amp; Their Departments</li> <li>Office of the Premier/ Director General</li> <li>Chief Director Policy &amp; Planning</li> <li>Officials whose competencies are strengthened particularly in performance measurement, reporting &amp; accountability.</li> </ul> <p><b>Activities:</b></p> <p>2.3.503. LPG-APG Multidisciplinary study tour to Alberta to examine the government's performance measurement systems.</p> <p>2.3.603. a. MPG-APG Multidisciplinary study tour to Alberta to examine the government's performance measurement systems.</p> <p>2.3.603. b. MPG-APG Workshop in Mpumalanga on corporate outcomes and performance measurement.</p> <p>2.3.703 a. NCPG – NBPG Study tour to New Brunswick to examine New Brunswick's corporate outcomes and performance measurement systems and to develop a project definition.</p> <p>2.3.703. b. NCPG – NBPG Work assignment in the Northern Cape to develop a work plan for introducing performance measurement.</p> <p>2.3.703. c. NCPG – APG Study tour to Alberta to share Northern Cape's system and to benchmark it against the Alberta performance measurement system.</p> <p>2.2.802 NWPG – MANPG Multidisciplinary study tour to Manitoba to examine performance measurement systems and to identify opportunities for following up the World Summit on Sustainable Development.</p> <p>2.2.902. WCPG – APG Multidisciplinary study tour to Alberta to examine the government's performance measurement systems.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Desired results were achieved although the loss of New Brunswick's provincial co-ordinator and the inability of</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>2.3 Strengthened performance of the government as a whole, of departments and of officials</b>	<i>Resources:</i>	Project: \$ 129,450	In Kind: \$ 216,500
<p>developed its program, had it approved, obtained the necessary resources, and has rolled out its training program for its employees. Mpumalanga has shared its system with other provinces through presentations and an article in the Twinning Project's newsletter.</p> <p><u>Northern Cape:</u></p> <ul style="list-style-type: none"> <li>The Northern Cape has integrated the knowledge gained from New Brunswick and Alberta into the development and implementation of its performance management system, particularly the strengthening of corporate outcomes. The Northern Cape has developed software to support its system that it is sharing with other provinces.</li> </ul>	<p>achieving goals of provincial crosscutting priorities.</p>		<p>New Brunswick to provide support caused delays.</p> <ul style="list-style-type: none"> <li>Support from provinces providing supplementary activities was required.</li> <li>Terrorist attack on New York and subsequent uncertainty caused cancellations and delays in completing activities.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>Output 2.4 Strengthened sustainable development</b>	<b>Resources:</b>	Project: \$ 108,800	In Kind: \$ 113,000
<ul style="list-style-type: none"> <li>The North West Province has been designated by the national government as the lead province in responding to the World Summit on Sustainable Development and is working with Manitoba to develop a policy framework and indicators for sustainable development. A log framework has been developed and a consolidated project plan prepared for this co-operative governance project.</li> <li>The North West Province and Manitoba have shared their experience in this area with other provinces and countries through presentations and articles in the Twinning Project's newsletter.</li> </ul>	<p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>The Director General has secured the support of cabinet, the cooperation of provincial departments, and the support of key national government departments in this work. Cabinet approval has been received to develop a sustainable development policy framework and indicators.</li> <li>Manitoba's work in the development of indicators has been reviewed and provincial officials have developed an understanding of the scope of the project, processes, time frames and challenges.</li> <li>Manitoba's legislation, codes of practice, guidelines, reporting requirements and plans have been reviewed and an assessment of their relevance completed.</li> <li>Elements of a policy framework have been identified and a log framework developed. A consolidated project plan has been prepared including identification of sources of expertise within organizations and consultants. Those who have experience and specialized expertise such as the International Institute for Sustainable Development, the University of Manitoba, and Statistics Manitoba have been identified.</li> <li>Funding options have been identified and discussions with funding agencies are underway.</li> <li>A plan for public consultations has been developed and the process for engaging a consultant is underway.</li> <li>A communications strategy is being developed.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Confirmation of co-operation and support of relevant provincial and national departments, including STATS SA and DEAT in the preparation of sustainable development indicators and inclusion of this initiative in the South Africa – Canada Bi-National Commission</li> <li>Scope of a policy framework is approved and key elements are identified.</li> <li>Some indicators of sustainable development are determined.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>The World Summit on Sustainable Development in Johannesburg in 2002 created expectations that South Africa will provide leadership in strategic planning regarding sustainable development.</li> <li>A sustainable development policy framework and indicators must be developed.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Designation of the province by the national government as the lead role player in bringing forward a sustainable development policy framework, strategy and indicators.</li> <li>Senior Management's and cabinet's approval of development of a sustainable development policy framework, strategy and indicators</li> <li>South African provinces are willing to introduce changes that would strengthen sustainable development.</li> <li>Canadian provinces will make available the necessary practitioners with the expertise in developing and implementing sustainable development.</li> <li>Relevant and practical knowledge on sustainable development is shared in a manner that it can be applied immediately to</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Premier &amp; EXCO</li> <li>MECs &amp; Their Departments</li> <li>HODs &amp; Their Departments, particularly Environment, Agriculture &amp; Health</li> <li>Office of the Premier/ Director General</li> <li>Chief Director Policy &amp; Planning</li> <li>Other spheres of government - local government, newly established municipalities, the national government</li> <li>Individuals, organizations and businesses with expertise or involved in sustainable development</li> <li>Officials whose competencies are strengthened particularly in sustainable development, performance measurement, reporting &amp; accountability</li> </ul> <p><b>Activities:</b></p> <p>2.4.804. a. NWPG – MANPG Work assignment in Manitoba on sustainable development.</p> <p>2.4.804. b. NWPG – MANPG Work assignment on sustainable development in the North West Province.</p> <p>2.4.804. c. NWPG – MANPG Work assignment in Manitoba on sustainable development.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>



Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.4 Strengthened sustainable development	<i>Resources:</i>	Project: \$ 108,800	In Kind: \$ 113,000
		<p>address specific opportunities.</p> <ul style="list-style-type: none"> <li>Public servants have a positive attitude and will accept recommendations and incorporate them into a sustainable development policy framework, strategy and indicators.</li> <li>Public servants will be held accountable for the successful development of a sustainable development policy framework, strategy and indicators.</li> <li>New and/or novel approaches in sustainable development policy frameworks, strategies and indicators are acceptable to all partners.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of designation of the province by the national government as the lead role player in bringing forward a sustainable development policy framework, strategy and indicators.</li> <li>Lack of political and management will to proceed with the development of a sustainable development policy framework, strategy and indicators.</li> <li>Practitioners with required knowledge, skills and abilities in sustainable development are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in sustainable development are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information in sustainable development does not occur.</li> <li>Fear of losing personal autonomy or influence if a sustainable development strategy is introduced.</li> <li>South African provinces must secure the necessary resources before activities or implementation in performance</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.4 Strengthened sustainable development	<i>Resources:</i>	Project: \$ 108,800	In Kind: \$ 113,000
		<p>management can begin.</p> <ul style="list-style-type: none"> <li>▪ Lack of continuity of Provincial Coordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in sustainable development.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change in sustainable development.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>Output 2.5. Strengthened corporate communications</b>	<b>Resources:</b>	Project: \$ 147,100	In Kind: \$ 302,500
<ul style="list-style-type: none"> <li>The communications units in the Offices of the Premier in most of the provinces have been strengthened and are now organized, staffed and positioned to provide effective, strategic, communications planning and advice, issues and crisis management, and media monitoring and analysis.</li> <li>Mpumalanga, Gauteng, Limpopo, the North West Province, KwaZulu Natal, the Free State and the Western Cape have strengthened government communications so that communications is better aligned between the central agencies and line departments.</li> <li>Mpumalanga has strengthened the competencies of two senior communications officials through on-site training in Alberta. Gauteng has strengthened the competencies of 13 communications officials through an internship in Ontario. The competencies of officials of Limpopo's provincial, local government and some national government communications officials, and the competencies of the North West Province's, KwaZulu Natal's and the Free State's communications officials as well as officials of other provinces have been strengthened through on-site training in workshops. These officials are providing more professional and effective support to their government.</li> <li>Because of better understanding of communications roles, responsibilities, and methods, and a multi-province workshop involving all spheres of government, communications efforts are more integrated between the spheres of government and there is better communication of information needed</li> </ul>	<p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>The central communications unit has been restructured and positioned to provide more effective leadership and oversight. A dual accountability model has been introduced.</li> <li>Strategic communications at all levels within the government is emphasized.</li> <li>Regular media monitoring has been introduced.</li> <li>Better processes for managing the Premier's correspondence have been implemented.</li> <li>Officials and elected office holders are being better prepared for the work of the Legislature.</li> <li>Communications is more effective as indicated by more information relevant to the interests and needs of residents being provided.</li> </ul> <p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"> <li>The central communications unit has strengthened its communications effectiveness by incorporating strategic planning and media monitoring.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Following cabinet approval a Management Committee on Communications has been established that consists of representatives of the Office of the Premier, GCIS, the media relations officers of all provincial departments and of the departments of the national government that are located in the province.</li> <li>The Management Committee on Communications meets monthly and reports progress monthly in the departmental newsletter, <i>Internews</i>.</li> <li>A marketing strategy developed by the Management Committee has been approved.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Corporate Communications Unit is appropriately located, structured, and staffed and provides effective support to the government.</li> <li>Competencies of communications officials are strengthened and new knowledge and skills are applied.</li> <li>Less avoidable criticism of elected office holders, departments, and the government as a whole.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Large amounts of time spent by senior officials and elected office holders in responding to media criticism and negative publicity.</li> <li>Lack of clarity on the roles and responsibilities of MECs, the DG, the HODs, and senior managers with respect to government communications.</li> <li>Lack of recognition of communications as an essential and critical management function.</li> <li>Limited competencies in strategic communications planning and issues management.</li> <li>Lack of a corporate communications strategy.</li> <li>Limited attention given to communications research and monitoring functions.</li> <li>Increased need to co-ordinate communications with other spheres of government, particularly local government.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of introducing changes and improvements in communications systems and exploring/introducing innovations in these systems.</li> <li>South African provinces are willing to introduce changes that would strengthen</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Premier &amp; EXCO</li> <li>MECs &amp; Their Departments</li> <li>HODs &amp; Their Departments, particularly Finance</li> <li>Office of the Premier/ Director General</li> <li>Chief Director Policy &amp; Planning</li> <li>Director of Communications and communications officials</li> <li>Other spheres of government - local government, newly established municipalities, the national government</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened particularly in strategic communications planning and implementation.</li> </ul> <p><b>Activities:</b></p> <p>2.5.202. a. FSPG –SKPG Study tour to Saskatchewan to strengthen knowledge and skills in strategic planning in corporate communications and using communications to effectively support policy functions.</p> <p>2.5.203. b. FSPG – LPG, APG Participation in multi-province communications seminars organized by Limpopo Provincial Government and delivered by Alberta officials.</p> <p>2.5.302 a. GPG – OPG Study tour of ministers and senior officials to Gauteng with sharing of expertise on corporate communications and the interface between political and bureaucratic functions in government communications.</p> <p>2.5.302. b. GPG – OPG Study tour to Ontario to examine Ontario's communications system.</p> <p>2.5.302 c. GPG – OPG Seminars and professional advice in Gauteng on strengthening Gauteng's communications system.</p> <p>2.5.302 c. GPG – OPG Work experience in Ontario to strengthen communications knowledge and skills.</p> <p>2.5.405. KZNPG –APG Seminar and workshop on corporate communications.</p>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>Output 2.5. Strengthened corporate communications</b>	<b>Resources:</b>	Project: \$ 147,100	In Kind: \$ 302,500
<p>by residents.</p> <ul style="list-style-type: none"> <li>As a result of the recognition of the importance of communications and improved communications provincial governments are communicating more effectively with residents and experiencing less avoidable criticism.</li> </ul>	<p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>The primary centre of control of communications is in the office of the Premier with some staff from this unit placed in line departments but accountable to the Office of the Premier. By recognizing the communications is an essential and highly important function, and by placing the Director in the Office of the premier, the government has been able to become more proactive in managing how and when it communicates with the public and how it responds to criticism.</li> <li>Policies, procedures and systems are in place and operational for all key communications functions.</li> <li>There is improved anticipation of, preparation for responding to, and management of issues, resulting in less avoidable criticism of elected office holders, departments and the government as a whole. As a consequence, reporting by the media is more balanced and there are fewer negative articles.</li> <li>Public perception of the government has improved and officials spend less time dealing with communications crises.</li> </ul> <p><u>Western Cape:</u></p> <ul style="list-style-type: none"> <li>In service training in government communications has been undertaken and has strengthened the competencies of key officials in media relations and corporate communications management.</li> </ul>	<p>their communications systems and their effectiveness in government communications.</p> <ul style="list-style-type: none"> <li>Canadian provinces will make available the necessary practitioners with the expertise in government and corporate communications as required.</li> <li>Relevant and practical knowledge on government and corporate communications is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes and reforms in communications structures, systems, procedures and competencies.</li> <li>Public servants will be held accountable for the successful implementation of changes in government and corporate communications.</li> <li>New and/or novel approaches in government and corporate communications are acceptable to all partners.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms in government and corporate communications.</li> <li>Practitioners with required knowledge, skills and abilities in government and corporate communications are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in government and corporate communications are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information in government and corporate communications does not occur.</li> </ul>	<p>2.5.505. a. LPG – OPG Seminar and advice on strengthening corporate communications.</p> <p>2.5.505. b. LPG – NFLD&amp; LAB, OPG, APG Multidisciplinary study tour to several Canadian provinces to examine the government's communications systems and to identify best practices.</p> <p>2.5.505. c. LPG – APG. Seminars and workshops in using communications effectively and co-ordinating communications among all spheres of government.</p> <p>2.5.605. a. MPG – APG. Work assignment in Alberta to strengthen knowledge and skills in establishing communications structures, and corporate and strategic communications management.</p> <p>2.5.705. NCPG – APG Multidisciplinary study tour to Alberta to examine the government's communications systems.</p> <p>2.5.805 NWPG – APG Workshop in the North West Province on corporate communications.</p> <p>2.5.905. a. WCPG – NFLD&amp;LAB, OPG, APG Multi-disciplinary study tour to examine alternatives for establishing the corporate communications function and best practices in communications.</p> <p>2.5.905 b. WCPG - NFLD&amp;LAB Training in Western Cape on government communications and media relations.</p> <p>2.5.905 b. WCPG – LPG, APG Participation in seminars and workshops in using communications effectively and co-ordinating communications among all spheres of government.</p> <p>2.5.905.d. WCPG Development and maintenance of the Twinning Project's website.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Desired results were achieved although elections caused delays in scheduling activities.</li> <li>Support from provinces providing supplementary activities was required.</li> <li>Use of multi-province approaches was required to meet</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.5. Strengthened corporate communications	<i>Resources:</i>	Project: \$ 147,100	In Kind: \$ 302,500
		<ul style="list-style-type: none"> <li>▪ Fear of losing personal autonomy or influence if a change in government and corporate communications occurs.</li> <li>▪ South African provinces are slow in implementing recommendations in government and corporate communications.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation in government and corporate communications can begin.</li> <li>▪ Lack of continuity of provincial coordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in government and corporate communications.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change in government and corporate communications.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	some of the needs.

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>Output 2.6 Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices</b>	<b>Resources:</b>	Project: \$ 46,200	In Kind: \$ 44,000
<ul style="list-style-type: none"> <li>The Eastern Cape reviewed, rationalized and updated all of its legislation to remove obsolete and discriminatory provisions and to adjust the boundaries to those of the new province. <i>The Statute Law Amendment Act</i> repealed outdated legislation. The legislation is now aligned with and supports current government policy. As well, the Eastern Cape has initiated steps to better align the development of policy and legislation and to ensure that legislative drafting, processes and reviews meet the standards of best practice.</li> <li>In Mpumalanga the efficiency of the legislative process has been improved through the centralized management, preparation and review of legislation, through the development of documents and formats to support the legislative review process, and through the establishment of procedures and protocols for moving legislation through the various stages of the process. This strengthening has been complemented by the regular publishing of the Hansard by the Office of the Legislative Assembly.</li> </ul>	<u>Eastern Cape:</u> <ul style="list-style-type: none"> <li>The rationalization removed provisions in laws that discriminated against races and women.</li> <li>Recommendations have been made to investigate the introduction of an electronic file management system for documents; introduce a new legislative process; forward a copy of subordinate legislation to the Legislature for noting; ensure that both private and public sectors have access electronically or otherwise to both primary and subordinate legislation; and establish the position of Registrar of Regulations.</li> <li>A linkage with the Law Courts Educational Society of British Columbia is being pursued.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Reviews of existing legislation are complete and outdated legislation is amended or repealed.</li> <li>Legislative processes are updated to include all relevant role players and to incorporate best practices.</li> <li>Discriminatory provisions particularly those affecting women and races are removed.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>In the Eastern Cape legislation predating 1994 that included provisions that do not support current government policy, that were aligned with outdated boundaries, and that discriminated on the basis of race and gender, required thorough review, updating and/or repeal.</li> <li>A decentralized approach to policy and legislation development is the status quo.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of legislative systems and rationalizing and updating legislation.</li> <li>South African provinces are willing to introduce changes that would strengthen their legislative systems and rationalizing and updating legislation.</li> <li>Canadian provinces will make available the necessary practitioners with the expertise in legislative systems and rationalizing and updating legislation as required.</li> <li>Relevant and practical knowledge on legislative systems and rationalizing and updating legislation is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Premier &amp; EXCO</li> <li>MECs &amp; Their Departments</li> <li>HODs &amp; Their Departments</li> <li>Office of the Premier/ Director General</li> <li>Director of Legislative Drafting &amp; Legislative Review</li> <li>Residents of the province</li> <li>Local communities</li> <li>Other spheres of government - local government, newly established municipalities, the national government</li> <li>Officials whose competencies are strengthened particularly in maintaining up to date legislation and managing legislation.</li> </ul> <p><b>Activities:</b></p> <p>2.6.606 MPG - APG Working visit of Deputy Speaker of Alberta's Legislative Assembly to MPG re: strengthening legislative linkages and processes.</p> <p>2.6.106. a. ECPG – BCPG Study tour to Eastern Cape to assist with the legislation rationalization work.</p> <p>2.6.106. b. ECPG – BCPG Study tour to British Columbia to examine mechanisms for strengthening the legislative process.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Desired results were achieved although elections caused delays in scheduling activities.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.6 Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices	Resources:	Project: \$ 46,200	In Kind: \$ 44,000
		<p>changes and reforms in legislative systems and rationalizing and updating legislation.</p> <ul style="list-style-type: none"> <li>Public servants will be held accountable for the successful implementation of changes in legislative systems and rationalizing and updating legislation.</li> <li>New and/or novel approaches in legislative systems and rationalizing and updating legislation are acceptable to all partners.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms in legislative systems and rationalizing and updating legislation.</li> <li>Practitioners with required knowledge, skills and abilities in legislative systems and rationalizing and updating legislation are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in legislative systems and rationalizing and updating legislation are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information in legislative systems and rationalizing and updating legislation does not occur.</li> <li>Fear of losing personal autonomy or influence if a change in legislative systems and rationalizing and updating legislation occurs.</li> <li>South African provinces are slow in implementing recommendations in legislative systems and rationalizing and updating legislation.</li> <li>South African provinces must secure the necessary resources before activities or implementation in legislative systems and</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.6 Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices	Resources:	Project: \$ 46,200	In Kind: \$ 44,000
		<p>rationalizing and updating legislation can begin.</p> <ul style="list-style-type: none"> <li>▪ Lack of continuity of Provincial Coordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in legislative systems and rationalizing and updating legislation.</li> <li>▪ Withdrawal of support by one or more partners.</li> </ul>	



Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project							
Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)			
Output 2.7 Strengthened financial systems and accountability		Resources:		In Kind: \$ 109,900			
Output 2.8 Establishment of an Internal Audit Office				In Kind: \$ 6200			
<ul style="list-style-type: none"><li>All provinces have strengthened their financial management systems by appointing chief financial officers (CFOs). The appointment of these officers has improved the alignment of departmental and provincial budgets and strengthened the integration of planning and budgeting. There is a better understanding of the requirements of <i>The Public Financial Management Act</i> and the implications for provincial government.</li><li>In Mpumalanga the roles and responsibilities of the chief financial officers, heads of department and chief accounting officer have been clarified. The consequence of this clarification is more effective, efficient implementation of financial management and strengthened accountability. Mpumalanga has improved its financial systems by strengthening business planning, risk management, monitoring and reporting. It has sent several CFOs and senior policy and planning officials to Alberta for training. This training, which has received a high satisfactory rating from evaluations, has resulted in improved competencies in applying modern financial management and integration of budgeting, planning and performance management. Mpumalanga has also implemented a new accounting system and established audit committees. The results of all of its efforts are reflected in reports being tabled on time and fewer citations by the auditors.</li><li>Provinces such as the Eastern Cape completed establishing financial structures by putting in place an</li></ul>		<p><u>Limpopo:</u></p> <ul style="list-style-type: none"><li>Limpopo is introducing a number of changes to improve its stewardship of government assets, including records and information management, and is out-sourcing functions that are not core businesses of government.</li></ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"><li>Mpumalanga’s new accounting system and processes are strengthening financial management and accountability.</li></ul>		<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"><li>Structures and systems to support financial functions e.g. audit committees, financial planning and accounting systems, are in place.</li><li>Chief Financial Officers have been appointed, have been trained and are applying new knowledge and skills.</li><li>New tools are in place to support the financial function and contribute to efficiency and effectiveness.</li><li>Financial planning, monitoring and reporting cycles are synchronized with other cycles e.g. the provincial government’s policy and planning cycles and the national government’s cycles.</li><li>Budgets are developed in an integrated manner enabling an appropriate amount of allocation to be made by cluster and through shared delivery of services.</li><li>Scope of the internal audit function is clarified and key elements of an Internal Audit Unit are identified.</li><li>Officials of Internal Audit Units are applying new knowledge in establishing a unit.</li></ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"><li>The new Public Finance Management Act (PFMA), promulgated by the national government, prescribes rigorous requirements for managing provincial finances and accountability.</li><li>Chief Financial Officers (CFOs) were not appointed or were in the process of being appointed.</li><li>Provincial executives were not tabling reports on time and receiving too many citations from the Auditors.</li><li>Some provinces still need to put in place properly established internal audit offices and audit committees.</li></ul>		<p><b>Reach:</b></p> <ul style="list-style-type: none"><li>DDG of Finance &amp; Chief Financial Officers</li><li>Head of Internal Audit and Audit Committees</li><li>Office of the Premier/ Director General</li><li>Premier &amp; Cabinet</li><li>MECs &amp; Their Departments</li><li>HODs &amp; Their Departments</li><li>Other spheres of government - local government, newly established municipalities, the national government</li><li>Residents of the province</li><li>Local communities</li><li>Officials whose competencies are strengthened particularly in specific aspects of financial management and establishing an internal audit office</li></ul> <p><b>Activities:</b></p> <p>2.7.202 a. FSPG – SKPG Multidisciplinary study tour to Canadian governments to examine financial systems and integration of policy and planning systems with financial planning and budgeting systems.</p> <p>2.7.607. a. MPG –APG Study tour to Mpumalanga to audit Mpumalanga’s financial systems.</p> <p>2.7.607. b. MPG –APG Multidisciplinary study tour to Alberta to examine financial systems and integration of policy and planning systems and performance management systems with financial planning and budgeting systems.</p> <p>2.8.108. ECPG – BCPG Working visit to British Columbia to identify the requirements of an internal audit office and to learn how to set one up.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"><li>None</li></ul>	

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.7 Strengthened financial systems and accountability		<b>Resources:</b>	Project: \$ 106,500 In Kind: \$ 109,900
Output 2.8 Establishment of an Internal Audit Office			Project: \$ 1,100 In Kind: \$ 6200
<p>Internal Audit Office.</p> <ul style="list-style-type: none"> <li>The Northern Cape has reported cost savings as a result of improved financial management.</li> </ul>		<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of strengthening financial systems and accountability and strengthening internal auditing.</li> <li>South African provinces are willing to introduce changes that would strengthen their financial systems and accountability.</li> <li>South African provinces are willing to establish an internal audit office.</li> <li>Canadian provinces will make available the necessary practitioners with the expertise in financial systems, accountability and strengthening internal auditing as required.</li> <li>Relevant and practical knowledge on financial systems, accountability and internal auditing is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes and reforms in financial systems, accountability and internal auditing.</li> <li>Public servants will be held accountable for the successful implementation of changes in financial systems, accountability and internal auditing.</li> <li>New and/or novel approaches in financial systems, accountability, and internal auditing are acceptable to all partners.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms in strengthening financial systems and accountability.</li> <li>Practitioners with required knowledge, skills and abilities in strengthening financial systems and accountability are not available or not available in a timely manner resulting in delays in implementing activities and</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	
Output 2.7 Strengthened financial systems and accountability		Resources:	Project: \$ 106,500	In Kind: \$ 109,900
Output 2.8 Establishment of an Internal Audit Office			Project: \$ 1,100	In Kind: \$ 6200
		<p>achieving results.</p> <ul style="list-style-type: none"> <li>▪ South African provinces needs for expertise and support in strengthening financial systems and accountability are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information in strengthening financial systems and accountability does not occur.</li> <li>▪ Fear of losing personal autonomy or influence if a change in strengthening financial systems and accountability occurs.</li> <li>▪ South African provinces are slow in implementing recommendations in strengthening financial systems and accountability.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation in strengthening financial systems and accountability.</li> <li>▪ Lack of continuity of provincial co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in strengthening financial systems and accountability.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change in strengthening financial systems and accountability.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>		

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.9 Strengthened provincial and community economic development	<i>Resources:</i>	Project: \$ 72,750	In Kind: \$1,097,000
	<p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>STEP will provide ongoing advice and regarding the structuring of export promotion activities in the Free State. The initial focus of this support will be the development of the first Trade and Investment Symposium scheduled for 2004 in Bloemfontein.</li> <li>Saskatchewan and the Free State have agreed to continue to co-operate/share expertise in tourism development.</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>The Premier of Gauteng led missions (funded by the province) to British Columbia and Ontario to strengthen relations and explore trade and investment opportunities.</li> </ul> <p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"> <li>KwaZulu Natal's Department of Tourism is working with SKAL to ensure a successful international conference on the hospitality industry in Durban.</li> <li>KwaZulu Natal's Office of the Premier and others have worked with Lucie Pagé to prepare a documentary on the first 10 years of democracy in South Africa and to highlight South Africa at the 25<sup>th</sup> Anniversary of the Montreal Jazz Festival.</li> </ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>The Premier of Mpumalanga led a mission (funded by the province) to Alberta to strengthen relations and identify trade and investment opportunities.</li> <li>A common understanding of the roles and responsibilities of government re: economic development and leadership of Premier's Economic Fora has been achieved.</li> <li>An Economic Development Steering Committee has been established.</li> <li>The roles and responsibilities of all of the</li> </ul>	<p><i>Performance Indicators:</i></p> <ul style="list-style-type: none"> <li>Structures, policies and resources are in place to enable the provincial government to lead community economic development, to foster general economic development and to encourage bilateral initiatives in trade and tourism.</li> <li>Responsibilities of role players are clarified and terms of reference for provincial structures are in place.</li> <li>Resources are available to assist the provincial government to exercise its role.</li> <li>One or more economic development opportunities are identified.</li> <li>Trade and tourism policies and programs incorporate best practices and include more opportunities.</li> <li>Announcement of formalized collaboration between Invest North West and Manitoba Trade.</li> <li>Use of economic development instruments.</li> </ul> <p><i>Baseline Data:</i></p> <ul style="list-style-type: none"> <li>Provincial governments need to find ways of bringing the poor into the mainstream of economic development as part of their poverty reduction strategies.</li> <li>Some provinces wished to establish structures and systems to profile and foster provincial economic and community economic development.</li> <li>Provinces wished to identify trade, investment and tourism opportunities.</li> </ul> <p><i>Assumptions:</i></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of strengthening policies, structures, systems and processes for provincial and community economic development.</li> <li>South African provinces wish to strengthen policies, structures, systems and processes</li> </ul>	<p><i>Reach:</i></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>MEC &amp; HOD of Economic Development</li> <li>MECs &amp; Their Departments</li> <li>HODs &amp; Their Departments</li> <li>Other spheres of government - local government, newly established municipalities, the national government</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: community economic development.</li> </ul> <p><i>Activities:</i></p> <p>2.9. 209 a. FSPG – SKPG Study tour to Saskatchewan to examine structures, policies and programs for strengthening trade.</p> <p>2.9. 209. b. FSPG – SKPG Study tour to Saskatchewan to examine structures, policies and programs for strengthening tourism.</p> <p>2.9. 209 a. FSPG – SKPG Study tour to Free State to provide advice and assistance in strengthening trade.</p> <p>2.9. 209 a. FSPG – SKPG Study tour to Free State to provide advice and assistance in strengthening tourism.</p> <p>2.9.309. a. GPG –BCPG Study tour to British Columbia to study the structures and interrelationships in the film industry.</p> <p>2.9.309. b. GPG –OPG Study tour to Ontario and Quebec to study the structures and interrelationships in the film industry.</p> <p>2.9.609 a. MPG – APG. Premier-led trade mission to Alberta.</p> <p>2.9.609. b. MPG –APG Study tour to Mpumalanga to undertake a needs assessment.</p> <p>2.9.609 c. MPG –APG Work assignment in strengthening structures and clarifying officials' needs and the needs of other role players.</p> <p>2.9. 809 a. NWPG – MANPG Premier's mission to Manitoba to establish linkages and sign</p>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.9 Strengthened provincial and community economic development	<i>Resources:</i>	Project: \$ 72,750	In Kind: \$1,097,000
	<p>key role players have been clarified.</p> <ul style="list-style-type: none"> <li>Key officials understand the major concepts of community economic development, the government's role, the roles of other major role players, and the actions required to foster economic development.</li> </ul> <p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>The new North West-Manitoba Agreement includes economic development.</li> <li>Several reciprocal missions were undertaken (funded outside of the formal twinning relationship by the provinces themselves) to explore specific initiatives.</li> <li>In March 2004, Manitoba and North West formalized their relationship to undertake specific activities to promote trade and investment and tourism and economic development by signing two memoranda of understanding, <i>The Framework to Promote Economic Development, Trade and Investment, and Tourism between the Department of Economic Development and Tourism of North West and Manitoba Intergovernmental Affairs and Trade and An Ancillary Memorandum of Understanding on the Formalization of a Cooperative Relationship between Manitoba Trade and Investment Corporation and Invest North West.</i></li> <li>As a direct result of the twinning relationship between the two provinces, nine Manitoba-based companies interested in business opportunities in North West attended the Invest North West Conference.</li> </ul>	<p>for provincial and community economic development.</p> <ul style="list-style-type: none"> <li>Canadian provinces will make available the necessary practitioners with the expertise in strengthening policies, structures, systems and processes for provincial and community economic development.</li> <li>Relevant and practical knowledge in strengthening policies, structures, systems and processes for provincial and community economic development is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes/initiatives to strengthen policies, structures, systems and processes for provincial and community economic development.</li> <li>Public servants will be held accountable for the successful introduction of changes/initiatives to strengthen policies, structures, systems and processes for provincial and community economic development.</li> <li>New and/or novel approaches in provincial and community economic development are acceptable to all partners.</li> <li>This initiative can be co-ordinated with the support provided by the private sector, local government and non-government organizations.</li> </ul> <p><i>Risks:</i></p> <ul style="list-style-type: none"> <li>Lack of political and management will to strengthen policies, structures, systems and processes for provincial and community economic development.</li> <li>Practitioners with required knowledge, skills and abilities in strengthening policies, structures, systems and processes for</li> </ul>	<p>a political agreement of co-operation.</p> <p>2.9.809 b. NWPG – MANPG Manitoba officials assist with and attend Invest North West's Trade Show.</p> <p>2.9.809 c. NWPG – MANPG Work assignment in the North West province to assist in the development of knowledge and skills regarding economic development instruments.</p> <p>2.9.809. d. NWPG – MANPG NWPG trade &amp; investment mission to North America.</p> <p>2.9.809. e. NWPG – MANPG Trade mission and signing of two MOUs.</p> <p><i>Variance:</i></p> <ul style="list-style-type: none"> <li>Manitoba provided substantial amounts of direct and in-kind support for economic development, trade, and investment initiatives.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.9 Strengthened provincial and community economic development	Resources:	Project: \$ 72,750	In Kind: \$1,097,000
		<p>provincial and community economic development are not available or not available in a timely manner and this situation resulting in delays in implementing activities and achieving results.</p> <ul style="list-style-type: none"> <li>▪ South African provinces needs for expertise and support in strengthening policies, structures, systems and processes for provincial and community economic development are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information in strengthening policies, structures, systems and processes for provincial and community economic development does not occur.</li> <li>▪ Fear of losing personal autonomy or influence if policies, structures, systems and processes for provincial and community economic development are strengthened.</li> <li>▪ South African provinces are slow in implementing recommendations in strengthening policies, structures, systems and processes for provincial and community economic development.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation in strengthening policies, structures, systems and processes for provincial and community economic development can begin.</li> <li>▪ Lack of continuity of Provincial Co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in strengthening policies, structures, systems and processes for provincial and community economic development.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Availability of role players in the private sector, local governments, and non-</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.9 Strengthened provincial and community economic development	<i>Resources:</i>	Project: \$ 72,750	In Kind: \$1,097,000
		<p>government organizations to provide complementary support.</p> <ul style="list-style-type: none"> <li>▪ Lack of baseline data and therefore difficulties in measuring change in strengthening policies, structures, systems and processes for provincial and community economic development.</li> <li>▪ Increased terrorism and wars.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project						
Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)		
Output 2.10. Effective use of information and communications technology		Resources:	Project: \$ 151,000	In Kind: \$ 243,000		
<p><u>Eastern Cape</u></p> <ul style="list-style-type: none"><li>Newly appointed ICT officials are better able to make and implement policy decisions re: ICT and manage the interface with SITA.</li><li>Eastern Cape officials have a better understanding of how ICT can be used to support line departments such as health and education, in co-operation with educational institutions, to reach rural audiences.</li><li>Provincial policy frameworks for ICT management and application are being developed.</li><li>ICT is being used to automate selected government processes and support service delivery.</li></ul> <p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"><li>KwaZulu Natal has identified the components of Quebec’s ICT e-democracy, e-citizen and e-administration strategy that are relevant in the development of its own policy frameworks and strategies.</li></ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"><li>Limpopo has established the Provincial Government Information Technology Officers Forum (PGITO), made up of representatives of all of the provincial departments, to advise the government on ITC issues, requirements, and strategies. This committee is overseeing ICT policy and management and considering a number of recommendations made by senior officials that have examined Canadian uses.</li><li>Every department has improved its ICT infrastructure and the provincial government meets minimum standards. Most departments have secured positions for and appointed ICT officials.</li><li>Limpopo is upgrading and strengthening many areas of ICT use including websites and use of ICT to support program delivery to rural and hard-to-reach audiences. It has</li></ul>		<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"><li>Information and communications technology is used to automate selected government processes and to deliver government programs and services to more residents and to hard-to-reach residents more quickly, more efficiently and more effectively.</li><li>The public interest is protected in information technology strategy, agreements, service delivery contracts and the public receives value for money.</li><li>Plans for and examples of effective use of e-government are available.</li></ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"><li>Provinces are challenged to use technology as a tool to support the attainment of government goals, improving the effectiveness of government operations and service delivery, while at the same time being sensitive to the potential impact on jobs and employment.</li><li>The State Information Technology Agency has been established and the provinces needed to sort out how they relate to each other and how to work together.</li><li>Chief Information Officers needed to be appointed.</li></ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"><li>Senior Management’s and cabinet’s approval of strengthening policies, structures, systems and processes for information and communications technology.</li><li>South African provinces wish to strengthen policies, structures, systems and processes for strengthening policies, structures, systems and processes for information and communications technology.</li><li>Canadian provinces will make available the necessary practitioners with the expertise in strengthening policies, structures, systems and processes for information and communications technology.</li></ul>			<p><b>Reach:</b></p> <ul style="list-style-type: none"><li>Office of the Premier/ Director General</li><li>Premier &amp; Cabinet</li><li>MEC &amp; HOD of Economic Development</li><li>MECs &amp; Their Departments</li><li>HODs &amp; Their Departments</li><li>Residents of the province</li><li>Officials whose competencies are strengthened re: information and communications technology</li></ul> <p><b>Activities:</b></p> <p>2.10. 110. a. ECPG – BCPG Study tour to the Eastern Cape to strengthen newly established ICT office and development of macro-policy.</p> <p>2.10. 110. b. ECPG – BCPG, NFLD&amp;LAB Study tour to Canadian provinces to strengthen macro policy, linkages with SITA, and use of ICT to reach rural and hard to reach audiences.</p> <p>2.10. 510 a. LPG – APG, BCPG Study tour to Canadian provinces to examine use of ICT to improve internal government operations, to manage ICT within government and to use ICT to support program delivery.</p> <p>2.10. 510 b. LPG – BCPG Study tour to British Columbia to examine specialized uses of ICT.</p> <p>2.10. 510. c. LPG – BCPG, NFLD&amp;LAB Study tour to Canadian provinces to strengthen macro policy, linkages with SITA, and use of ICT to reach rural and hard to reach audiences.</p> <p>2.10. 710. NCPG - BCPG, NFLD&amp;LAB Study tour to Canadian provinces to strengthen macro policy, linkages with SITA, and use of ICT to reach rural and hard to reach audiences.</p> <p>2.10. 910 WCPG – BCPG Study tour to British Columbia to examine specialized uses of ICT.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"><li>Desired results were achieved although awaiting for the appointment of officials and elections caused delays in scheduling activities.</li></ul>	



Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
Output 2.10. Effective use of information and communications technology		Resources:	Project: \$ 151,000	In Kind: \$ 243,000
	<p>outsourced the updating of departmental websites to SITA.</p> <p><u>Northern Cape:</u></p> <ul style="list-style-type: none"> <li>Northern Cape is exploring some of the Canadian approaches for using ICT, the use of volunteers, and linkages with the academic community.</li> </ul> <p><u>Western Cape:</u></p> <ul style="list-style-type: none"> <li>The Western Cape has identified Canadian models of strengthening the use of ICT to reach audiences, particularly rural audiences.</li> </ul> <p><u>SITA:</u></p> <ul style="list-style-type: none"> <li>SITA has a better understanding of the problems encountered by British Columbia in establishing and operating a central information technology agency and how to anticipate and address them.</li> <li>SITA has identified several applications of ICT in Canada to strengthen program and service delivery and is working with the Eastern Cape, Northern Cape and Limpopo on their development.</li> </ul>	<ul style="list-style-type: none"> <li>Relevant and practical knowledge in strengthening policies, structures, systems and processes for strengthening policies, structures, systems and processes for information and communications technology is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes/initiatives to strengthen policies, structures, systems and processes for information and communications technology.</li> <li>Public servants will be held accountable for the successful introduction of changes/initiatives to strengthen information and communications technology.</li> <li>New and/or novel approaches for strengthening information and communications technology are acceptable to all partners.</li> <li>This initiative can be co-ordinated with the support provided by the private sector, local government and non-government organizations.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to strengthen information and communications technology.</li> <li>Practitioners with required knowledge, skills and abilities in strengthening information and communications technology policies, structures, systems and processes are not available or not available in a timely manner and this situation results in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in strengthening information and communications technology policies, structures, systems and processes are greater than can be provided on a short-term, voluntary basis.</li> </ul>		

Appendix R. Work Plans and Results of the Canada South Africa provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.10. Effective use of information and communications technology		Resources: Project: \$ 151,000	In Kind: \$ 243,000
		<ul style="list-style-type: none"> <li>Dissemination of information in strengthening information and communications technology policies, structures, systems and processes does not occur.</li> <li>Fear of losing personal autonomy or influence if policies, structures, systems and processes for information and communications technology are strengthened.</li> <li>South African provinces are slow in implementing recommendations in strengthening policies, structures, systems and processes in information and communications technology.</li> <li>South African provinces must secure the necessary resources before activities or implementation in strengthening information and communications technology can begin.</li> <li>Lack of continuity of Provincial Co-ordinators and other key role players.</li> <li>Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in strengthening information and communications technology.</li> <li>Withdrawal of support by one or more partners.</li> <li>Lack of availability of role players in the private sector, local governments, and non-government organizations to provide complementary support.</li> <li>Lack of baseline data and therefore difficulties in measuring change in strengthening policies, structures, systems and processes for information and communications technology.</li> <li>Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

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Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
<b>Output 2.11. Strengthened co-operative governance</b>		<b>Resources:</b>	Project: \$ 130,000	In Kind: \$ 127,000
<ul style="list-style-type: none"> <li>A newly appointed official in the Intergovernmental and International Unit of the Eastern Cape received an orientation to the functions, responsibilities, methods, and instruments of intergovernmental work and has used this information to develop and strengthen the policies, procedures, mechanisms, and support provided by her own unit.</li> <li>20 officials from the Free State, Gauteng, KwaZulu Natal, Limpopo, Mpumalanga, the Northern Cape, the North West Province, and the Western Cape have received training in the rationale, structures, functions and interconnectedness of intergovernmental relations, international relations, and the Office of Protocol as well as on linkages between provincial and national governments, linkages between provinces, and linkages between provincial and municipal governments. These officials are providing more professional and effective support to their governments.</li> <li>The Free State has incorporated follow-up of meetings of intergovernmental for a with briefings of the Premier after these meetings.</li> <li>Limpopo provincial officials have begun briefing meetings with municipal governments to share information and strengthen a co-operative governance approach to communications and policy and program implementation.</li> <li>Manitoba and the North West Province have established a mentoring program and through this program have strengthened the competencies of officials working in intergovernmental relations. These officials are providing more professional and effective support</li> </ul>	<p><u>KwaZulu Natal:</u> Comparison of challenges regarding traditional leadership within a modern constitutional democracy and identification of processes, mechanisms and instruments used by Quebec that may be useful to KwaZulu Natal's Department of Traditional and Local Government Affairs has been undertaken.</p> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>The provincial policy and planning units are working more closely with local government secretariats in order to share best practices and foster co-ordinated planning and implementation of programs and services.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>The Intergovernmental Unit is structured and supported by positions, policies, and protocols that enable it to fulfill its mandate and effectively meet its responsibilities with respect to relations between all spheres of government in South Africa, international donors and other international role players, and key role players in NEPAD.</li> <li>Policies, protocols, mechanisms, instruments, and operational procedures that encourage traditional leaders to participate in a manner that values and effectively uses their knowledge, skills, and roles are in place.</li> <li>An approved intergovernmental strategic plan is in place.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of strengthening policies, structures, systems and processes for intergovernmental and international relations.</li> <li>South African provinces wish to strengthen policies, structures, systems and processes for intergovernmental and international relations and to co-ordinate their approaches with those of the national government, other provinces, traditional leaders, and international role players.</li> <li>Canadian provinces will make available the necessary practitioners with the expertise in strengthening policies, structures, systems and processes for intergovernmental and international relations.</li> <li>Relevant and practical knowledge in strengthening policies, structures, systems and processes for intergovernmental and international relations is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce</li> </ul>		<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>MEC &amp; HOD of Economic Development</li> <li>MECs &amp; Their Departments</li> <li>HODs &amp; Their Departments</li> <li>Other spheres of government and traditional leaders</li> <li>Officials whose competencies are strengthened re: intergovernmental relations and co-operative governance</li> </ul> <p><b>Activities:</b></p> <p>2.11.111. ECPG – BCPG, OPG Study tour to British Columbia and Ontario to examine structures, functions, policies and procedures of the Intergovernmental Relations Branch or Department.</p> <p>2.11.211. FSPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p>2.11.311 GPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p>2.11.511 LPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p>2.11.611 MPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p>2.11. 711. NCPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p>2.11.811 NWPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p>2.11. 911. WCPG – APG Workshops on intergovernmental relations, international relations and protocol.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.11. Strengthened co-operative governance		Resources:	Project: \$ 130,000 In Kind: \$ 127,000
<p>to their government.</p> <ul style="list-style-type: none"> <li>As a result of a better understanding of roles, responsibilities and methods, and strengthened competencies, senior officials and elected office holders are better prepared for meetings of intergovernmental fora as demonstrated by reports of better briefings, better articulation of provincial issues, and more effective provincial influence in responding to the needs of communities.</li> </ul>		<p>changes/initiatives to strengthen policies, structures, systems and processes for intergovernmental and international relations.</p> <ul style="list-style-type: none"> <li>Public servants will be held accountable for the successful introduction of changes/initiatives to strengthen intergovernmental and international relations.</li> <li>New and/or novel approaches for strengthening intergovernmental and international relations are acceptable to all partners.</li> <li>This initiative can be co-ordinated with other initiatives to strengthen co-operative governance.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to strengthen intergovernmental and international relations.</li> <li>The Canadian approach to intergovernmental relations is too adversarial for sharing with those committed to co-operative governance.</li> <li>Practitioners with required knowledge, skills and abilities in strengthening intergovernmental and international policies, structures, systems and processes are not available or not available in a timely manner and this situation results in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in strengthening intergovernmental and international relations policies, structures, systems and processes are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information in strengthening intergovernmental and international relations policies, structures, systems and processes does not occur.</li> <li>Fear of losing personal autonomy or influence if policies, structures, systems and processes for intergovernmental and international relations are strengthened.</li> <li>South African provinces are slow in implementing recommendations in</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.11. Strengthened co-operative governance		Resources:	Project: \$ 130,000 In Kind: \$ 127,000
		<p>strengthening policies, structures, systems and processes in intergovernmental and international relations.</p> <ul style="list-style-type: none"> <li>▪ South African provinces must secure the necessary resources before activities or implementation in strengthening intergovernmental and international relations can begin.</li> <li>▪ Lack of continuity of Provincial Co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in strengthening intergovernmental and international relations.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change in strengthening policies, structures, systems and processes in intergovernmental and international relations.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
<b>Output 2.12. Strengthened awareness and application of human rights and gender equality principles</b>		<b>Resources:</b>	Project: \$ 23,100	In Kind: \$ 40,000
<p><b>Requirement:</b></p> <ul style="list-style-type: none"> <li>The partnership agreements stipulated that the crosscutting issues, including gender equality, were to be addressed.</li> </ul> <p><b>Role Model:</b></p> <ul style="list-style-type: none"> <li>Almost 70% of the provincial coordinators and deputy provincial coordinators were women. They were deeply involved in the planning, coordinating, implementing and accountability elements of the Twinning Project.</li> <li>To the extent that women have been appointed to positions relevant to the activities that were to be undertaken, women were included in the activities of the Twinning Project.</li> <li>Almost every delegation included one or more women. The average number of women participating in activities was 44.43%.</li> <li>The representation of women in the Offices of the Premier is increasing.</li> <li>The Women Directors General provided role modeling of successful public managers.</li> <li>The majority of participants in the Twinning Project's activities were from one or more of the historically disadvantaged groups.</li> <li>Traditional leaders were included in the activities of the Twinning Project, participated in its Sustainability Workshop, and attended meetings of the Steering Committee.</li> <li>Canadian First Nations governments as well as provincial governments were included as sources of expertise.</li> <li>Provision was made for accommodating the needs of the visually impaired, hearing impaired and people with other physical disabilities.</li> </ul>	<p><u>Saskatchewan:</u></p> <ul style="list-style-type: none"> <li>Saskatchewan and the Free State have a virtual twinning on gender equality.</li> <li>Saskatchewan sent its Director of the Office of the Status of Women on a work assignment to the Free State to support the Director of Special Programmes and provincial gender focal points.</li> <li>Saskatchewan's Office of the Status of Women provided a study tour for a CIDA-sponsored delegation to Canada.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Within its sphere of control, the Twinning Project fosters acceptance and practice of the principles of gender equality by creating awareness, role modeling, and supporting the initiatives of others.</li> <li>Participation in Twinning Project activities is characterized by a diversity of participants of different races and genders as well as both the more advantaged and historically disadvantaged.</li> <li>Options selected for strengthening structures, systems, and procedures are those which also strengthen holistic analysis, thorough consideration of cross-cutting issues and examination of the effects of decisions and actions on specific groups including men and women as well as other historically disadvantaged groups.</li> <li>Evidence of removing obstacles, strengthening policy or programs, and incorporating practices that require gender analysis is found within the results.</li> <li>Linkages are established between key provincial officials having leadership responsibilities in mainstreaming gender equity and equality.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Units had been established in the Premier's Office to facilitate and strengthen mainstreaming of gender equality and meaningful inclusion of the historically disadvantaged.</li> <li>Gender focal points had been or were being appointed to government departments.</li> <li>The National Office of the Status of Women was providing competency training to gender specialists including those of the provincial governments.</li> <li>The provincial governments' machinery lacked elements that would make it possible to address</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; EXCO</li> <li>MECs &amp; HODs of Departments</li> <li>Public Service of the Province</li> <li>Officials whose competencies are strengthened re: gender equality</li> </ul> <p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>Mainstreamed in provinces and partnerships' activities; and the following activities:</li> </ul> <p>2.12.212. a. FSPG - SKPG Virtual Twinning established between the gender specialists.</p> <p>2.12.212.b. FSPG - SKPG Work assignment in the Free State to strengthen development of action plans and mainstream gender in government.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
Output 2.12. Strengthened awareness and application of human rights and gender equality principles		Resources:	Project: \$ 23,100	In Kind: \$ 40,000
<p><b>Strengthened Awareness:</b></p> <ul style="list-style-type: none"> <li>The Twinning Project publicized the principles and legislative requirements related to gender equality and CIDA's Gender Toolbox by providing this information to every Director General and Provincial Co-ordinator in order to strengthen an awareness of the importance of gender equality and the need to include it in the work of the Twinning Project.</li> <li>A CIDA official provided information about CIDA's gender policy at a meeting of the South African Provincial Co-ordinator's Forum. All provinces sent, at the Twinning Project's expense, representatives to this meeting of the Forum to gain information about the Twinning Project and to facilitate their involvement in strengthening the gender component of the work plans of their provinces.</li> <li>Key officials are aware of the needs for mainstreaming gender equality and meaningful inclusion of the historically disadvantaged in provincial government processes, programs and decision-making. The points at which input into decision-making can be made have been identified.</li> </ul> <p><b>Complement the Work of Others:</b></p> <ul style="list-style-type: none"> <li>Limpopo's Provincial Co-ordinator, organized through CIDA, training for officials in gender analysis.</li> <li>The Free State Provincial Government, organized through CIDA, training for officials in gender analysis.</li> </ul> <p><b>Strengthen the Elements of Governance:</b></p> <ul style="list-style-type: none"> <li>Structures such as the cluster committees and policy units were created or strengthened to provide mechanisms for discussion of issues</li> </ul>		<p>gender equality and other crosscutting issues more systematically and holistically.</p> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Elected office holders and senior management are committed to strengthening gender equality.</li> <li>Structures, legislation and policies are in place to support gender equality.</li> <li>Posts to lead and oversee the implementation of gender equality have been created and fully qualified people have been appointed to them.</li> <li>South African provinces wish to use the Twinning Project's resources to complement resources available from elsewhere to mainstream gender equality.</li> <li>Provincial work plans will contain elements of governance that can be strengthened to be more holistic and sensitive to mainstreaming gender equality.</li> <li>Within the Twinning project's sphere of control, diversity will be reflected in the provincial co-ordinators and participants.</li> <li>Canadian provinces will make available the necessary practitioners with expertise in mainstreaming gender equality.</li> <li>Relevant and practical knowledge in strengthening gender equality is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes/initiatives to mainstream gender equality.</li> <li>Public servants will be held accountable for the successful introduction of changes/initiatives to mainstream gender equality in governance.</li> <li>New and/or novel approaches for strengthening gender equality in governance are acceptable to all partners.</li> <li>This initiative can be co-ordinated with other initiatives to strengthen mainstreaming of</li> </ul>		

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.12. Strengthened awareness and application of human rights and gender equality principles		Resources: Project: \$ 23,100	In Kind: \$ 40,000
<p>from a corporate perspective and to foster consideration of cross-cutting issues including the needs of women and the historically disadvantaged.</p> <ul style="list-style-type: none"> <li>Processes such as legislative reviews were supported to assist in the removal of policies and laws that discriminate against people on the basis of race, gender, ethnicity, and disability.</li> <li>Strengthening procedures by identifying the government documents that are critical to supporting gender analysis and the analysis of all cross cutting issues and strengthening the formats for documents for decision makers formed part of the activities related to strengthening cabinet systems.</li> <li>Policy development and analysis have been strengthened through work assignments and mentoring.</li> <li>Training in horizontal policy development and implementation has been provided to several provinces.</li> <li>Saskatchewan has supported the training in gender analysis provided through the Office of the Status of Women by providing expertise in mainstreaming gender equality in government and developing provincial action plans for strengthening gender equality.</li> <li>Policy implementation has been strengthened through more holistic approaches such as found in the work on sustainable development and the identification of appropriate indicators, healthy child policy, and the epidemiological component of the roll-out of the HIV/AIDS strategy, all of which include elements addressing the needs and impacts on gender and other</li> </ul>		<p>gender equality.</p> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to mainstream gender equality.</li> <li>Practitioners with required knowledge, skills and abilities in strengthening gender mainstreaming are not available or not available in a timely manner and this situation results in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in strengthening gender mainstreaming are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information in strengthening in gender mainstreaming does not occur.</li> <li>Fear of losing personal autonomy or influence if policies, structures, systems and processes for mainstreaming gender mainstreaming are strengthened.</li> <li>South African provinces are slow in implementing recommendations for strengthening gender mainstreaming.</li> <li>South African provinces must secure the necessary resources before activities or implementation in gender mainstreaming can begin.</li> <li>Lack of continuity of provincial co-ordinators and other key role players.</li> <li>Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in gender mainstreaming.</li> <li>Withdrawal of support by one or more partners.</li> <li>Lack of baseline data and therefore difficulties in measuring change in strengthening gender mainstreaming.</li> <li>Limitations in information and communications technology regarding the use of virtual twinnings.</li> <li>Increased terrorism and wars and their negative</li> </ul>	



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
Output 2.12. Strengthened awareness and application of human rights and gender equality principles		Resources:	Project: \$ 23,100 In Kind: \$ 40,000
<p>historically disadvantaged groups.</p> <ul style="list-style-type: none"> <li>Accountability has been strengthened through the introduction of performance measurement and now provides government with a tool to assess managerial performance related to corporate goals, crosscutting goals, and the achievement of equality including the inclusion of women and other historically disadvantaged groups.</li> </ul> <p><b>Remove Obstacles:</b></p> <ul style="list-style-type: none"> <li>The Eastern Cape removed discriminatory provisions from its legislation during its rationalization of legislation.</li> <li>Funding was located to bring the Royal Winnipeg Ballet to rural communities in the North West Province so that youth, particularly girls, could receive specialized training and encouragement from world-class professionals.</li> </ul> <p><b>Incorporate Best Practices:</b></p> <ul style="list-style-type: none"> <li>Strengthening the Eastern Cape's capacity in epidemiology will assist the province identify the implications of public health policy and programs on different genders, races, and ages, and combinations thereof.</li> <li>Work on healthy child policy and indicators includes an analysis of the implications for girls and women and covers the key sectors of health, education, welfare, and recreation.</li> <li>Work on sustainable development includes gender equality.</li> </ul> <p><b>Strengthen Program Design:</b></p> <ul style="list-style-type: none"> <li>MPCCs bring programs and services closer to rural communities enhancing the accessibility to government programs and services for the historically disadvantaged, including women and the poor. The design of the</li> </ul>		<p>impact on travel and release of public servants.</p>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
Output 2.12. Strengthened awareness and application of human rights and gender equality principles		Resources:	Project: \$ 23,100	In Kind: \$ 40,000
<p>MPCC Program was strengthened by identifying the needs of women and other historically disadvantaged groups and providing services such as health clinics, adult literacy, and skills development and other programs that meet basic needs.</p> <ul style="list-style-type: none"> <li>▪ The Free State Provincial Government has strengthened the Restorative Justice program for Children by providing additional resources for facilities and programs to better address the needs of the girl child.</li> <li>▪ The program developed for rural youth is aimed at strengthening leadership skills and competencies in girls as well as boys.</li> <li>▪ The community economic development resources are targeted at assisting potential entrepreneurs, including women. They were developed in consultation with women and the content frequently reiterates the need to support women entrepreneurs.</li> </ul> <p><b>Facilitate Professional Networks:</b></p> <ul style="list-style-type: none"> <li>▪ The Twinning Project shared resources on gender equality provided by Canadian provinces; created a virtual twinning on gender equality; provided an opportunity for gender specialists to provide input into the provincial work plans by including them in a meeting of the South African Provincial Co-ordinators Forum; and facilitated linkages such as the linkages between the women parliamentarians of the Northern Cape and Canadian women parliamentarians, CIDA's training in gender analysis, and linkages with Canadian provinces.</li> <li>▪ In conjunction with the International Conference on Racism, the Twinning</li> </ul>				

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
Output 2.12. Strengthened awareness and application of human rights and gender equality principles		Resources:	Project: \$ 23,100	In Kind: \$ 40,000
<p>Project facilitated a study tour of Saskatchewan's Minister of Intergovernmental Relations and Aboriginal Affairs to the Free State.</p> <ul style="list-style-type: none"> <li>Various Canadian provinces had meetings with CIDA-Pretoria's Gender Consultant and explored opportunities for sharing expertise. The Manitoba Provincial Government has offered to provide support to CIDA-funded initiatives.</li> <li>The Canadian South African Business Women's Association has been reinvigorated as a spin-off of the work done on the development of the community economic development modules.</li> </ul> <p><i>Profile Positive Examples:</i></p> <ul style="list-style-type: none"> <li>The Twinning Project profiled the work of women entrepreneurs in Limpopo and black entrepreneurs in the Western Cape by using their materials for workshops and conferences.</li> <li>Using the activities of the Twinning Project as a springboard for initiatives such as the strengthening of relations between South African and Canadian businesswomen undertaken by the South African-Canadian Business Women's Association fostered more widespread strengthening of gender equality.</li> <li>The workshops of the Royal Winnipeg Ballet were provided in the historically disadvantaged communities and reached many girls and women.</li> <li>The contribution of the woman who led the development of MPCCs has been recognized by the country with one of its highest honours, the Order of the Baobab.</li> </ul>				

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Performance Indicators and Baseline Data	Assumptions and Risks	Resources and Reach
<p><b>Expected Long Term Results</b></p> <ul style="list-style-type: none"> <li>The competencies strengthened within public servants contribute to the longer-term development of a professional, merit-based public service.</li> <li>A culture of learning has been fostered and this culture will continue to be strengthened through the knowledge networks established.</li> <li>The new performance management systems will continue to strengthen corporate responsibility and decision making and individual, departmental and government-wide accountability.</li> </ul> <p><b>Alignment with Canadian and South African Development Goals:</b></p> <ul style="list-style-type: none"> <li>Strengthened the goodwill between South Africa and Canada</li> <li>Supported the common values of democracy, good governance, human dignity, justice and equality, and sustainable development.</li> <li>Supported the Canadian goals of projection of Canadian values and culture and creation of stable countries as part of strengthening global security.</li> <li>Supported the South African goals of democratizing the state and society, co-operative governance, policy</li> </ul>	<p><b>Medium Term Results:</b></p> <ul style="list-style-type: none"> <li>Acceptable capacity at the senior and middle management levels of the public service.</li> <li>Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.</li> </ul> <p><b>Short Term Results:</b></p> <ol style="list-style-type: none"> <li>Strengthened organizational capacity for human resource development</li> <li>Improved corporate leadership and human resource management</li> <li>Strengthened competencies in provincial participants</li> </ol> <p><b>Summary of Actual Results:</b></p> <ul style="list-style-type: none"> <li>Competencies of senior and middle managers are strengthened as a result of new organizations, programs and initiatives.</li> <li>The values of Ubuntu, Batho Pele, and Msakane are mainstreamed throughout training and development.</li> <li>The values of competence, a strong work ethic, and serving the public good are recognized and being strengthened.</li> <li>Provincial governments apply best practices in human resource management.</li> <li>South African provinces have developed a culture of learning and seeking, sharing and applying best practices.</li> <li>The South African Provincial Co-ordinators Forum, multi-province participation in</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Values, principles, and practices of professional public administration and management and career public service are strengthened.</li> <li>Provincial governments apply best practices in human resource management.</li> <li>A client-centred approach to program delivery and government interactions permeates the organization.</li> <li>Competencies of senior and middle managers are strengthened as a result of new organizations, programs and initiatives</li> <li>Linkages between South African and Canadian management development institutes, professional associations and public services are established.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>South Africa is in the process of building a professional public service that can support democratic governance.</li> <li>Human resource policies, programs and practices are being established to manage the provincial public services.</li> <li>South Africa's approaches of Ubuntu, Msakane and Batho Pele underpin its approach to public service.</li> <li>Insufficient capacity exists to train and strengthen public sector managers at the needed rate.</li> <li>Linkages need to be established with human resource experts in order to build networks and share</li> </ul>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Positive attitude of public servants to accept and be accountable for implementing new attitudes, knowledge and practices.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>Performance reviews of officials are an accepted means of evaluation and are in place.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms.</li> <li>Practitioners with required knowledge, skills and abilities</li> </ul>	<p><b>Resources:</b></p> <ul style="list-style-type: none"> <li>Project: \$128,400</li> <li>In Kind: \$ 346,00</li> </ul> <p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>DPSA, PSC, SAQA, SAMDI, universities, &amp; training institutions.</li> <li>Public Service of the Province</li> <li>HODs &amp; Their Departments</li> <li>MECs &amp; Their Departments</li> <li>Director of Human Resources</li> <li>Managers of Training Institutes</li> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Officials whose competencies are strengthened including HR management, general management, public administration and client-centered approaches.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Performance Indicators and Baseline Data	Assumptions and Risks	Resources and Reach
implementation, and building human resources.	<p>activities, participation in workshops and conferences, and the Twinning Project's newsletter and website have supported and strengthened the sharing of information.</p> <ul style="list-style-type: none"> <li>Competencies of senior and middle managers in both South African and Canadian provinces are strengthened as a result of participating in activities of the Twinning Project or serving as a Provincial Co-ordinator or Deputy Provincial Co-ordinator.</li> <li>Numerous linkages between HR development and management organizations and academic institutions have been initiated.</li> </ul>	knowledge.	<p>are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</p> <ul style="list-style-type: none"> <li>South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information does not occur.</li> <li>Staff turnover results in loss of retention and dissemination of knowledge and skills.</li> <li>Fear of losing personal autonomy or influence if changes occur.</li> <li>South African provinces are slow in implementing recommendations.</li> <li>South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>Resource limitations within provincial governments, both Canadian and South African.</li> <li>Withdrawal of support by one or more partners.</li> <li>Lack of baseline data and therefore difficulties in measuring change.</li> <li>Increased terrorism and wars and their negative impact.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>3.1 Strengthened organizational capacity</b>	Resources:	Project: \$ 39,400	In Kind: \$ 35,000
<p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>The Free State completed the research and policy development related to establishing a training institute. It secured the necessary cluster and cabinet approvals and the necessary financial, human and physical resources needed to begin and operate a training institute.</li> <li>The Free State Management Development Institute opened April 2003 and has provided training in specific aspects of management development for thousands of public servants in the Free State and neighbouring provinces. Training is tailored to African, provincial and local needs. Other African countries are exploring using this institution's training to strengthen their public servants.</li> <li>The Free State Management Development Institute and the Twinning Project partnered to provide seminars on conflict management and horizontal policy development and implementation.</li> <li>Saskatchewan provided an article on conflict management for an issue of the Twinning Project's newsletter.</li> <li>Free State officials have established contacts at the Canadian Centre for Management Development (Ottawa), Carleton University's School of Public Policy and Administration (Kingston), Toronto-Ryerson's Department of Politics and School of Public Administration (Toronto), Government of Ontario's Centre for Leadership and Innovation (Toronto), Manitoba's Institute of Management Program (Winnipeg), Saskatchewan Public Service Commission's Competency</li> </ul>	<p><u>Eastern Cape:</u></p> <ul style="list-style-type: none"> <li>The Eastern Cape is exploring linkages between its university and the British Columbia Universities, particularly in strengthening skills, knowledge and practices at the postgraduate level and special short courses that provide immediate strengthening.</li> </ul> <p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>Through the Twinning Project the University of the Free State has established connections with the University of Regina and the University of Saskatchewan.</li> </ul> <p><u>KwaZulu Natal:</u></p> <ul style="list-style-type: none"> <li>KwaZulu Natal has established connections with Ecole Nationale d'Administration Publique (ENAP).</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>A twinning relationship has been formalized between Queen's University and the University of the North.</li> </ul> <p><u>Limpopo and the Western Cape:</u></p> <ul style="list-style-type: none"> <li>Limpopo and the Western Cape have established connections with Ontario's Centre for Leadership and Innovation, with Newfoundland &amp; Labrador's Centre for Learning and Development, with Memorial University, and with the Saskatchewan Institute of Public Policy (SIPP).</li> </ul> <p><u>North West:</u></p> <ul style="list-style-type: none"> <li>As a direct result of the twinning relationship between the provinces The University of Manitoba and Brandon University have signed co-operation agreements with the University of North West.</li> <li>The University of Manitoba and the University of the North West have begun a process of developing joint programs.</li> <li>Several study missions have taken place between the University of Manitoba, Red River College, the University of North West and Taletso College in Mafikeng and other</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Organizations to strengthen and develop public servants and public services are in place.</li> <li>Specific managerial competencies are strengthened via institute's training programs.</li> <li>Individual capacity is being shared and built into the capacity of the organization to fulfill its mission and adapt to meet future needs.</li> <li>Linkages between South African and Canadian management development institutes, professional associations and public services are established.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>SAMD I has been created to strengthen human resource capacity in the public service. However, the needs are large and provinces have identified the need for provincial institutions to complement the training provided by SAMDI and other local sources.</li> <li>Linkages with Canadian institutions that provide training for public sector managers needed to be established.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of strengthening policies, structures, systems and processes for training institutions for developing the knowledge, skills, attitudes, and practices of public sector managers.</li> <li>South African provinces wish to strengthen policies, structures, systems and process for management training and to co-ordinate their approaches with those of the national government, other provinces, traditional leaders, and international role players.</li> <li>Canadian provinces will make available the necessary practitioners with the expertise in</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>DPSA, PSC, SAQA, SAMDI, universities, &amp; training institutions.</li> <li>Public Service of the Province</li> <li>HODs &amp; Their Departments</li> <li>MECs &amp; Their Departments</li> <li>Director of Human Resources</li> <li>Managers of Training Institutes</li> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Officials whose competencies are strengthened including HR management, general management, public administration and client-centered approaches.</li> </ul> <p><b>Activities:</b> 3.1.203 FSPG – SKPG Study tour to several Canadian management development organizations.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>3.1 Strengthened organizational capacity</b>	Resources:	Project: \$ 39,400	In Kind: \$ 35,000
<p>Development Framework, Assessment Tools and Development Supports (Regina), the Saskatchewan Institute of Public Policy (Regina), and the University of Alberta's Centre for Executive Development (Edmonton), the University of Regina and the University of Saskatchewan.</p> <ul style="list-style-type: none"> <li>Saskatchewan officials have learned from South Africa's approach to strengthening competencies including the use of <i>The Skills Development Act</i>, the Qualifications Board, and the South African Management Development Institute (SAMDI).</li> </ul>	<p>educational institutions across the North West Province. Opportunities for technical skill development and specific educational co-operative initiatives have been identified.</p>	<p>strengthening policies, structures, systems and processes for establishing and operating training institutions.</p> <ul style="list-style-type: none"> <li>Relevant and practical knowledge in strengthening policies, structures, systems and processes for training institutions is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes/initiatives to strengthen policies, structures, systems and processes for establishing training institutions.</li> <li>Public servants will be held accountable for the successful introduction of training institutes.</li> <li>New and/or novel approaches for strengthening training institutes are acceptable to all partners.</li> <li>This initiative can be co-ordinated with other initiatives to strengthen management training.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to strengthen management competencies through the establishment of training institutes.</li> <li>Practitioners with required knowledge, skills and abilities in establishing training institutes are not available or not available in a timely manner and this situation results in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support in establishing training institutions are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information in establishing training institutions does not occur.</li> <li>Fear of losing personal autonomy or influence if policies, structures, systems and</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
3.1 Strengthened organizational capacity	Resources:	Project: \$ 39,400	In Kind: \$ 35,000
		<p>processes for establishing training institutions are approved.</p> <ul style="list-style-type: none"> <li>▪ South African provinces are slow in implementing recommendations in establishing training institutes.</li> <li>▪ South African provinces must secure the necessary resources before training institutes can be established.</li> <li>▪ Lack of continuity of Provincial Co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in establishing training institutions.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change in establishing training institutes.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>3.2 Improved corporate leadership and human resource management</b>	Resources:	Project: \$ 89,000	In Kind: \$ 311,000
<p><u>All Provinces:</u></p> <ul style="list-style-type: none"> <li>All South African provinces have gained knowledge and methodology regarding the best practices of human resource management and client centred service delivery from Ontario's Centre for Leadership and Innovation. Best practices including recognition of on-the-job learning, performance measurement, client-centred approaches, and establishment of knowledge networks are being incorporated into policies and programs.</li> <li>The eleven competencies identified by the national and provincial governments as core competencies for the senior management service have been strengthened via the training and development programs established.</li> <li>Pride and recognition programs are in place in all nine South African provinces.</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>Gauteng has established the principles that guide training and development and has developed a learning strategy that incorporates project-based learning, performance consulting, executive development, and informal learning interventions such as networks and secondments.</li> <li>Gauteng has established several programs to strengthen HR development and launched an annual HR development conference.</li> <li>Gauteng has strengthened HR competencies of 5 officials through work experience in Ontario. These officials are providing more professional and effective support to their government.</li> <li>Gauteng has described its programs for</li> </ul>	<p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>SMS networking sessions have been initiated.</li> <li>The Gauteng Management Development Programme's HR Forum is used to foster a community of practice.</li> <li>Introduction of the following enhancements to strengthen HR management and development has occurred: an analysis of the Gauteng Provincial Government's training and development needs in the context of immediate and future requirements has been completed; a competency assessment for Gauteng government senior managers has been conducted; performance management for senior managers has been implemented.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Limpopo officials are mainstreaming the principles of client centred service delivery with particular attention to the services provided through the multi purpose community centres.</li> </ul> <p><u>Northern Cape:</u></p> <ul style="list-style-type: none"> <li>The Northern Cape has completed a needs assessment for developing competencies in HODs and recommendations have been approved. Specific competencies have been strengthened in several senior managers through a job shadowing activity with Manitoba.</li> <li>Corporate attitudes and practices have been strengthened through initiatives such as indabas on how best to implement best practices, strengthened co-operation of units within the office of the premier, better co-ordinated services, sharing a common vision and mission, everyone working towards a common provincial plan and common provincial goals.</li> <li>Client centred service delivery is emphasized in the Northern Cape's MPCCs.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Understanding the concept of corporate leadership and client-focused service delivery and application of mechanisms that governments use to strengthen both of these areas.</li> <li>The Office of the Premier plays an effective and lead role in corporate leadership, human resource management and capacity development.</li> <li>Approved strategies, policies, programs, resources, and activities are in place to strengthen corporate leadership and HR management.</li> <li>Best practices in HR management and development are identified and incorporated into policies and programs.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Provincial governments are in the process of building a professional public service that can support democratic governance.</li> <li>The competencies of senior and middle managers and human resource professionals need strengthening.</li> <li>Human resource policies, programs and practices are being established to manage the provincial public services.</li> <li>Provinces are seeking ways of strengthening client service.</li> <li>Linkages with Canadian institutions that provide training for public sector managers needed to be established.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Senior Management's and cabinet's approval of strengthening HR policies, structures, systems and processes for developing the knowledge, skills, attitudes, and practices of public sector managers.</li> <li>South African provinces wish to strengthen</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Individual Managers</li> <li>HODs &amp; Their Departments</li> <li>MECs &amp; Their Departments</li> <li>Director of Human Resources</li> <li>Managers of Training Institutes</li> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Officials whose competencies are strengthened including HR management, general management, public administration and client-centered approaches.</li> </ul> <p><b>Activities:</b></p> <p>3.2.102. ECPG – OPG Workshop on strengthening HR development and using a client-service approach.</p> <p>3.2.202. FSPG – SKPG Workshop on strengthening HR development and using a client-service approach.</p> <p>3.2.302 a. GPG – OPG Keynote speaker and seminar leader at Gauteng's first HR conference.</p> <p>3.2.302. b. GPG – OPG Workshop in Gauteng on Client Centred HR</p> <p>3.2.302 c. GPG – OPG Study tour to Ontario on corporate leadership and HR development.</p> <p>3.2.302 d. GPG – OPG Internships in Ontario on HR development and management.</p> <p>3.2.402. KZNPG – OPG Seminar on corporate leadership and HR development.</p> <p>3.2.302. a. LPG – OPG Seminar on strengthening HR development and corporate leadership.</p> <p>3.2.302. b. LPG – OPG Seminar and workshop on client centred HR.</p> <p>3.2.302. c. LPG – NFDL&amp;LAB, OPG, SKPG Study tour and comparison of different models for strengthening HR.</p> <p>3.2.702. a. NCPG – NBPG Work assignment on identifying HR development needs of</p>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>3.2 Improved corporate leadership and human resource management</b>	Resources:	Project: \$ 89,000	In Kind: \$ 311,000
<p>developing senior managers and the principles on which these programs are based in presentations and an article in the Twinning Project's newsletter.</p> <ul style="list-style-type: none"> <li>Gauteng has established connections with Ontario's Centre for Leadership and Innovation.</li> </ul> <p><u>Various:</u></p> <ul style="list-style-type: none"> <li>Several provinces have contributed information gained from their contacts and shared it with other provinces in a special edition of the Twinning Project's newsletter.</li> <li>Newfoundland and Labrador have supported capacity development in public servants through presentations, activities and an article in the Twinning Project's newsletter.</li> </ul>		<p>HR policies, structures, systems and process for management training and to co-ordinate their approaches with those of the national government, other provinces, traditional leaders, and international role players.</p> <ul style="list-style-type: none"> <li>Canadian provinces will make available the necessary practitioners with the expertise in strengthening HR policies, structures, systems and processes for establishing and operating management development programs.</li> <li>Relevant and practical knowledge in strengthening HR policies, structures, systems and processes for management development is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations and introduce changes/initiatives to strengthen HR policies, structures, systems and processes for management development.</li> <li>Public servants will be held accountable for the successful introduction of management development policies and programs.</li> <li>New and/or novel approaches for strengthening management development are acceptable to all partners.</li> <li>This initiative can be co-ordinated with other initiatives to strengthen management development.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to strengthen management competencies through the establishment of training institutes.</li> <li>Practitioners with required knowledge, skills and abilities in establishing training institutes are not available or not available in a timely manner and this situation results in delays in implementing activities and</li> </ul>	<p>HODs. 3.2.702. c. NCPG – MANPG Job shadowing assignment. 3.2.702. a. WCPG – OPG Seminar on corporate leadership, client centred HR, and HR development. 3.2.902 b. NFLD&amp;LAB, OPG, SKPG Study tour and comparison of different models for strengthening HR.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Desired results were achieved although the loss of New Brunswick's provincial co-ordinator and the inability of New Brunswick to provide support caused delays in scheduling activities.</li> <li>Support from provinces providing supplementary activities was required.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
3.2 Improved corporate leadership and human resource management	Resources:	Project: \$ 89,000	In Kind: \$ 311,000
		<p>achieving results.</p> <ul style="list-style-type: none"> <li>▪ South African provinces needs for expertise and support in establishing training institutions are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information in establishing training institutions does not occur.</li> <li>▪ Fear of losing personal autonomy or influence if policies, structures, systems and processes for establishing training institutions are approved.</li> <li>▪ South African provinces are slow in implementing recommendations in establishing training institutes.</li> <li>▪ South African provinces must secure the necessary resources before training institutes can be established.</li> <li>▪ Lack of continuity of provincial co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives in establishing training institutions.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change in establishing training institutes.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
3.3 Strengthened competencies in provincial participants		Resources: Project: \$ Integrated into activities	In Kind: \$ Integrated into activities
<p><i>See Outcomes 1, 2 and 4 for application of competencies strengthened.</i></p>	<p><b>Governance Competencies:</b></p> <p><i>Awareness and strengthened understanding of:</i></p> <ul style="list-style-type: none"> <li>the differences between the implementation of democratic governance in both Canada and South Africa and the strengths and limitations of each model;</li> <li>the components of the machinery of government, their purposes, implementation options, and quality control standards;</li> <li>best practices in structuring and managing the Office of the Premier and providing effective support to cluster committees and EXCO.</li> </ul> <p><i>Strengthened knowledge, practices and skills in:</i></p> <ul style="list-style-type: none"> <li>policy management, co-ordination and analysis;</li> <li>horizontal policy development and implementation;</li> <li>financial management;</li> <li>intergovernmental relations,</li> <li>information and communications technology,</li> <li>legislative processes and drafting;</li> <li>public sector performance management;</li> <li>government communications;</li> <li>conflict management in provincial governments; and</li> <li>co-ordination of policy and programs with traditional leaders.</li> </ul> <p><i>Strengthened behaviours include the ability to:</i></p> <ul style="list-style-type: none"> <li>reach shared understandings;</li> <li>set and achieve complex goals; and</li> <li>develop and implement successful, creative, culturally relevant solutions.</li> </ul> <p><b>Discipline Specific Competencies:</b></p> <p><i>Strengthened knowledge, practices and skills in</i></p> <ul style="list-style-type: none"> <li>human resource policy, programs, development, succession planning, retention and recognition.</li> <li>establishing and managing training institutions.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Competencies of senior and middle managers are strengthened as a result of participating in activities of the Twinning Project.</li> <li>Competencies of senior and middle managers are strengthened as a result of serving as a provincial co-ordinator or deputy provincial co-ordinator.</li> <li>Strengthened task-related, discipline-specific, and corporate competencies.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>New South African public servants need exposure to applied public administration to gain experience and strengthen their knowledge and skills.</li> <li>The inventory of competencies in provincial public servants can benefit from broadening and deepening.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Participation in the activities of the Twinning Project will strengthen one or more of the eleven competencies of the Presidential Strategic Leadership Development Program.</li> <li>Participation in the activities of the Twinning Project will strengthen discipline specific and task specific competencies.</li> <li>Participation in the activities of the Twinning Project will strengthen competencies in project and results-based management.</li> <li>Relevant and practical knowledge management is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept information and ideas to strengthen their own knowledge, skills and practices.</li> <li>Public servants will provide feedback on the competencies that have been strengthened.</li> <li>The opportunity to strengthen competencies</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Officials whose competencies are strengthened.</li> <li>Home departments and provincial governments of officials whose competencies are strengthened.</li> <li>Human resource departments</li> <li>Clients of officials' units, branches and departments.</li> </ul> <p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>Mainstreamed in all activities.</li> </ul> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)		Medium Term Provincial Results (Outcomes)
3.3 Strengthened competencies in provincial participants		Resources:	Project: \$ Integrated into activities	In Kind: \$ Integrated into activities
	<ul style="list-style-type: none"><li>effective, efficient corporate communications.</li><li>developing a sustainable development policy framework and indicators</li><li>developing a film industry.</li><li>developing and implementing health policy and healthy child programs.</li><li>effective establishment, management and use of MPCCs.</li><li>disaster management</li><li>provincial and community economic development</li><li>socio-economic development in impoverished rural areas.</li><li>agricultural development</li><li>inclusive education</li><li>restorative justice programs</li></ul> <p><i>Strengthened behaviours include:</i></p> <ul style="list-style-type: none"><li>new perceptions;</li><li>a more systematic understanding of relevant issues; and</li><li>being able to apply new knowledge, skills and practices.</li></ul> <p><i>Generic Competencies:</i></p> <ul style="list-style-type: none"><li>understanding of the multi-cultural nature of both Canada and South Africa and the similarities and differences in the development of multiculturalism.</li><li>ability to gain the confidence, trust, and respect of one’s colleagues in a different country and to participate effectively in joint problem-solving.</li><li>strengthened knowledge, practices and skills in client-centred service delivery; project management; and results based management.</li><li>strengthened behaviours include: ability to adapt, to achieve results and to manage change.</li></ul>	<p>through the learn-to-do by doing approach of the Twinning project complements management development provided through other means.</p> <p><i>Risks:</i></p> <ul style="list-style-type: none"><li>Participants in the activities of the Twinning Project do not strengthen one or more of the eleven competencies of the Presidential Strategic Leadership Development Program.</li><li>Participation in the activities of the Twinning Project do not strengthen discipline specific and task specific competencies.</li><li>Participation in the activities of the Twinning Project do not strengthen competencies in project and results-based management.</li><li>Knowledge is not immediately applicable.</li><li>Public servants do not provide feedback on the competencies that have been strengthened.</li><li>The opportunity to strengthen competencies through the learn-to-do by doing approach of the Twinning Project is redundant or inappropriate for strengthening competencies in individuals.</li><li>Lack of baseline data and therefore difficulties in measuring change in competency development.</li></ul>		

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Performance Indicators and Baseline Data	Assumptions and Risks	Resources and Reach
<p><b>Expected Long Term Results:</b></p> <ul style="list-style-type: none"> <li>Strengthened health, social services, safety and security, and inclusive education programs will improve the quality of basic services available to residents and contribute to meeting specific needs.</li> <li>The strengthening of the HIV/AIDS program in the Eastern Cape will strengthen the rollout of the HIV/AIDS strategy in this province. The knowledge gained through the rollout will also contribute to Canadian and global understanding of this disease and its prevention, treatment and control.</li> <li>The use of multi-purpose community centres will continue to grow and to improve accessibility to more government services by more residents, particularly women and other historically disadvantaged groups.</li> <li>Economic development initiatives that have been undertaken, including the knowledge and skills transferred in agricultural development, community economic development, rural socio-economic development, the film industry, tourism, and trade and investment, will continue to develop and over time contribute to job creation, the development of provincial</li> </ul>	<p><b>Medium Term Result:</b></p> <ul style="list-style-type: none"> <li>Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.</li> </ul> <p><b>Short Term Results:</b></p> <ul style="list-style-type: none"> <li>4.1 Strengthened rural socio-economic development</li> <li>4.2 Strengthened agricultural development</li> <li>4.3 Strengthened provincial and community economic development (service delivery)</li> <li>4.4 Strengthened capacity to address the HIV/AIDS pandemic</li> <li>4.5 Strengthened accessibility to and delivery of government programs and services</li> <li>4.6 Strengthened safety and security</li> <li>4.7 Strengthened accessibility to education</li> <li>4.8 Strengthened health programs, social services, and social capital</li> <li>4.9 Strengthened quality of life through cultural outreach</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Evidence of changes/improvements in government programs and services that address basic human needs</li> <li>Effective and efficient delivery of government programs and services</li> <li>Evidence of better delivery of programs and services to the most disadvantaged population groups</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Several South African provinces identified a need for strengthening competencies in rural socio-economic development as a prerequisite to developing programs that address rural poverty.</li> <li>Several provinces sought capacity development in sustainable agriculture and agricultural extension as a means of strengthening agriculture's input into economic development and poverty reduction.</li> <li>Several provinces sought knowledge and skills development in provincial and community economic development including the use of economic development instruments and the development of resources to support community economic development.</li> <li>HIV/AIDS is at pandemic proportions in South Africa and assistance is required in rolling</li> </ul>	<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Improved program and service delivery is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening program and service delivery.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul>	<p><b>Resources:</b></p> <ul style="list-style-type: none"> <li>Project: \$ 532,000</li> <li>In Kind: \$ 849,000</li> </ul> <p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Participants in the activities and their colleagues</li> <li>Senior RSA Officials – Director Generals (DGs), Cabinet Secretaries, Heads of Departments (HODs)</li> <li>Participating Canadian provinces &amp; governments</li> <li>Public servants in departments engaged in capacity-building activities</li> <li>Government departments in all spheres of government.</li> <li>Recipients of government services, particularly target audiences, the poor and rural residents</li> <li>Departmental staff involved in policy and program delivery</li> <li>Premier, MECs &amp; Cabinet</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Performance Indicators and Baseline Data	Assumptions and Risks	Resources and Reach
economies, and poverty reduction.		<ul style="list-style-type: none"> <li>out the HIV/AIDS strategy.</li> <li>A high priority of the national and provincial governments is improved program delivery including the use of MPCCs and the delivery of programs that address basic needs in education, health, social security, job creation, and safety.</li> <li>Social cohesion is a major challenge in South Africa and efforts are required to build social capital.</li> </ul>		
<b>Alignment with Canadian and South African Development Goals:</b> <ul style="list-style-type: none"> <li>Strengthened the goodwill between South Africa and Canada</li> <li>Supported the common values of democracy, good governance, human dignity, justice and equality, and sustainable development.</li> <li>Supported the Canadian goals of projection of Canadian values and culture and creation of stable countries as part of strengthening global security.</li> <li>Supported the South African goals of democratizing the state and society, co-operative governance, policy implementation, and program delivery.</li> </ul>	<b>Summary of Actual Results:</b> <ul style="list-style-type: none"> <li>Changes/improvements in government programs and services that address basic human needs include increased capacity to deliver inclusive education in co-operation with the national government, to address the HIV/AIDS pandemic through strengthened epidemiology, to foster sustainable development including agricultural, economic, and rural development, to respond to emergencies through better disaster preparation, to develop health programs, to respond to the needs of children including children in conflict with the law, and to develop approaches to strengthening social capital.</li> <li>Effective and efficient delivery of government programs and services has occurred particularly through the expansion and strengthening of MPCCs.</li> <li>More programs and services are reaching the most disadvantaged population groups particularly</li> </ul>		<b>Risks:</b> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms.</li> <li>Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>Proprietary nature of departments and silo/stovepipe mentality.</li> <li>Lack of co-ordination within government and among organizations outside of government.</li> <li>Lack of buy-in by key personnel or stakeholders.</li> <li>South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>Inadequate infrastructure and delivery capacity province-wide.</li> <li>Fear of losing personal autonomy or influence if changes occur.</li> <li>Canadian practitioners with required knowledge, skills and</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project				
Long Term Results (Impacts) and Alignment with Country Goals	Medium Term Results (Outcomes) and Short Term Results (Outputs)	Performance Indicators and Baseline Data	Assumptions and Risks	Resources and Reach
	through the MPCCs, youth initiatives such as the adapted 4-H program, and cultural outreach initiatives.		<p>abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</p> <ul style="list-style-type: none"> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data.</li> <li>▪ Increased terrorism and wars.</li> </ul>	



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
<b>4.1. Strengthened rural socio-economic development</b>	Resources	Project: \$ 86,000	In Kind: \$ 65,000
<p><u>The Eastern Cape, Limpopo and the Northern Cape:</u></p> <ul style="list-style-type: none"> <li>Twelve officials from Limpopo, the Eastern Cape and the Northern Cape have received training in developing a social and economic development strategy and identifying appropriate indicators of social and economic development.</li> <li>Strengthened competencies in social and economic development planning have contributed to officials' confidence, willingness, readiness, and ability to develop policies, programs and projects to address rural poverty.</li> </ul>	<p><u>Eastern Cape:</u></p> <ul style="list-style-type: none"> <li>Application of principles of Newfoundland &amp; Labrador's community development processes to Eastern Cape's communities to enhance sustainable development;</li> <li>Review of the Eastern Cape's economic development processes to ensure they are more inclusive and focus on what is economically relevant; and</li> <li>More rigorous monitoring and evaluation of regional economic development programs.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Discussions between the traditional leaders and Department of Education on the preservation of culture found within the province through the incorporation of cultural issues in educational curricula.</li> <li>Voluntarism is being encouraged as a mechanism to improve socio-economic development.</li> </ul> <p><u>Northern Cape:</u></p> <ul style="list-style-type: none"> <li>Governance and community development are recognized as being central to government.</li> <li>Strengthened focus on linking democracy, the economy and social development.</li> <li>Community involvement in projects has become the modus operandi, incorporating knowledge gained from Newfoundland &amp; Labrador respecting strategic planning, regional economic development, and dispute resolution. These efforts support the provincial goals of agricultural development as a mechanism of economic development and environmental management.</li> <li>Efforts are underway to achieve maximum utilization of natural resources.</li> <li>Voluntarism is being encouraged as a mechanism to improve socio-economic development.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Strengthened competencies in identifying essential components of a social and economic development strategy.</li> <li>Ability to identify appropriate indicators of social and economic development.</li> <li>Culturally sensitive programs and services that reach the historically disadvantaged.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Provinces identified a need for strengthening the knowledge, skills and practices of their public servants in rural socio-economic development.</li> <li>Provinces identified a need for involving traditional leaders in socio-economic development.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened rural socio-economic development is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening rural socio-economic development.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>MECs &amp; HODs of Agriculture, Rural Development, Economic Development, Traditional Leaders</li> <li>Other spheres of government – local government, newly established municipalities, the national government, traditional leaders</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: rural economic development.</li> </ul> <p><b>Activities:</b></p> <p>4.1.104. ECPG – NFLD&amp;LAB, SKPG, FSIN, MLTC, MLCN Training and study tour in Canada on rural socio-economic development</p> <p>4.1.504 LPG – NFLD&amp;LAB, SKPG, FSIN, MLTC, MLCN Training and study tour in Canada on rural socio-economic development</p> <p>4.1.704 NCPG – NFLD&amp;LAB, SKPG, FSIN, MLTC, MLCN Study tour to Canada for training and a study tour in rural socio-economic development</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Support from provinces and First Nations providing supplementary activities was required.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Performance Indicators, Baseline Data And Assumptions and Risks	Reach, Activities and Variances
4.1. Strengthened rural socio-economic development	Resources	Project: \$ 86,000	In Kind: \$ 65,000
		<p>individual, group and organizational level for knowledge to be retained, applied and replicated.</p> <ul style="list-style-type: none"> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to make changes.</li> <li>Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented in short and medium term.</li> <li>Proprietary nature of departments and silo/stovepipe mentality.</li> <li>Lack of co-ordination within government and among external organizations.</li> <li>Lack of buy-in by key personnel or stakeholders.</li> <li>South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>Inadequate infrastructure and delivery capacity province-wide.</li> <li>Fear of losing personal autonomy or influence if changes occur.</li> <li>Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>Dissemination of information does not occur.</li> <li>Withdrawal of support by one or more partners.</li> <li>Lack of baseline data and therefore difficulties in measuring change.</li> <li>Increased terrorism and wars and their negative impact on travel.</li> </ul>	

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short – Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.2 Strengthened agricultural development</b>	Resources	Project: \$ 77,000	In Kind: \$ 80,000
<p>Free State, Northern Cape, North West Province:</p> <ul style="list-style-type: none"> <li>Opportunities to strengthen agriculture have been identified and initiated including strengthening agricultural extension (Free State), introducing sustainable agriculture models (North West Province), rewarding productive emerging farmers (Northern Cape), and using a 4-H type approach to strengthen rural youth (North West Province). These initiatives contribute to a larger effort to use agriculture to assist emerging farmers, create jobs, generate wealth, and address rural poverty.</li> </ul>	<p>Free State:</p> <ul style="list-style-type: none"> <li>Free State officials have gained in depth knowledge regarding options for strengthening agricultural capacity including technology transfer, co-operative business enterprise expertise, and effective farm training programs.</li> <li>Exploration of improving outcomes-based planning and performance measurement has begun with sharing of information regarding the use of this methodology in agricultural extension.</li> <li>Recommendations for strengthening the Free State's Agriculture Extension Program have been made to the HOD and are being considered by the department.</li> <li>Saskatchewan has identified policies, programs, practices, methods and development projects that the Free State has developed for emerging farmers that can be used or adapted to strengthen emerging First Nations farmers. Opportunities for collaboration between the two provinces to strengthen emerging Black farmers and emerging First Nations farmers have been identified.</li> </ul> <p>Northern Cape:</p> <ul style="list-style-type: none"> <li>Several research projects to strengthen agriculture have been approved.</li> <li>The Northern Cape has recognized the best small-scale farmers with prizes of additional land for their farms.</li> </ul> <p>North West Province:</p> <ul style="list-style-type: none"> <li>Manitoba and the North West Province have identified a number of potential demonstration projects in sustainable agriculture and EXCO has approved one of the projects.</li> <li>The Canadian 4-H model has been adapted for use in the North West Province as a means of developing agricultural knowledge</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Strengthened agriculture as a major component of economic development strategies.</li> <li>Strengthened agricultural extension.</li> <li>Strengthened capacity of the historically disadvantaged farmers.</li> <li>Strengthened results-based planning and management in departments of agriculture and agricultural extension.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Provinces are seeking to strengthen agricultural development as a means of assisting rural residents develop a livelihood and as an economic development initiative.</li> <li>A study undertaken by Saskatchewan Agriculture and Food in 1998 had identified agricultural extension as an area where the Free State needed strengthening.</li> <li>Both Canadian and South African provinces share the challenge of assisting emerging farmers from historically disadvantaged groups become successful agricultural producers and business people.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened agricultural development is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening agricultural development.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>MECs &amp; HODs of Agriculture, Rural Development, Economic Development, Traditional Leaders</li> <li>Other spheres of government - local government, newly established municipalities, the national government, traditional leaders</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: agricultural development.</li> </ul> <p><b>Activities:</b></p> <p>4.2.202. a. FSPG – SKPG Study tour to Saskatchewan to examine agricultural programming and agricultural extension.</p> <p>4.2.202. b. FSPG – SKPG Study tour and work assignment in Free State to strengthen agricultural extension.</p> <p>4.2.203.c. SKPG – Lesotho Provision of research, technical, and regulatory information on the use of animal identification in theft control programs</p> <p>4.2.802. a. NWPG – MANPG Study tour on agricultural sustainability.</p> <p>4.2.802. b. NWPG – MANPG Work assignment on agricultural sustainability and adaptation of 4-H model.</p> <p>4.2.802. b. NWPG – MANPG Work assignment on agricultural sustainability and adaptation of 4-H model.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short – Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.2 Strengthened agricultural development	Resources	Project: \$ 77,000	In Kind: \$ 80,000
	and practices, retaining emerging farmers, and providing opportunities for recreation and leadership development in rural youth.	<p>will accept recommendations, changes and reforms.</p> <ul style="list-style-type: none"> <li>Public servants will be held accountable for the successful implementation of ideas and changes</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms.</li> <li>Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>Proprietary nature of departments and silo/stovepipe mentality.</li> <li>Lack of co-ordination within government and among organizations outside of government.</li> <li>Lack of buy-in by key personnel or stakeholders.</li> <li>South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>Inadequate infrastructure and delivery capacity province-wide.</li> <li>Fear of losing personal autonomy or influence if changes occur.</li> <li>Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> </ul>	

Appendix R. Work Plan and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short – Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.2 Strengthened agricultural development	Resources	Project: \$ 77,000	In Kind: \$ 80,000
		<ul style="list-style-type: none"> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short - Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.3 Strengthened provincial and community economic development (service delivery)</b>	Resources	Project: \$ 64,000	In Kind: \$ 225,000
<p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>Gauteng has established a film office that meets international standards of best practice.</li> <li>Linkages have been established between the South African and Canadian film industries. This sectoral approach to strengthening economic development provides opportunities for both countries to learn from each other and to embark on joint ventures to contribute to job creation and poverty reduction.</li> </ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>Mpumalanga has developed a series of community economic development modules to train government officials in community economic development.</li> <li>Officials will be able to use these modules to train leaders in communities involved in community economic development.</li> <li>These materials fill a gap that provinces identified, i.e. resources to help emerging entrepreneurs and to assist the historically disadvantaged, particularly rural black women, become successful business people and contributors to the economy.</li> <li>Mpumalanga will share these modules with all of the South African provinces.</li> </ul> <p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>North West Province officials have learned how to structure, organize, and implement activities to achieve economic development goals and have successfully implemented trade and investment missions and trade shows, established partnerships to strengthen SMEES and academic training, and have identified trade opportunities.</li> <li>All of these initiatives contribute to</li> </ul>	<p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>Free State officials have gained an understanding of mechanisms for strengthening exports; effective use of market intelligence; market selection; and international finance. They have gained an understanding of policies and programs to strengthen economic development including co-operatives and co-operative development; the neighbourhood development program; small business development and economic support. They have also gained an understanding of policies and programs that can be used to strengthen tourism including tourism market and research; product development; and tourism skill requirements.</li> <li>Through tourism, job opportunities are being created, Black Economic Empowerment is practiced and awareness programs are done aggressively.</li> <li>Free State province is working to strengthen support of emerging tour operators by the larger tour operators.</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>The Canadian film industry has sent representatives to the 2003 film festival in South Africa.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Limpopo organized an Investor's Conference that was attended by representatives of several Canadian mining companies.</li> <li>Limpopo facilitated sending a delegation from the business community, Trade and Investment Limpopo, elected officials, senior municipal government officials, and representatives of the University of the North to a conference on mining development in Sudbury, Ontario. As a result of attendance at this conference</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Economic development training resources are developed, tested, approved and published.</li> <li>Economic development and investment development projects are identified and several initiated.</li> <li>Film office meets international standards of best practice. Linkages established between the South African and Canadian film industries.</li> <li>Strengthened economic development competencies.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Gauteng identified the need to develop a film office and a film industry as a means of economic development, job creation, and poverty reduction and needed assistance in establishing standards, identifying expertise, and building linkages.</li> <li>Limpopo, the Free State and the North West province identified the need for developing expertise in seeking investment and trade including the effective use of public sector instruments such as trade missions and shows and investors conferences.</li> <li>The Free State identified tourism development and the empowerment of Black entrepreneurs as an aspect of their economic development strategy that needed strengthening.</li> <li>Mpumalanga identified a need for training materials to support their initiatives in community economic development including their newly created Premier's Economic Development For a.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Premier's Economic Development Fora</li> <li>MECs &amp; HODs of Economic Development, Local Government, Agriculture, Rural Development, the Film Industry, Traditional Leaders</li> <li>Other spheres of government - local government, newly established municipalities, the national government, traditional leaders</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: economic development.</li> </ul> <p><b>Activities:</b></p> <p>4.3.303. GPG – OPG Establishing contacts and linkages in the film industry to foster joint ventures and support economic development, a pillar of the poverty reduction strategy.</p> <p>4.3. 603 a. MPG – APG Researching and writing community economic development training modules.</p> <p>4.3. 603 b. MPG – APG Pilot testing and revising the training modules.</p> <p>4.3.803 a. NWPG – MANPG Study tour to identify opportunities for economic development</p> <p>4.3.303.b. NWPG – MANPG On site training and competency building in the use of economic development instruments.</p> <p>4.3.303. c. NWPG – MANPG On site work assignment to provide coaching, mentoring, and support in the application of economic development instruments.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>The Manitoba Government funded much of the work related to trade development and facilitated linkages with key role players in Manitoba.</li> <li>Limpopo used opportunities through connections it</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short - Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.3 Strengthened provincial and community economic development (service delivery)	Resources	Project: \$ 64,000	In Kind: \$ 225,000
provincial economic development and investment in the province.	<p>twinning relationships have been established between the Municipality of Sudbury and the Municipalities of Sekhukune and Mokopane.</p> <ul style="list-style-type: none"> <li>Some Canadian mining companies have entered into agreements with the Municipality of Mogalakwena to assist in developing the mining industry in the province.</li> </ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>The community economic development modules have been pilot tested and are ready for use as train the trainer resources. They are being finalized for publication and placement on the Twinning Project's website.</li> <li>The Canadian South African Business Women's Association has been reinvigorated as a spin-off of the work done on the economic development modules.</li> </ul> <p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>Through a "learn to do by doing approach" in the organization and implementation of trade missions and trade shows, NWPG officials have learned from Manitoba officials how to structure, organize and implement activities to achieve marketing, investment and economic development goals.</li> <li>Two successful trade missions and investment trade shows have been held.</li> <li>Specific projects that Manitoba businesses would be interested in discussing with the North West Province were identified.</li> <li>A partnership has been established with the Manitoba Small Business Support Centre with this Centre providing support in developing research capacity into specific sectors of interest to the North West Province's SMEs.</li> </ul>		made in Ontario to establish and develop linkages.

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short - Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.3 Strengthened provincial and community economic development (service delivery)	Resources	Project: \$ 64,000	In Kind: \$ 225,000
	<ul style="list-style-type: none"> <li>The Business and Graduate Schools of the two provinces' universities are working together on programs that support economic development.</li> </ul>		



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.4 Strengthened capacity to address the HIV/AIDS pandemic</b>	Resources	Project: \$ 87,000	In Kind: \$ 135,000
<p><u>Eastern Cape:</u></p> <ul style="list-style-type: none"> <li>The Eastern Cape has developed a multi-pronged approach to addressing the HIV/AIDS pandemic in collaboration with all spheres of government, NGOs and donors, including British Columbia. The Eastern Cape has determined that British Columbia should support the information analysis and interpretation functions in order to provide information needed for the co-ordination of activities within government and the rollout of the implementation plan.</li> <li>The Eastern Cape has established an Epidemiology and Research Unit, recruited staff for the new positions and sent two officials to British Columbia to receive an orientation into the scope of responsibility of the unit and the specific responsibilities of positions within the unit. The two provinces have shared knowledge required to implement a provincial TB, STD, and HIV/AIDS strategy and the Eastern Cape officials have identified elements to incorporate into their own systems and strategies.</li> <li>British Columbia has assisted in identifying indicators, solving problems and developing skills.</li> <li>This work contributes to Canadian understanding of this disease and its prevention, control and management and contributes to global knowledge in epidemiological, clinical, pharmacological, public health,</li> </ul>	<p><u>Eastern Cape:</u></p> <ul style="list-style-type: none"> <li>The Eastern Cape has established posts to support the provincial component of the HIV/AIDS strategy and program and the roll-out of the strategy and recruited qualified staff for the posts.</li> <li>British Columbia officials have gained an understanding of the scope of the pandemic in the Eastern Cape, the provincial HIV/AIDS strategy, the major role players, and the challenges and the strengths.</li> <li>Effective working relationships have been established between the HIV/AIDS specialists of both provinces within the governments, health institutions, other donors, and the academic community.</li> <li>Working together the provinces have identified solutions to correct the disjoin between data collection and incorporation of surveillance results into program planning and evaluation and key indicators that should be added to the existing register of the DHIS to improve monitoring.</li> <li>British Columbia has provided resources to strengthen public health and epidemiology and established linkages between the two provinces pharmacy associations and pharmacists, clinicians, and ICT specialists.</li> <li>British Columbia has provided training in the retrieval of data and in the preparation, maintenance and use of reports.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Sharing of the knowledge and skills required to implement a provincial TB, STD, and HIV/AIDS strategy.</li> <li>Selection and adaptation of program components for incorporation into the HIV/AIDS strategy.</li> <li>Extraction and interpretation of public health data needed to understand the magnitude and impact of tuberculosis, sexually transmitted diseases, and HIV/AIDS and their interrelationships and the impact of interventions.</li> <li>Strengthened capacity to use the vital statistics system and reports, and strengthened epidemiological capacity, particularly the analytical capacity needed to rollout communicable disease strategies, and to support related policy and program development, implementation, and monitoring.</li> <li>Application of the information gained to rollout the provincial TB, STD, HIV/AIDS strategy and to support policy and program development and implementation.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Eastern Cape has a population of approximately 6.5-7.0 million and an estimated 10% of the population (700,000) people are currently infected with HIV/AIDS<sup>2</sup> with an anticipated growth rate of 26% compared to the previous year<sup>3</sup>. This compares to an estimated 0.40% (15,000 people) prevalence in BC. As well, the current infection rate amongst South African “economically active people” is estimated to be 21% and</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Government departments in all spheres of government.</li> <li>Recipients of government services, particularly those affected with HIV/AIDS, STDs, TB, the poor and rural residents.</li> <li>Departmental staff involved in policy development and program delivery</li> <li>All spheres of government and traditional leaders</li> <li>Public Service of the Province</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: HIV/AIDS, STDs &amp; TB prevention, management, research, etc.</li> <li>Participating Canadian provinces &amp; governments</li> </ul> <p><b>Activities:</b></p> <p>4.4.104.a. ECPG – BCPG Audit of Eastern Cape’s needs relevant to British Columbia’s capacity.</p> <p>4.4.104. b. ECPG – BCPG Study tour to British Columbia to examine policies, programs, research, and training.</p> <p>4.4.104. c. ECPG – BCPG Co-ordination with other donors and spheres of government.</p> <p>4.4. 104. d. ECPG – BCPG Study tour to strengthen data management component of HIV/AIDS rollout.</p> <p>4.4. 104. e. ECPG – BCPG Study tour to assist in establishment of new Epidemiology and Research Directorate and strengthen tracking information.</p> <p>4.1.4. 104. f. ECPG – BCPG Training in epidemiological data retrieval and report preparation.</p>

<sup>2</sup> Primary Health Care In the Eastern Cape Province, Equity Project

<sup>3</sup> Eastern Cape Provincial Administration, Policy Guidelines

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.4 Strengthened capacity to address the HIV/AIDS pandemic	Resources	Project: \$ 87,000	In Kind: \$ 135,000
population health and healthy public policy planning and management.		<p>there is recognition that most of these employees will die from HIV/AIDS related illnesses within the next 10 years<sup>2</sup>.</p> <ul style="list-style-type: none"> <li>Compounding and linked to the unfolding HIV/AIDS public health disaster is an extremely high rate of tuberculosis (about 35,000 cases per year, or 500/100,000 people). This is compared to a BC rate of about 350 cases per year (9/100,000 people).</li> <li>The Eastern Cape requested British Columbia to assist in strengthening the epidemiological component of their HIV/AIDS strategy.</li> <li>An HIV/AIDS Unit had to be created, funding obtained and officials recruited and oriented.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened provincial and community economic development is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening provincial and community economic development.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> </ul>	<p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>Delays in scheduling activities were caused by British Columbia's elections, by the time needed to create a unit and posts and to recruit appropriate officials.</li> <li>With many role players involved in the HIV/AIDS Strategy roll-out time was needed to identify BC's niche and then to gather the information, both formal and informal, needed to develop and implement an action plan.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.4 Strengthened capacity to address the HIV/AIDS pandemic	Resources	Project: \$ 87,000	In Kind: \$ 135,000
		<ul style="list-style-type: none"> <li>▪ New and/or novel approaches are acceptable to all partners.</li> <li>▪ Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>▪ Local governments, stakeholders, and the community will participate when necessary.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>▪ Lack of political and management will to implement recommendations, changes and reforms.</li> <li>▪ Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>▪ Proprietary nature of departments and silo/stovepipe mentality.</li> <li>▪ Lack of co-ordination within government and among organizations outside of government.</li> <li>▪ Lack of buy-in by key personnel or stakeholders.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>▪ Inadequate infrastructure and delivery capacity province-wide.</li> <li>▪ Fear of losing personal autonomy or influence if changes occur.</li> <li>▪ Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.4 Strengthened capacity to address the HIV/AIDS pandemic	Resources	Project: \$ 87,000	In Kind: \$ 135,000
		<ul style="list-style-type: none"> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.5 Strengthened accessibility to and delivery of government programs and services</b>	Resources	Project: \$ 87,000	In Kind: \$ 89,000
<p><u>All Provinces:</u></p> <ul style="list-style-type: none"> <li>All provinces are using multi-purpose community centres and are working with the national government to strengthen the use of these centres. They have organizing frameworks and action strategies in place to support accessibility to government programs and services.</li> <li>All of these actions contribute to improved program service to South Africans, particularly to those in rural areas and the historically disadvantaged.</li> </ul> <p><u>Limpopo and the Northern Cape</u></p> <ul style="list-style-type: none"> <li>Limpopo and the Northern Cape have reported increases in the number of multi-purpose community centres (MPCCs), the number of services provided, and improvements in the speed and simplicity of service provision.</li> <li>Limpopo has centres that participate in the national government's Gateway Project and the Northern Cape has centres that participate in the national government's Integrated Sustainable Rural Development Programme (ISRDP).</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>A service delivery unit has been established in the Office of the Premier.</li> <li>Gauteng has appointed service providers and has developed a performance measurement system and instruments and implemented them. The province undertakes regular assessments of the effectiveness of service delivery.</li> <li>The senior management forum identified specific deliverables for implementation in 2003 and 2004 and has completed several of them.</li> </ul>	<p><u>All Provinces:</u></p> <ul style="list-style-type: none"> <li>Officials attending a workshop hosted by the Northern Cape and supported by expertise from Ontario and Limpopo shared information on current efforts and gained ideas on opportunities for strengthening the use of MPCCs including skills development and services provided.</li> </ul> <p><u>Mpumalanga:</u></p> <ul style="list-style-type: none"> <li>Mpumalanga has identified practices used in Alberta's one stop centres that will strengthen the number and type of services that are provided, strengthen a client-centred approach and enhance seamless government.</li> <li>Northern Cape:</li> <li>The Northern Cape has established several MPCCs and has obtained approval and funding to increase the number.</li> <li>The goal of ensuring that services are accessible within a radius of 10 kilometres has been set.</li> <li>Adding an economic development arm to the MPCCs has further strengthened service delivery and poverty alleviation initiatives.</li> <li>The Northern Cape is reviewing the services provided by staff in the multi-purpose community service centres with a view to strengthening multiple skills.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Attitudinal changes in which public servants view government from the outside in and seek to simplify government for residents and be more responsive to the needs of residents.</li> <li>An organizing framework and action strategy are in place to support accessibility to government programs and services.</li> <li>Provincial governments have a range of mechanisms in place for enhancing and simplifying accessibility to government programs and services.</li> <li>The number of Multi-Purpose Community Centres (MPCCs) increases, the number of services provided increases, and the speed and simplicity of service provision improves.</li> <li>Specific improvements in the MPCCs regarding: the use of ICT, effective use of human resources, quantity and quality of information provided, seamless government, customer service, and evaluation.</li> <li>Identification of specific measures to reduce red tape and reform regulation.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>One of the policies of government is to improve service delivery through the increase in MPCCs and the increase in the effectiveness and efficiency of service delivery via MPCCs.</li> <li>Most provinces have some MPCCs but need to strengthen them and increase the number of them.</li> <li>Batho Pele is a policy of all spheres of government and practical application of client-centred service delivery needs strengthening.</li> <li>Reduction of red tape and making it easier for residents to work with government is a priority.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Public Service of the Province</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: program delivery</li> </ul> <p><b>Activities:</b></p> <p>4.5.305. a. GPG – OPG. Study tour of Director General and senior officials to Ontario to identify best practices.</p> <p>4.5.305. b. GPG – OPG. Seminar in Gauteng on client centred service delivery.</p> <p>4.5.305. c. GPG – OPG. On site assistance in applying service delivery principles</p> <p>4.5.305. d. GPG – OPG. Professional advice in Gauteng on effective use of MPCCs.</p> <p>4.5.405. KZNPG – NCPG, OPG Participation in Northern Cape Workshop on MPCCs.</p> <p>4.5.505. a. LPG – OPG Study tour to Ontario to examine Ontario's one-stop service centres.</p> <p>4.5.505. b. LPG – OPG, IPAC Red Tape Conference</p> <p>4.5.505. c. LPG – OPG Seminar and study tour in Limpopo on client centred service delivery.</p> <p>4.5.505. d. LPG – NCPG, OPG Participation in Northern Cape Workshop on MPCCs.</p> <p>4.5.505 e. LPG – Other RSA Provinces Presentations on MPCCs and client-centred service delivery</p> <p>4.5.505. f. LPG – PEIPG Study tour in Limpopo on using ICT to strengthen MPCCs.</p> <p>4.5.605. MPG – APG Study tour to Alberta to examine using MPCCs to strengthen seamless government.</p> <p>4.5.705. a. NCPG – NBPG Work assignment in Northern Cape to examine options for strengthening MPCCs.</p>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.5 Strengthened accessibility to and delivery of government programs and services</b>	Resources	Project: \$ 87,000	In Kind: \$ 89,000
<ul style="list-style-type: none"> <li>Gauteng developed and implemented a conceptual framework and process map for recognizing excellent performance amongst employees based on service delivery standards. All departments are participating in the excellence awards.</li> <li>Gauteng commissioned a review of departmental service standards with a view to quality assurance and Batho Pele compliance.</li> <li>The Office of the Premier and the Department of Health collaborated in the development and implementation of a "People Speak Survey" that examined people's perceptions of the quality of health services. The results were analyzed and tabled as a report to senior management and have been used in the development of the government's mid-term review and strategic planning processes.</li> </ul> <p><u>Limpopo:</u></p> <ul style="list-style-type: none"> <li>Limpopo has established a provincial committee for MPCCs that includes nine provincial departments as well as national departments to provide oversight.</li> <li>At the district level Limpopo has involved municipalities, CBOs, NGOs and traditional leaders.</li> <li>It has established a Management Committee for MPCCs that is comprised of the Premier's Office, SITA, GCIS, SAPS and Public Works.</li> <li>The government has obtained funding from the national and provincial governments and the private sector for the MPCCs.</li> <li>Limpopo has established six functional MPCCs in three districts, is in the process of activating another three</li> </ul>		<p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened accessibility to government programs and delivery of government programs and services is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening provincial and community economic development.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms.</li> <li>Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>Proprietary nature of departments and</li> </ul>	<p>4.5.705. b. NCPG – OPG Northern Cape hosted a workshop for all provinces on effective use of MPCCs. 4.5.705 c. NCPG – Other South African Provinces Northern Cape made presentations on their use of MPCCs, results, lessons learned and the way forward.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.5 Strengthened accessibility to and delivery of government programs and services</b>	Resources	Project: \$ 87,000	In Kind: \$ 89,000
<p>centres, and has plans for adding one centre per municipality in the short term and one centre per district in the longer term.</p> <ul style="list-style-type: none"> <li>▪ Limpopo is exploring multi-skilling front line staff as a means of enhancing service delivery.</li> <li>▪ Limpopo has begun introducing the multi-channelling, single window, life triggering events approach in one centre.</li> <li>▪ Limpopo has examined Prince Edward Island's use of ICT to strengthen service delivery through MPCCs and is identifying aspects that it can use.</li> <li>▪ To address the policy objectives of addressing poverty, empowerment of citizens, job creation, and gender equality, Limpopo's centres offer a variety of government services, development services and skills training. Many of the programs and services specifically address the needs of women, provide essential services for them, and strengthen women's knowledge and skills so that they can become more financially independent. Health and Welfare, Home Affairs and the South African Police Services provide mobile services from the centres. In addition to routine transactional services, the MPCCs offer government information, municipal services, community development, youth services, primary health care, adult basic education, child care, computer training, skills development in gardening, poultry production, and sewing.</li> <li>▪ Monitoring and evaluation of Limpopo's MPCCs are done regularly</li> </ul>		<p>silos/stovepipe mentality.</p> <ul style="list-style-type: none"> <li>▪ Lack of co-ordination within government and among organizations outside of government.</li> <li>▪ Lack of buy-in by key personnel or stakeholders.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>▪ Inadequate infrastructure and delivery capacity province-wide.</li> <li>▪ Fear of losing personal autonomy or influence if changes occur.</li> <li>▪ Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.5 Strengthened accessibility to and delivery of government programs and services</b>	Resources	Project: \$ 87,000	In Kind: \$ 89,000
<p>including monthly and quarterly meetings and reports. Limpopo has taken several decisions to strengthen the province's multi purpose community centres. The one-stop concept is being expanded to other aspects of government including educational centres, youth centres, and communications centres.</p> <ul style="list-style-type: none"> <li>Client surveys have been completed and while the results indicate that clients are satisfied with the services provided, the results are scrutinized and used to strengthen service delivery.</li> <li>Limpopo is strengthening the knowledge base in South Africa re: enhancing accessibility via sharing of learning and experience: Limpopo officials have made presentations on enhanced accessibility at Batho Pele Days in Mpumalanga, the SMS Conference in the Eastern Cape, the Project sponsored workshop on Accessibility in the Northern Cape, and the Project-sponsored Conference on Best Practices in the Western Cape. The Director General has had an article on this subject published in Service Delivery Review, Vol. 2. No. 3 and the Manager of MPCCs has had his presentation at the Best Practices Conference published in the conference proceed. Limpopo also organized a workshop on using ICT to enhance service delivery with resources provided by Prince Edward Island.</li> <li>Ms. Clara Masinga, one of the pioneers of MPCCs in Limpopo, has been recognized for her leadership with the Order of the Baobab, one of the country's highest honours.</li> </ul>			



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.6. Strengthened safety and security</b>	Resources	Project: \$0	In Kind: \$10,000
<p><u>KwaZulu Natal and Limpopo:</u></p> <ul style="list-style-type: none"> <li>Limpopo's Department of Local Government and Housing has established disaster management centres in all of the district municipalities and updated its disaster management plans.</li> <li>KwaZulu Natal has updated and strengthened its disaster management plans.</li> <li>Up to date, comprehensive disaster planning ensures that provinces are in a state of readiness when emergencies arise.</li> </ul>	<p><u>KwaZulu Natal and Limpopo:</u></p> <ul style="list-style-type: none"> <li>KwaZulu Natal has established contacts with Alberta on strengthening disaster management.</li> <li>Limpopo has established contacts with New Brunswick that assist them strengthen disaster management.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Disaster management plans are in place.</li> <li>Disaster management centres are in place.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Some disaster management plans must be strengthened to effectively respond to emergencies and meet current standards.</li> <li>More disaster management centres were required in Limpopo.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened disaster management is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening disaster management.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will provide advice as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Department of Local Government and Local Governments</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: program delivery</li> </ul> <p><b>Activities:</b></p> <p>4.6. 402. KZNPG – APG Professional advice on strengthening emergency planning. LPG – NBPG Activities were arranged directly between Limpopo and New Brunswick as a result of contacts facilitated through twinings.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.6. Strengthened safety and security	Resources	Project: \$0	In Kind: \$10,000
		<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>▪ Lack of political and management will to implement recommendations, changes and reforms.</li> <li>▪ Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>▪ Proprietary nature of departments and silo/stovepipe mentality.</li> <li>▪ Lack of co-ordination within government and among organizations outside of government.</li> <li>▪ Lack of buy-in by key personnel or stakeholders.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation can begin.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.7 Strengthened accessibility to education</b>	Resources	Project: \$ 22,000	In Kind: \$ 25,000
<u>Northern Cape:</u> <ul style="list-style-type: none"> <li>Work currently underway in the Northern Cape, in collaboration with the national government, New Brunswick and Finnish Aid, will strengthen education policies, strategies and programs related to inclusive education.</li> <li>Training and support programs are being developed to support successful introduction of inclusive education and strategies are being developed to involve parents</li> <li>Awareness campaigns are being launched to enhance public knowledge and understanding. Over time, inclusion of children with disabilities in regular classrooms will provide opportunities for these children to not only receive education, but receive education while still being able to live with their families and in a normal environment.</li> </ul>	<u>Northern Cape:</u> <ul style="list-style-type: none"> <li>Northern Cape officials responsible for implementing inclusive education have gained a more comprehensive understanding of the practical dimensions of introducing inclusive education in regular classrooms and the supports that governments must provide.</li> <li>A plan to train teachers on the principles and implementation of inclusive education is being formulated. As well, work is underway to assist parents become more actively involved in inclusive education in their schools and communities. Seminars and workshops are being organized to create more awareness, strengthen key role players' understanding, and build support for inclusive education policy, programs and budgets.</li> <li>The Northern Cape is working with the National Government to strengthen education policies, strategies and programs related to inclusive education.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Officials understand the scope of inclusive education and the policy and program requirements.</li> <li>Policies are developed to support the introduction of inclusive education.</li> <li>Teams are trained to introduce inclusive education.</li> <li>Technical skills are strengthened.</li> <li>Inclusive education is successfully introduced into some regular classrooms and supported by appropriate policies and trained specialists.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Implementation of inclusive education is government policy.</li> <li>The Northern Cape has been working with Dr. Porter of New Brunswick in conjunction with the National Government and Finnish Aid to prepare the provinces for implementation of the policy.</li> <li>The Northern Cape needed to examine the application of inclusive education by those who are using it in order to develop operational policies, training programs, and support systems.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened inclusive education is a priority of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening inclusive education.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>MEC &amp; HOD of Departments Responsible for Education and school systems</li> </ul> <p><b>Activities:</b> 4.7. 707. NCPG – NBPG Study tour to New Brunswick to examine inclusive education policies, implementation, and support systems.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.7 Strengthened accessibility to education	Resources	Project: \$ 22,000	In Kind: \$ 25,000
		<p>will accept recommendations, changes and reforms.</p> <ul style="list-style-type: none"> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms.</li> <li>Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>Proprietary nature of departments and silo/stovepipe mentality.</li> <li>Lack of co-ordination within government and among organizations outside of government.</li> <li>Lack of buy-in by key personnel or stakeholders.</li> <li>South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>Inadequate infrastructure and delivery capacity province-wide.</li> <li>Fear of losing personal autonomy or influence if changes occur.</li> <li>Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>South African provinces needs for expertise</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.7 Strengthened accessibility to education	Resources	Project: \$ 22,000	In Kind: \$ 25,000
		<p>and support are greater than can be provided on a short-term, voluntary basis.</p> <ul style="list-style-type: none"> <li>▪ Dissemination of information does not occur.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.8 Strengthened health, social services, and social capital</b>	Resources	Project: \$ 97,000	In Kind: \$ 168,000
<p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>The Free State has implemented a district health system and has shared the lessons it has learned through this experience and the model it has established with other provinces in presentations and in an article in the Twinning Project's newsletter.</li> <li>The Restorative Justice model introduced in the Free State is protecting children's rights, managing youth offenders more humanely, providing youth offenders with rehabilitation opportunities and essential skills, and reducing the number of repeat offenders.</li> <li>Other South African provinces and international role players recognize the Restorative Justice Model as the best model available for Africa partly because it has been adapted and perfected for the African context. The Free State has published an article on this program in the Twinning Project's newsletter and provided orientations to a variety of officials on this model.</li> </ul> <p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>In the North West Province a concept paper on Healthy Child Policy has been developed and is ready for review by decision-makers.</li> <li>Training models for <i>Early Childhood Development</i> and <i>Prenatal and Postnatal Care for Children and Mothers</i> have also been developed.</li> <li>This pioneering work contributes to a greater appreciation of children and understanding of their needs.</li> <li>This work supports the work on sustainable development through its development of healthy child indicators.</li> </ul>	<p><u>Free State:</u></p> <ul style="list-style-type: none"> <li>The Free State Government has provided resources to increase the number of facilities for youth in conflict with the law and to build a facility for girl offenders.</li> <li>Work is underway to further strengthen restorative justice for youth in conflict with the law by borrowing Canadian First Nations' approaches that include elders in programming and that include strengthening families.</li> </ul> <p><u>Gauteng:</u></p> <ul style="list-style-type: none"> <li>The Minister of Health and several officials have an understanding of Ontario's health ministry, health structures, and health policies and programs, particularly those that have similarities to ones needed in Gauteng.</li> </ul> <p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>EXCO has designated the Department of Education as the lead department in the preparation of healthy child indicators and identified the cluster committees that would provide political oversight.</li> <li>An interdepartmental committee that includes the Departments of Health, Social Services, Arts, Culture, and Sports has been established. The terms of reference for this committee have been finalized and approved.</li> <li>The interdepartmental committee has gained an understanding of child-centered public policy, and the benefits, requirements, and processes involved in developing healthy child policy and provincial healthy child indicators. It has also received a draft concept paper and two training models.</li> </ul> <p><u>Western Cape:</u></p> <ul style="list-style-type: none"> <li>Opportunities and methods for incorporating social capital into policy and programs have</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Relevant health programs and healthy child public policy and healthy child indicators are in place.</li> <li>Restorative justice programs to address the needs of children in conflict with the law are being refined and strengthened.</li> <li>Social capital initiatives are identified and built into planning.</li> </ul> <p><b>Baseline Data:</b></p> <ul style="list-style-type: none"> <li>Provinces do not have a dedicated healthy child policy or a full spectrum of healthy child indicators.</li> <li>The Free State's Restorative Justice Program and district health system are models that can be shared with other provinces and countries and are still being strengthened through application of knowledge gained in Saskatchewan.</li> <li>Policy and programming on social capital development are required.</li> <li>Health programming needs to be strengthened to reach more residents.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened health policies and programs, social services and social capital are priorities of all spheres of government.</li> <li>Senior Management's and cabinet's approval of strengthening health policies and programs, social services and social capital.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; EXCO</li> <li>MEC, HOD and Officials of Departments Responsible Health, Social Development, and Other Aspects of Social Policy</li> </ul> <p><b>Activities:</b></p> <p>4.8. 208. FSPG – SKPG Resource on Restorative Justice Program for Young Offenders for all South African provinces including a presentation at the Best Practices Conference.</p> <p>4.8.308. GPG – OPG Working visit of Gauteng's minister of Health and senior officials to Ontario to examine Ontario's health policies, programs and services.</p> <p>4.8.808 a. NWPG – MANPG Study tour to NWPG to provide advice on health and food policy and programs.</p> <p>4.8.808. b. NWPG – MANPG Study tour and workshops in North West Province on Healthy Child Policy.</p> <p>4.8.808. c. NWPG – MANPG Work assignment in Manitoba on healthy child policy.</p> <p>4.8.908. WCPG – OPG Study tour and work assignment on identifying options for strengthening social capital and incorporating social capital into government policy.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>None</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
<b>4.8 Strengthened health, social services, and social capital</b>	Resources	Project: \$ 97,000	In Kind: \$ 168,000
<p><u>Western Cape:</u></p> <ul style="list-style-type: none"> <li>Elements of strengthening social capital and examples of opportunities for incorporating this strengthening are incorporated into the Western Cape's policies and programs.</li> <li>This strengthening assists South Africans identify the “glue” that holds societies together and fosters the social cohesion necessary to healthy, productive, societies.</li> </ul>	<p>been identified and built into strategic and operational plans.</p>	<ul style="list-style-type: none"> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul> <p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>Lack of political and management will to implement recommendations, changes and reforms.</li> <li>Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>Proprietary nature of departments and silo/stovepipe mentality.</li> <li>Lack of co-ordination within government and among organizations outside of government.</li> <li>Lack of buy-in by key personnel or stakeholders.</li> <li>South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>Inadequate infrastructure and delivery capacity province-wide.</li> <li>Fear of losing personal autonomy or influence if changes occur.</li> <li>Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> </ul>	

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Short Term Provincial Results (Outputs)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.8 Strengthened health, social services, and social capital	Resources	Project: \$ 97,000	In Kind: \$ 168,000
		<ul style="list-style-type: none"> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars .</li> </ul>	



Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.9 Strengthened quality of life through cultural development and outreach	Resources	Project: \$ 12,000	In Kind: \$ 55,000
	<p><u>North West Province:</u></p> <ul style="list-style-type: none"> <li>Funding was secured for provision of classes and coaching by the Royal Winnipeg Ballet.</li> <li>Tutorial classes in ballet have been developed for youth of the North West Province. Two senior teachers from the Royal Winnipeg Ballet School staff traveled to South Africa to teach dance from January 24 to February 17, 2004. Classes in ballet, pointe technique and variations, modern, creative movement and conditioning were provided in rural communities in the North West.</li> </ul>	<p><b>Performance Indicators:</b></p> <ul style="list-style-type: none"> <li>Cultural outreach initiatives are identified.</li> <li>Resources are secured to undertake one or more initiatives.</li> <li>One or more initiatives are implemented.</li> </ul> <p><b>Baseline Data</b></p> <ul style="list-style-type: none"> <li>Historically disadvantaged communities and youth often are deprived of cultural experiences and exposure to international performers that are available to those in urban areas.</li> </ul> <p><b>Assumptions:</b></p> <ul style="list-style-type: none"> <li>Strengthened quality of life through cultural development and outreach is a priority of governments.</li> <li>Senior Management's and cabinet's approval of strengthening quality of life through cultural development and outreach.</li> <li>South African provinces are willing to introduce changes.</li> <li>Canadian provinces will make available the necessary practitioners as required.</li> <li>Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>Public servants have a positive attitude and will accept recommendations, changes and reforms.</li> <li>Public servants will be held accountable for the successful implementation of ideas and changes.</li> <li>New and/or novel approaches are acceptable to all partners.</li> <li>Sufficient capacity has been built at the individual, group and organizational level for knowledge to be retained, applied and replicated.</li> <li>Local governments, stakeholders, and the community will participate when necessary.</li> </ul>	<p><b>Reach:</b></p> <ul style="list-style-type: none"> <li>Office of the Premier/ Director General</li> <li>Premier &amp; Cabinet</li> <li>Local communities</li> <li>Residents of the province</li> <li>Officials whose competencies are strengthened re: international cultural exchanges</li> </ul> <p><b>Activities:</b></p> <p>4.9. 809. a. NWPG – MANPG Securing financial resources for cultural program for rural communities.</p> <p>4.9. 809. b. NWPG – MANPG Workshops and seminars in rural communities by Royal Winnipeg Ballet.</p> <p><b>Variance:</b></p> <ul style="list-style-type: none"> <li>The Manitoba and North West Province had to secure funding for the Royal Ballet's study tour to South Africa before it could take place.</li> </ul>

Appendix R. Work Plans and Results of the Canada South Africa Provincial Twinning Project			
Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)	Medium Term Provincial Results (Outcomes)
4.9 Strengthened quality of life through cultural development and outreach	Resources	Project: \$ 12,000	In Kind: \$ 55,000
		<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>▪ Lack of political and management will to implement recommendations, changes and reforms.</li> <li>▪ Dealing with issues/strategies/ and changes that require long-term time frames but are expected to be implemented fully with substantive results in the short and medium term.</li> <li>▪ Proprietary nature of departments and silo/stovepipe mentality.</li> <li>▪ Lack of co-ordination within government and among organizations outside of government.</li> <li>▪ Lack of buy-in by key personnel or stakeholders.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation can begin.</li> <li>▪ Inadequate infrastructure and delivery capacity province-wide.</li> <li>▪ Fear of losing personal autonomy or influence if changes occur.</li> <li>▪ Canadian practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants.</li> </ul>	

Source: Compiled from information identified in workshops, in written and oral activity plans and reports, in annual reports, in debriefings and discussions, in planning meetings, in financial reports and expense statements, and in calculations of in-kind contributions.



Appendix S. Activity Planning Form (Specific Activity)	
<b>Province:</b> South African or Canadian	
<b>Key Result Area:</b>	
<ul style="list-style-type: none"> <li>One of the key result areas of the Twinning Project as a whole</li> </ul>	
<b>Main Purpose of and Rationale for the Activity:</b>	
<ul style="list-style-type: none"> <li>Strategic importance of the activity and overall goal of the South African provincial government.</li> </ul>	
<b>Objectives of Activity:</b>	
<ul style="list-style-type: none"> <li>Specific objectives to be achieved in this activity.</li> </ul>	
<b>Expected Achievements from the Specific Activity:</b>	
<ul style="list-style-type: none"> <li>Specific aspects of knowledge to be gained.</li> <li>Specific ways the new knowledge may be applied.</li> <li>Specific competencies to be strengthened.</li> </ul>	
<b>Short Term Results or Outputs (From Work Plan)</b>	<b>Long-Term Results or Outcomes (From Work Plan)</b>
<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>Type of Activity:</b>	
<ul style="list-style-type: none"> <li>Study tour, working visit, technical advice, internship, virtual twinning, etc.</li> </ul>	
<b>Duration of Activity:</b>	<b>Time Frame:</b>
<ul style="list-style-type: none"> <li>Number of days or weeks</li> </ul>	<ul style="list-style-type: none"> <li>Specific dates</li> <li>If some individuals are participating in only parts of the activity, indicate this.</li> </ul>
<b>Schedule:</b>	
<ul style="list-style-type: none"> <li>Departure dates from home country and return dates to home country.</li> <li>Dates of days to be spent in specific locations.</li> </ul>	
<b>Name(s) and Positions of Participants:</b>	
<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>Provincial Co-ordinator:</b>	
<hr/> South African	<hr/> Canadian
<b>Approval of Project Manager:</b>	
Signature	Date

Source: Twinning Project's *Policies and Procedures Manual*.



<b>Appendix T. Format for Reports of Activities (After the Activity)</b>
<b>Introduction</b>
<ul style="list-style-type: none"> <li>Context for the activity.</li> </ul>
<b>Participants</b>
<ul style="list-style-type: none"> <li>Final list of participants with their correct job titles. If the provincial co-ordinator or deputy co-ordinator participated, indicate this, in addition to their work titles.</li> <li>If the delegation included individuals who were not sponsored by the project, include their names and the nature of their involvement.</li> </ul>
<b>Purpose and Objectives</b>
<ul style="list-style-type: none"> <li>List (same as in the activity plan)</li> <li>Include any objectives that were modified, added or clarified</li> </ul>
<b>Process</b>
<ul style="list-style-type: none"> <li>How the activity was structured.</li> </ul>
<b>Discussion</b>
<ul style="list-style-type: none"> <li>Key issues and challenges identified.</li> <li>Baseline data.</li> <li>If a follow-up visit or audit, status of specific components.</li> <li>Opportunities identified for interaction and support.</li> </ul>
<b>Conclusions</b>
<ul style="list-style-type: none"> <li>Decisions regarding actions that can be taken.</li> <li>The goals targeted, and the anticipated benefits.</li> <li>If appropriate, recommendations</li> </ul>
<b>Next Steps</b>
<ul style="list-style-type: none"> <li>Specific activities to be undertaken and general time frames.</li> </ul>
<b>Appendices</b>
<ul style="list-style-type: none"> <li>Detailed Activity Plan</li> <li>Detailed Itinerary of Meetings, Interviews, Presentations, Workshops, Etc. that took place during the activity.</li> <li>Detailed Implementation Plan</li> <li>Other Relevant Information, Data, Etc. (E.g. address lists of key contacts)</li> </ul>

Source: Twinning Project's *Policies and Procedures Manual*.



Appendix U. Communications Plan for the Canada South Africa Provincial Twinning Project																			
Client/Stakeholder and Nature of Interest	Communication Methods <sup>1</sup>																		
	Visual Identity	Contextual Information	Briefing Binders	Progress Report	Financial Report/ Budget	Work Plans	Personal Visits	Mail, Email, Fax Phone,	Newsletter	Provincial Government Media	Steering Committee Directives	Minutes of Relevant Meetings	Formal Agreements	IPAC Newsletter	IPAC Journal	IPAC Website	Procedures Manual	Brochures, Fact Sheets	Workshops
<i>All Who Come into Contact with the Project</i> - A visual identity conveys a professional image that differentiates this project from other programs and projects and from the other activities of IPAC. Its colours and the IPAC logo tie it to IPAC but the use of the tag line and the Canadian and South African flags clearly identify all of the partners.																X		X	X
<i>President of RSA</i> - The initial relationship between RSA and Canada was established at the highest level of the RSA government.	X															X			
<i>PM of Canada</i> - The initial relationship between RSA and Canada was established at the highest level of the Canadian government.	X															X			
<i>CIDA – President</i> - The CIDA President is accountable to the Government of Canada for allocation of international development resources.	X								X							X			

<sup>1</sup> In most instances the Project Manager will communicate with the audience/stakeholder using the methods identified. Provincial Co-ordinators will be responsible for extending this communication to relevant officials, groups, and individuals within their own provinces. IPAC's Executive Director and Director of International Programs are responsible for formal communication with CIDA. Formal communication with the RSA National Department of Finance and RSA Public Service Commission should follow official channels and be done under the authority of the Steering Committee and by the Executive Director of IPAC, the Director of IPAC's International Program or the Project Manager.



# Appendix U. Communications Plan for the Canada South Africa Provincial Twinning Project

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<i>CIDA- Hull Office</i> - IPAC is accountable to the CIDA office in Hull.	X			X	X	X	X	X	X		X	X	X			X		X		X			X
<i>CIDA - Pretoria Office</i> - The CIDA office in Pretoria needs to know what activities Canadian projects are engaged in, in RSA and how and whether they are achieving their goals.	X			X		X	X	X	X		X	X	X			X		X		X			X
<i>IPAC – Executive Director</i> -The IPAC Executive Director is accountable to both IPAC and CIDA for progress on international initiatives.	X	X		X	X	X	X	X	X		X	X	X	X	X	X		X		X			X
<i>IPAC – Director, International Programs</i> The IPAC Director of International Programs is responsible for managing IPAC’s involvement in international initiatives.	X	X		X	X	X	X	X	X		X	X	X	X	X	X	X	X		X			
<i>IPAC – Chair of International Programs Committee &amp; Committee</i> The Chair is accountable to the IPAC Board for the IPAC International Program.	X			X				X	X					X	X	X		X					
<i>IPAC President &amp; Board-</i> The Board is accountable to the membership for its international initiatives and their value.	X													X	X	X							
<i>IPAC Regions</i> - IPAC regions are interested in all programs and activities that IPAC is engaged in and lessons that can be learned by IPAC members.	X															X					X		

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<i>IPAC Members</i> - IPAC members are interested in the application of public administration wherever it occurs and in potential opportunities for sharing their expertise.	X													X	X	X							
<i>High Commissioner of Canada</i> - The Canadian High Commissioner is keenly interested in all activities that Canada is involved in that assist RSA and takes a personal interest in this project.	X						X		X							X		X					
<i>High Commissioner of RSA</i> - The RSA High Commissioner is keenly interested in all activities that Canada is involved in that assist RSA and has a personal interest in this project.	X						X		X							X		X					
<i>Premiers of Twinned Provinces, RSA</i> - Premiers must support their province’s involvement in the project before it can proceed in their province.	X						X			X			X			X		X					
<i>Premiers of Twinned Provinces, Canada</i> - Premiers must support the province’s involvement in the project before officials can participate.	X						X			X			X			X		X					
<i>Premiers of Non-Twinned Provinces, RSA</i> - The project seeks to strengthen capacity in all RSA provinces and their officials may be participating in activities of the project.	X															X		X					

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<b>Premiers of Non-Twinning Provinces, Canada</b> - Canadian provinces may be involved in bilateral work in RSA or other African countries and it is useful to know that this project has a presences in RSA and may be a source of information.	X															X		X
<b>EXCOs of Twinning Provinces, RSA</b> - EXCOs must understand the niche that this project fills relative to the efforts of the national government and other donors and support their province's involvement. As well, activities will be undertaken in some of their departments and their support of changes introduced is critical.	X						X			X						X		X
<b>Cabinets of Twinning Provinces, Canada</b> - Ministers appreciate knowing what international activities their governments are involved in. Ministers are often called upon to serve as resource people or to host events related to the project and need to be aware of its purposes and how they relate to their province and their departments.	X						X			X						X		X
<b>National Department of Finance, RSA</b> -The National Department of Finance is responsible for overseeing donor activities in RSA and ensuring that they are aligned with RSA's priorities.	X			X			X		X							X X		

**Appendix U. Communications Plan for the Canada South Africa Provincial Twinning Project**

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<i>PSC, RSA</i> - The RSA PSC is responsible for policies, programs and initiatives that affect the performance of and/or build capacity in the public service.	X			X			X		X						X		X						
<i>DGs, Twinned RSA Provinces</i> - The DGs are responsible for determining the priorities for their own provinces respecting this project and co-ordinating within their own provinces donor support.	X			X		X	X	X	X	X		X	X	X	X		X					X	
<i>Cabinet Secretaries and DMs of IGR, Twinned Canadian Provinces</i> -The Cabinet Secretaries and DMs are responsible for determining which countries a province will work with and the nature of involvement. As well, the Cabinet Secretary usually is responsible for the public service and the use of public servants in activities not directly related to their day-to-day work.	X			X		X	X	X	X	X		X			X		X					X	
<i>Provincial Co-ordinators, RSA</i> - The Provincial Co-ordinators are responsible for understanding and communicating the purpose of the project within their own public service and managing the activities of the project within their own government.	X	X		X		X	X	X	X	X		X			X	X	X	X					
<i>Provincial Co-ordinators, Canada</i> - The Provincial Co-ordinators are responsible for understanding and communicating the purpose of the project within their own public service and managing the activities of the project within their own government.	X	X		X		X	X	X	X	X		X			X	X	X	X					

**Appendix U. Communications Plan for the Canada South Africa Provincial Twinning Project**

Client/Stakeholder  and  Nature of Interest	Communication Methods <sup>1</sup>																						
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<i>Key Officials, Non-Twinned Provinces</i> – Key officials, particularly in RSA, may be interested in specific aspects of the project and wish to receive information or be involved in activities.	X								X							X		X	X				
<i>Participants in Activities in the Work Plans</i> – Need to know the context in which they are working, information about the project, and information specific to the assignment.	X	X	X			X			X							X		X					
<i>PSC, Twinned Canadian Provinces</i> -The PSCs of Canadian provinces are often concerned with strengthening the competencies of public servants, including the competencies required to work in global and cross-cultural situations.	X								X							X		X					
<i>Project Steering Committee</i> -The Steering Committee provides policy direction to the Project Manager	X			X	X	X		X	X		X	X				X	X	X		X			
<i>RSA Provincial Management Capacity Building Board</i> - This Board reviews all matters, including donor contributions, and how resources available can best be used to strengthen all RSA provinces.	X			X		X	X	X	X		X					X		X					
<i>Canadian Forum</i> - This Forum is used to share information among the Canadian provinces on the project and activities underway and to provide recommendations to the Steering Committee and Project Manager.	X			X		X	X	X			X	X				X		X					
<i>RSA Forum</i> - This Forum is used to share information among RSA provinces on the project and activities underway and to provide recommendations to the RSA Provincial Management	X			X		X	X	X			X	X				X		X					

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Capacity Building Board and to the Project Manager.																			
<b>HODs of Twinned RSA Provinces</b> - HODs, particularly those whose departments are participating in project activities, are interested in the use of Canadian resources to introduce innovations and to build capacity within their government.	X	X					X		X							X		X	
<b>HODs of Twinned Canadian Provinces</b> - HODs, particularly those of departments that are participating in the project are interested in ensuring that the department fulfills the expectations of the project and the commitments made.	X	X					X		X							X		X	
<b>University of the Free State</b> - The UOVS provides office space and some administrative support to the project. It is interested in lessons in public administration and public sector management that can be learned from this project.	X								X							X		X	X
<b>The Saskatchewan PSC</b> -The Saskatchewan PSC provides office space and some administrative support to the project. It is interested in lessons in public administration that can be learned from this project.	X								X							X		X	
<b>Print and Electronic Media</b> – Interested in newsworthy events, local involvement, university activities and government initiatives.	X								X							X		X	

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<b>Secondary</b>																			
<b>IDRC</b> - IDRC is interested in the activities of Canadian donors and their contribution to development in RSA and Africa as a whole.	X								X							X		X	
<b>Federal Machinery of Government, PCO</b> - This office is interested in all matters related to the machinery of government and ways of strengthening this aspect of government, including lessons that can be learned from international initiatives.	X								X							X		X	
<b>Various RSA Universities</b> - Universities are interested in new insights in public administration and public sector management.	X								X							X		X	
<b>Various Canadian Universities</b> - Universities are interested in new insights in public administration and public sector management.	X								X							X		X	
<b>RSA Policy Institutes</b> - Policy institutes are interested in activities that strengthen policy capacity.	X								X							X		X	
<b>Canadian Policy Institutes</b> - Policy institutes are interested in activities that strengthen policy capacity.	X								X							X		X	
<b>Other Donors</b> - Other donors are interested in the niche that this project fulfills in order to prevent duplication and encourage co-ordination.	X								X							X		X	
<b>Various NGOs</b> - NGOs are interested in the niche donors	X								X							X		X	

Appendix U. Communications Plan for the Canada South Africa Provincial Twinning Project																
Client/Stakeholder and Nature of Interest	Communication Methods <sup>1</sup>															
	Visual Identity	Contextual Information	Briefing Binders	Progress Report	Financial Report/ Budget	Work Plans	Personal Visits	Mail, Email, Fax Phone,	Newsletter	Provincial Government Media	Steering Committee Directives	Minutes of Relevant Meetings	Formal Agreements	IPAC Newsletter	IPAC Journal	IPAC Website
fulfill and how to relate to them.																
<b>Interested Individuals</b> - Individuals have different interests in this project depending on their personal circumstances.	X								X							X

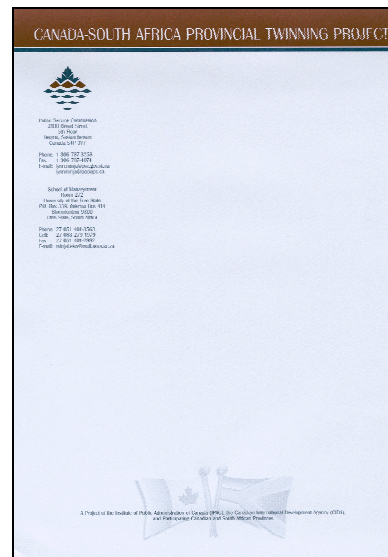
Source: Twinning Project's *Policies and Procedures Manual*. Approved by the Project Steering Committee at it Meeting of May 10, 2001, Minute # 11.1, 11.2, and 11.3.



## Examples of Visual Identity and Communications Materials of the Canada South Africa Provincial Twinning Project



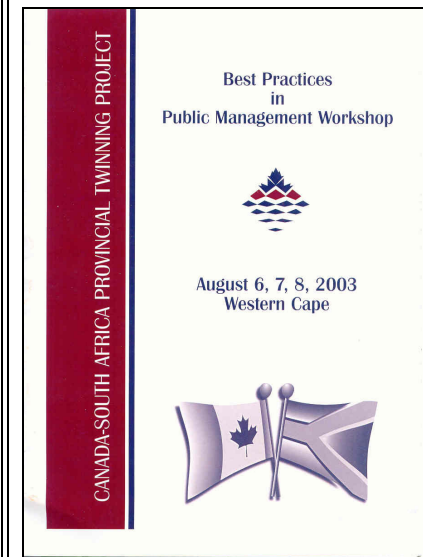
Recognition Certificate



Stationery



Newsletter



Conference Program

<b>Appendix V. News Release on Maintaining Partnerships</b>
<b>CANADA SOUTH AFRICA TWINNING PROJECT: JOINT STATEMENT</b>
<p>The South African Provincial Governments and the Canadian Provincial Governments are committed to the renewal of the current Provincial Twinning Project. All participating Provinces strongly believe there is significant value in continuing the practitioner to practitioner exchanges of knowledge, best practices and capacity building. This is in support of the development and implementation of democratic infrastructure and processes in South Africa. From 1996, the Twinning Project has been co-funded under the Canada - South Africa Framework Agreement.</p>
<b>Project Successes</b>
<p>Significant and tangible progress has been achieved across numerous areas identified as project deliverables. A number of project experiences or outcomes have been incorporated into the mandates and processes of participating Provinces. Among some of the deliverables are the following:</p> <ul style="list-style-type: none"> <li>▪ Design and implementation of essential components in the organization of Provincial Governments in support of democratic governance.</li> <li>▪ The creation of an environment and formal processes for policy and programme development.</li> <li>▪ The development of effective networks facilitating enhanced relationship building among colleagues, peers and political principals.</li> <li>▪ The development of strong management competencies among senior management and staff within the provinces of both South Africa and Canada.</li> </ul>
<b>Recommendation of the Steering Committee</b>
<p>The Steering Committee recommends that:</p> <ul style="list-style-type: none"> <li>▪ The development of a refined business case for continued funding of the twinning projects will be prepared jointly, with clearly defined targets. Consideration will be given to building on new priorities, for example: HIV and AIDS, sustainable development, regional co-operation, gender mainstreaming, and local government capacity building.</li> <li>▪ The establishment of Inter-Provincial and Inter-Departmental learning networks to share and exchange expertise that emanates from the programme should be encouraged and developed.</li> <li>▪ The project should continue to build on both the bilateral and multilateral strengths of the current programme to facilitate all provinces involvement and the exchange of expertise and knowledge.</li> </ul>
<b>Way Forward</b>
<ul style="list-style-type: none"> <li>▪ The twinning project between the South African and Canadian Provinces is a valuable mechanism for exchange of skills. The project is practitioner-based and allows for direct contact between staff with similar mandates. It has, and will continue to evolve in response to priorities and service delivery needs.</li> <li>▪ The co-operative nature of the relationship between the South African and Canadian Provinces facilitates enhanced shared learning and application of best practices which are required for the long-term relationship between the parties.</li> <li>▪ The twinning agreements are also leading to other important linkages, including trade developments, educational and cultural corporation.</li> </ul>



**Appendix W. Estimated Costs of Funding Agency's Reporting Requirements  
for the Period June 2003 to June 2004**

Month	Task	Time Requirement	Estimated Value of the Time \$
June 2003	RBM Training for Project Manager	16 hours	1100
August 2003	Project Review with Monitor	24 hours	1600
August 2003	Preparation of Project Report per Format in Figure 21	40 hours	2600
August 2003	Preparation of Detailed Work Plan per Figure 27.	24 hours	1600
Aug. – Sept. 2003	Retrofitting Twinning Project to New Formats Prescribed by Monitor (Detailed worksheets)	120 hours	7900
September 2003	Preparation of Semi Annual Report per Requirements of Figure 17.	80 hours	5300
November 2003	Recast the Semi –Annual Report into Different Formats. Include “none” in boxes where there were no variances; insert “activity” before activity numbers; separate in kind contributions from resources used and report in a separate table. No new information.	40 hours	2600
December 2003	Break down the costs of all activities by outcome, output and year (1000 + activities)	40 hours	2600
January 2004	Research for Preparation of Sustainability workshop and Reporting Sustainability Results	80 hours	5300
February – March 2004	Preparation of Semi-Annual Report per Requirements of Figure 17.	120 hours	7900
April 2004	Preparation of Sustainability Report	40 hours	2600
May 2004	Preparation of Parliamentary Report – Long Version	80 hours	5300
May 2004	Preparation of Parliamentary Report – Short Version	16 hours	1100
May 2004	Preparation of Work Plan – Version One	8 hours	500
May 2004	Preparation & Approval of Work Plan – Revised Version	16 hours	1100
May-June 2004	Preparation of First Draft of Closing Report	120 hours	7900
June 2004	Preparation of Second Draft of Closing Report	80 hours	5300
		944 hours	62,300

Source: Compiled from time sheets.



## **Appendix X. Examples of Impact Statements for the Canada South Africa Provincial Twinning Project**

### ***Impact Statement for Outcome #1: Strong Twinning Project that Strengthens Provinces, Particularly the South African Provinces, Individually and Collectively***

By twinning South African provincial government with Canadian provincial governments, knowledge was shared that enable South African public servants and elected office holders to better apply the principles and practices of public management.

The Canada South Africa Provincial Twinning Project met the intent of the funding and executing agencies to strengthen provincial governance in South Africa by securing the participation of all nine South African provinces, nine Canadian provinces and three First Nations governments. It negotiated seven partnership agreements and numerous informal arrangements for sharing knowledge. It ensured that all provinces complied with requirements respecting the use of work plans, appointment of provincial co-ordinators and provision of in kind contributions. Public servants from all participating provinces were trained in results based management and annual steering committee meetings were held. Meetings were held to share information, solve problems, and build networks. A conference on Best Practices in Public Management and a Workshop on Sustainability strengthened knowledge sharing and commitment to maintaining results achieved and relationships established.

The design of the Twinning Project, its structures and processes, its application of the principles of capacity development and its focus on governance in the context of co-operative governance, contributed to the strengthening of provincial government in all South African provinces. The mindset of senior public servants in both countries was one of enthusiasm and the desire to serve the public good. Senior public servants of provincial governments and their peers in other governments consistently provided positive evaluations of the effectiveness of the Twinning Project as part of annual provincial performance reviews, in meetings with the funding and executing agencies, and at the Workshop on Sustainability. Provincial elected office holders' fully supported the intent and use of the Twinning Project as a vehicle for strengthening provincial governance as shown through cabinet approvals, public documents, signing memoranda of understanding and/or the partnership agreements, and authorizing public servants international travel to participate in knowledge sharing activities.

South African participants ensured that the work undertaken through the resources of the Twinning Project was properly aligned the priorities of provincial and local governments. Canadian provincial governments provided activities to help address the knowledge and skills requirements of their partners. Multilateral approaches were used successfully to supplement bilateral approaches and to strengthen knowledge sharing, to broaden capacity development, and to utilize available resources effectively and efficiently. Best practices were developed and shared with both South African and Canadian provinces and with others through a variety of mechanisms including newsletters, workshops, presentations, conferences, proceedings, and a web site. Learning networks have been established between South African provinces, between South African and Canadian provinces, and between South African provinces and other African countries including establishment of the South African Provincial Co-ordinators Forum. The linkages and networks created have supported a culture of learning, fostered sharing of knowledge and established the foundation for ongoing future interaction and outreach to other countries in support of NEPAD. Linkages have been established beyond provincial governance and include linkages in trade and investment, academic programming and research, and cultural development and improved quality of life. These linkages strengthen the good will between South Africa and Canada, support the sharing of common values such as human dignity, democracy, justice and equality, and contribute to long lasting friendships and collaborative relationships between the South African and Canadian provinces. South African provincial governments have indicated that they are using practices and procedures of the Twinning Project in their own business planning processes, their work other partners (e.g. Mozambique and Zimbabwe) and the contacts with other donors.

### ***Impact of Outcome #2: Strong, Responsive, Democratic Decision-making that is Supported by Effective, Efficient Machinery of Government***

The Canada South Africa Provincial Twinning Project contributed to strengthening responsive democratic decision making by strengthening key elements of the machinery of government including the Office of the Premier, the decision making system, financial systems and financial accountability, performance measurement and corporate accountability, legislation and legislative process, co-operative governance, government communications, and the appropriate use of information and communications technology. The results achieved through sharing of knowledge and expertise have benefited the South African provincial governments by enabling the directors general and senior management teams to focus on strategic planning, informed decision making and implementation of provincial growth and development plans.

The alignment between central agencies, between planning and budgeting, and between the cycles of government has been strengthened as well as the alignment of strategies, policies and programs between the spheres of government. Work has also

## **Appendix X. Examples of Impact Statements for the Canada South Africa Provincial Twinning Project**

begun on follow-up to the World Summit on Sustainable Development with joint work on a policy framework and performance indicators for the national and provincial governments.

As systems and processes have been strengthened, cabinet memoranda have been improved, particularly the quality of information in the memoranda. Where policy analysts are in place they are adding value to the content of the memoranda, to the preparation of officials attending the cluster committees and to the preparation of documents and decision-makers for meetings. All provinces are paying more attention to crosscutting issues, implementation, and communication. As a result of improved financial systems and the introduction of performance measurement systems, accountability has improved and some provinces are now reporting fewer citations from auditors, cost savings, reports being tabled on time, the ability to achieve more goals, and greater client satisfaction. A better understanding of roles, responsibilities and methods, and strengthened competencies has resulted in senior officials and elected office holders being more thoroughly prepared for meetings of intergovernmental fora as demonstrated by reports of better briefings, better articulation of provincial issues, and more effective provincial influence in responding to the needs of communities. Limpopo's Traditional leaders have gained an understanding of several First Nations approaches to working relationships between the spheres of government and socio-economic and cultural development. There is now continuous interaction between these leaders and municipalities in local policy development and administration and management of programs and continuous interaction between the Limpopo Provincial Government and the House of Traditional Leaders to foster co-operation and collaboration. Intradepartmental and intergovernmental communications as well as communications with the public has improved. There is better communication of information needed by residents and governments are experiencing less avoidable criticism.

Managers have more tools to assist them implement and enforce good public management. Tools such as monitoring systems provide officials and elected office holders with the information needed to monitor policy and program implementation as well as the implementation of political commitments. Performance contracts assist them enforce corporate planning and implementation. Standardized manuals and processes strengthen the ability of cabinet secretariats and policy units to enforce comprehensive policy analysis and the ability of gender specialists and others working on crosscutting issues to provide input into policy and program formulation. Training of public servants regarding government's expectations, roles of departments, officials and elected office holders, requirements and procedures, and providing them with the knowledge and skills required to perform to expectations increases their confidence, competencies, and quality of work.

Practices introduced to strengthen the machinery of government have withstood the test of time. The systems that have been established have proven to be effective in supporting the needs of two or more premiers and cabinets, and of different senior officials. They have not required replacement or major revamping. The systems have proven to be flexible enough to adapt to changes in circumstances as democracy evolves as indicated by the addition of cluster committees and horizontal policy development and implementation processes. The maturity of provincial governments is evolving as indicated by the willingness to discuss issues such as tensions between role players and conflict management. Financial, physical, human and other resources have been secured to sustain the results achieved.

### ***Impact of Outcome #3: Acceptable Capacity at the Senior and Middle Management Levels of the Public Service***

Strengthening the capacity of managers and public servants has been achieved through the creation of new organizations and the establishment of new programs and initiatives. Specific managerial competencies in thousands of public servants have been strengthened via provincial training and development programs. Public servants have a wider range of competencies and strengthened governance, discipline specific and generic competencies. Public services have more competencies within their ranks and more public servants with competencies in governance and with stronger discipline specific and generic competencies. Officials are providing more professional and effective support to their governments.

More training institutions and opportunities are available to strengthen and develop public servants and public services. A body of knowledge has been built regarding different options for training and developing leaders and managers. This information has been collated and published in the Twinning Project's newsletter and shared with all the provinces. Numerous linkages have been and continue to be established between South Africa's and Canada's training and academic institutions. The South African Provincial Co-ordinators Forum, multi-province participation in activities, participation in workshops and conferences, and the Twinning Project's newsletter and website have supported and strengthened the sharing of information.

The Office of the Premier is playing an effective and lead role in corporate leadership, human resource management and capacity development. All South African provinces have gained knowledge and methodology regarding human resource management. Best practices including recognition of on-the-job learning, performance measurement, client-centred approaches, and establishment of knowledge networks are being incorporated into policies and programs. Pride and recognition programs are in place in South African provinces.

## **Appendix X. Examples of Impact Statements for the Canada South Africa Provincial Twinning Project**

South African provinces have developed a culture of learning and seeking, sharing and applying best practices. The eleven competencies identified by the national and provincial governments as core competencies for the senior management service have been strengthened via the training and development programs established. Project management competencies of senior and middle managers in both South African and Canadian provincial co-ordinators and deputy provincial co-ordinators have been strengthened as a result of their involvement in the Twinning Project. The values of Ubuntu, Batho Pele, and Msakane are mainstreamed throughout training and development. The values of competence, a strong work ethic, and serving the public good are recognized and being strengthened.

### ***Impact of Outcome #4. Higher Quality, More Cost Effective and Efficient Public Services that are Responsive to the Needs of the People***

The Canada South Africa Provincial Twinning Project bridged between existing policies and service delivery by providing expertise in those areas that strengthen the provision of basic services, assist in reducing poverty, and contribute to improving the quality of life. Its work in this area strengthened agricultural and rural socio-economic development, provincial and community economic development, accessibility to government programs and services, safety and security, the delivery of health and social programs, accessibility to education, reduction of HIV/AIDS, development of social capital and cultural outreach.

Activities to strengthen agriculture and rural communities contributed to a larger effort to use agriculture to assist emerging farmers, create jobs, generate wealth, and address rural poverty. Sharing knowledge on successful methods of assisting emerging, historically disadvantaged farmers contributed to collaborative efforts to strengthen agricultural knowledge transfer in both countries. The adaptation of 4-H type programs for South Africa assist in providing rural youth with leadership skills, transferring technical skills, and encouraging rural youth to consider agriculture as a career choice.

As a consequence of training in rural socio-economic development officials recognized the central importance of governance and community development in linking democracy, the economy and social development. Strengthened competencies in social and economic development planning have contributed to officials' confidence, willingness, readiness, and ability to develop policies, programs and projects to address rural poverty. They are committed to more rigorous application of economic development processes to ensure they are inclusive and focus on what is economically relevant and monitoring and evaluation of regional economic development programs. Voluntarism is being encouraged as a mechanism to improve socio-economic development.

Many initiatives were undertaken to strengthen provincial and community economic development and investment in the provinces. Using practitioner to practitioner linkages, capacity has been strengthened in economic development officials while achieving government investment and economic development goals. The Premier's Economic Fora provide a model for other provinces to consider as a mechanism of championing economic development. Materials such as the community economic development modules provide provincial governments with resources to train their officials and empower their officials to lead community economic development. Sectoral approaches to strengthening economic development such as strengthening the film and mining industries provide opportunities for both countries to learn from each other and to embark on joint ventures to contribute to job creation and poverty reduction. Through tourism, job opportunities are being created, Black Economic Empowerment is being practiced and awareness programs are being done aggressively.

Canadian provinces have assisted South African provinces put in place a range of mechanisms for enhancing and simplifying accessibility to government programs and services. Provincial MPCCs are effectively and efficiently contributing to improved program service to South Africans, particularly to those in rural areas and the historically disadvantaged and clients are satisfied with this form of service and the quality of the service. The number of Multi-Purpose Community Centres (MPCCs) continues to increase, the number of services provided from these centres is increasing, programs and services from all spheres of government are delivered through these centres, and the speed and simplicity of service provision is improving. Participation in the national government's projects fosters sharing of best practices in MPCCs throughout the country. Provinces are examining how to further enhance service delivery through the use of information and communication technology and through the application of red tape reduction.

Building on the knowledge gained in the Programme on Governance, provinces have continued to update their disaster management plans and create more disaster management centres. Up to date, comprehensive disaster planning ensures that provinces are in a state of readiness when emergencies arise.



## **Appendix X. Examples of Impact Statements for the Canada South Africa Provincial Twinning Project**

The Twinning Project assisted in improving HIV/AIDS policy and program rollout, health policy and services, restorative justice programs, inclusive education, and social capital. The efforts in this area contributed to assisting provinces meet basic needs and address crosscutting issues.

The Eastern Cape and British Columbia worked together to strengthen the knowledge and skills required to implement a provincial TB, STD, and HIV/AIDS strategy. Eastern Cape officials strengthened their capacity to use the vital statistics system and reports, and strengthened their epidemiological capacity, particularly the analytical capacity needed, to rollout the provincial strategy and to support related policy and program development, implementation, and monitoring. Strengthening the capacity to address the HIV/AIDS pandemic contributes to Canadian understanding of this disease and its prevention, control and management and contributes to global knowledge in epidemiological, clinical, pharmacological, public health, population health and healthy public policy planning and management.

Over time, inclusion of children with disabilities in regular classrooms will provide opportunities for these children to not only receive education, but receive education while still being able to live with their families and in a normal environment. Work with the Northern Cape supported the efforts of this province, the national government and Finnish Aid in developing policies and programs for the successful introduction of inclusive education including creating an awareness of needs in this area, and developing teacher and parent training programs.

Progress in health reform continues in South Africa with the new health districts bringing health service delivery closer to the people the system serves and providing residents with opportunities to have input into the health service delivery decisions that affect their lives. The Free State demonstrated leadership in this area by sharing the lessons that it has learned from establishing new health districts and their governance structures with others.

Other pioneering work in health policy and programming includes the development of healthy child policy, indicators and tools. Not only will this work contribute to a greater appreciation of children and understanding of their needs but also assist in addressing children's needs in government policy and programs and in the sustainable development policy framework and indicators. Protection of the rights of the child will be strengthened.

The Restorative Justice model introduced in the Free State is protecting children's rights, managing youth offenders more humanely, providing youth offenders with rehabilitation opportunities and essential skills, and reducing the number of repeat offenders. Other South African provinces and international role players recognize the Restorative Justice Model as the best model available for Africa partly because it has been adapted and perfected for the African context.

Education, health, and social programs contribute to building social capital in a society. The Western Cape has taken another step and is developing policies and programs that focus on strengthening social capital in a holistic manner. Such strengthening assists South Africans identify the "glue" that holds societies together and fosters the social cohesion necessary to healthy, productive, societies.

The final area of support in strengthening provincial programming recognized the importance of quality of life, particularly improving the accessibility of rural residents to a wider variety of cultural and recreational opportunities. Securing funding for provision of ballet workshops and with the assistance of the Royal Winnipeg Ballet, a series of workshops and training sessions were offered in the rural communities of the North West Province. Ballet programs provide opportunities for the dance community to strengthen its practices and to train young dancers. The adaptation of the 4-H type program not only fulfills the objectives of strengthening rural youths' knowledge and skills but also assists in providing rural youth with positive recreational opportunities.

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
<b>Overall Project Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened capacity for efficient and effective governance within all of the South African provinces</li> <li>▪ Improved delivery of government programs and services, especially those that address basic human needs</li> <li>▪ Mutually beneficial broad-based partnerships between Canadian and South African provinces.</li> </ul>
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ A systematic understanding of issues.</li> <li>▪ The ability to reach shared understandings, commitments, and rules.</li> <li>▪ Knowledge, technical skills, and awareness that improve organizational performance have been acquired and are being applied.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Groups or teams that can meet or exceed their objectives within their resources.</li> <li>▪ Better quality of advice and decisions.</li> <li>▪ Critical mass of supportive stakeholders.</li> <li>▪ Elected office holders and senior managers have greater confidence in the quality of decisions because of the strengthening that has occurred in the systems, processes and competencies.</li> <li>▪ Achievement of short and medium-term results.</li> </ul>
<b>Organization Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial governments are better able to provide effective leadership, to oversee corporate performance, to implement co-ordinated policies and programs, to address crosscutting issues, to account fully and responsibly, and to support co-operative governance.</li> <li>▪ Work undertaken is relevant to the sustainable development goals of both South Africa and Canada, responsive to the needs of the South African provinces, and within the capacity of the Canadian provincial governments to provide effective support.</li> <li>▪ Evidence of results that strengthen democratic governance and service delivery.</li> <li>▪ Evidence of activities and results related to mainstreaming one or more of the crosscutting themes.</li> <li>▪ Alignment of policies, legislation, programs, budgets, implementation, and communication among the spheres of government.</li> <li>▪ Cumulative results are continually being made and built upon.</li> <li>▪ More South Africans are benefiting from government programs that meet needs in education, health, social welfare, economic development, and quality of life.</li> <li>▪ Capacity in public management is built at the individual, group and organizational levels of provincial governments.</li> <li>▪ Program delivery by the provincial government is more responsive, efficient, effective and seamless.</li> <li>▪ Partnerships and relationships are built on trust, respect and goodwill and foster both strengthened public management and pursuit of mutual interests in areas outside of provincial governance.</li> </ul>
<b>Outcome #1:</b> <ul style="list-style-type: none"> <li>▪ <i>Strong Twinning Project that strengthens provinces, particularly the South African provinces, individually and collectively.</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Increased confidence of public servants</li> <li>▪ Increased willingness to discuss and address sensitive issues.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Competent funding and executing agencies with respect to leadership, knowledge of international development, sustainable development, capacity building, and governance and competent in providing administrative and other support.</li> <li>▪ Continuity of key role players in the funding and executing agencies and in provincial governments.</li> <li>▪ Equality of all partners in decision making.</li> <li>▪ Effective networks and processes identify and assess important trends and events.</li> <li>▪ Appropriate and timely response to emerging needs and opportunities.</li> </ul>
<b>Organization Results</b>	<ul style="list-style-type: none"> <li>▪ <i>The Contribution Agreement</i> contains provisions that recognize co-operative governance and encourage efforts to strengthen it.</li> <li>▪ The Provincial Management Capacity Building Board and its mandate are incorporated into the <i>Contribution Agreement</i>.</li> </ul>

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	<ul style="list-style-type: none"> <li>▪ A project framework is in place.</li> <li>▪ Evidence of compliance with the <i>Contribution and Partnership Agreements</i> requirements re : designation of provincial co-ordinators, provision of in kind contributions, use of CIDA's RBM methodology, provision of resources.</li> <li>▪ One or more new partnerships and/or relationships are established between Canadian and South African provinces.</li> <li>▪ Evidence of improved governance capacity with respect to the machinery of government, policy and program capacity, and co-operative governance</li> <li>▪ Evidence of sustainability in the form of local ownership, relevance, results, inclusiveness, partnerships, linkages, learning networks, mutual benefits, and stability.</li> </ul>
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
<b>Output 1.1</b> <ul style="list-style-type: none"> <li>▪ <i>Existing twinning arrangements are renewed and new twinning arrangements are established between South African and Canadian provinces.</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Commitment to good governance and excellence in public administration/ public management.</li> <li>▪ Shared responsibility for leadership, planning, work plans, activities, and results.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Clear definition, understanding and acceptance of roles and responsibilities of project participants.</li> <li>▪ Active participation of all partners in the design, implementing, monitoring and evaluation of the Twinning Project.</li> <li>▪ Equality in decision-making.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Elected office holders approve participation in the Twinning Project and sign or recommend the signing of a partnership agreement.</li> <li>▪ Letters confirming partnership commitments, approved by the director general and/or premier, are on file with the project manager or partnership agreements are in place and on file with IPAC.</li> <li>▪ If circumstances permit, political agreements between partnering provinces are renewed or established.</li> <li>▪ The number of formal and informal arrangements increases.</li> <li>▪ Good fit between the partnering provinces.</li> <li>▪ Systematic planning and review are in place.</li> <li>▪ CIDA's model of RBM is used.</li> <li>▪ The Project Steering Committee fulfils the responsibilities assigned to it in the <i>Contribution Agreement</i>.</li> </ul>
<b>Output 1.2</b> <ul style="list-style-type: none"> <li>▪ <i>Capacity is built within individual public servants, within groups, and within provincial governments</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Openness to new ideas and willingness to adopt/adapt ideas to improve public management</li> <li>▪ Acceptance of new knowledge, skills, and practices</li> <li>▪ Evidence of strengthened individual capacity such as improved competencies and performance.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Knowledge is shared within one's department and government and with others</li> <li>▪ Application of knowledge, skills and practices to improve organizational performance.</li> <li>▪ Evidence of strengthened group capacity such as strengthened linkages, networks and teamwork.</li> <li>▪ Exploration of innovations and creative approaches to achieving results.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Evidence of capacity development occurring within the context of co-operative governance.</li> <li>▪ Evidence of capacity development at both the technical and behavioural levels is visible.</li> <li>▪ Examples of transfer of knowledge, practices and skills.</li> <li>▪ Evidence of enhanced organizational capacity such as better co-ordination of activities within government, improved secretariat support and documents for senior officials and decision makers, linkages to priorities, capacity and processes of other spheres of government.</li> <li>▪ Improved governance capacity – structures, systems, processes, legislative frameworks,</li> </ul>

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	<p>internal and external communications, results orientation, accountability, transparency.</p> <ul style="list-style-type: none"> <li>▪ Evidence of improved development and roll-out of implementation plans, improved service delivery and better meeting of residents' basic needs.</li> <li>▪ Number and scope of outcomes, outputs and activities undertaken.</li> </ul>
<b>Output 1.3</b>	
<ul style="list-style-type: none"> <li>▪ <i>Results, relationships and partnerships are sustainable</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Commitment to good governance and excellence in public administration/ public management.</li> <li>▪ Shared responsibility for leadership, planning, work plans, activities, and results.</li> <li>▪ South African public servants identify needs, relevant contextual information, and risks and risk management strategies.</li> <li>▪ Canadian public servants have the capacity to undertake audits that assist South African identify and articulate their needs.</li> <li>▪ Effective use of study tours, internships, seminars, workshops, conferences, newsletters, email, the internet, and the project's website</li> <li>▪ Application of lessons gained through participation in activities.</li> <li>▪ Changes in attitudes and/or practices.</li> <li>▪ Provincial public servants develop high quality relationships based on trust, competence, and professionalism</li> <li>▪ Determination to use the resources of the Twinning project effectively</li> <li>▪ Pride in achievements.</li> <li>▪ Openness to new ideas and new opportunities.</li> <li>▪ Outreach and the ability to collaborate and champion change</li> <li>▪ Commitment to apply new knowledge and to refine applications to meet South African context better.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Directors general provide the authority and leadership needed to ensure that work plans and activities contribute to meeting provincial government priorities and that results are achieved.</li> <li>▪ Canadian practitioners provide solid, relevant expertise and adapt it to the context in a cross-cultural situation.</li> <li>▪ Provincial Management Capacity Building Board provides advice and guidance.</li> <li>▪ Provincial government work plans meet quality standards (adequate background analysis; identification of desired results and performance indicators; responsive to needs; feasible).</li> <li>▪ Provincial governments select participants that best fit the learning requirements.</li> <li>▪ Ideas adopted and applied effectively respond to provincial needs and conditions.</li> <li>▪ Groups or teams that can meet or exceed their objectives within their resources.</li> <li>▪ Partners have the appropriate authority, information and tools needed to make decisions, provide leadership, and take action.</li> <li>▪ Partners have shared memories of achievements.</li> <li>▪ Line departments, agencies and sectors initiate linkages with counterparts in partnering province.</li> <li>▪ Provincial senior officials and elected office holders allocate resources to support the structures, systems and human resources required to maintain results.</li> </ul>
<b>Organization</b>	<p><i>Performance Indicators - Local Ownership:</i></p> <ul style="list-style-type: none"> <li>▪ High degree of local ownership, both at the bureaucratic and elected office holders levels, of the Twinning Project and its results</li> <li>▪ Stakeholders take charge of the activities.</li> <li>▪ South African provinces adapt practices to fit the South African/African context and develop their own innovations</li> <li>▪ South African provinces assume responsibility for co-ordination with other donors and key role players</li> </ul>
	<p><i>Performance Indicators - Relevance:</i></p> <ul style="list-style-type: none"> <li>▪ Demand driven and responsive to the needs of the South African provinces.</li> <li>▪ Directly related to strengthening provincial governance in the context of co-operative governance.</li> </ul>

Appendix Y. Performance Indicators Developed by the Twinning Project	
Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project	
	<ul style="list-style-type: none"> <li>Within the capacity of the Canadian provinces and a good fit between Canadian provinces approaches and the needs of the South African provinces</li> <li>Aligned with policies and priorities of the South African national government</li> <li>Consistent with CIDA's, South Africa's and IPAC's vision of sustainable development</li> <li>Aligned with the purposes set out in the <i>Logical Framework</i> and <i>Contribution Agreement</i></li> <li>Appropriate and timely responses to opportunities and problems.</li> <li>Evolution to fit changing needs and priorities.</li> </ul>
	<p><i>Performance Indicators – Results:</i></p> <ul style="list-style-type: none"> <li>Progress made in achieving both short and medium term results.</li> <li>Evidence that short and medium term results can be or are being converted into longer term results.</li> <li>Durability of results achieved to date</li> <li>Evidence of cumulative results i.e. over a period of months and years progress is continually being made in consolidating and strengthening governance achievements to date and achievements in the future.</li> </ul>
	<p><i>Performance Indicators - Partnerships</i></p> <ul style="list-style-type: none"> <li>Positive relationships - respectful, professional, trustful</li> <li>Solid, relevant expertise and ability to adapt it to the context and share it in a cross-cultural situation</li> <li>Equality between South African and Canadian officials</li> <li>Shared responsibility for leadership, planning, work plans, activities, and results</li> <li>Balance between theory and practice</li> <li>Commitment of all parties to good governance</li> <li>Willingness to continue the partnerships</li> <li>Opportunities and mechanisms for continuing the partnership</li> <li>Sources of funding to continue the partnership</li> <li>Scope and design of sustained relationships.</li> </ul>
	<p><i>Performance Indicators – Linkages:</i></p> <ul style="list-style-type: none"> <li>Evidence of linkages between partnering provinces, academic institutions and the trade and cultural sectors.</li> <li>Evidence of linkages developed as a result of the activities of the Twinning Project.</li> <li>Evidence of linkages using principles and methods of the Twinning Project</li> </ul>
	<p><i>Performance Indicators - Stability</i></p> <ul style="list-style-type: none"> <li>Political stability within the country.</li> <li>Necessary legislation, policies, and directives are in place.</li> <li>A supportive environment within the province.</li> <li>Adequate institutional capacity to maintain the results.</li> <li>Commitment of sufficient resources to maintain the benefits</li> <li>Continuity of key role player and officials receiving new knowledge remaining in their positions long enough to champion and oversee change.</li> </ul>
<p><b>Outcome #2:</b></p> <ul style="list-style-type: none"> <li><b><i>Strong, responsive, democratic decision making that is supported by effective, efficient, machinery of government.</i></b></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Different awareness, new perceptions, and new ways of thinking</li> <li>Strengthened strategic capability and leadership</li> <li>Strengthened ability to manage organizational change</li> <li>Strengthened ability to manage and empower people.</li> <li>Strengthened problem solving and analysis.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Senior management demonstrates an ability to lead and/or support organizational renewal.</li> <li>At both the senior officials and elected office holders levels, application of knowledge, skills, and practices that improve organizational performance and strengthen democratic governance.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Strengthened machinery of government : <ul style="list-style-type: none"> <li>Evidence of the acquisition, internalization, and application of new knowledge related to the mandate, mission, and responsibilities of the provincial government and the functioning of government.</li> </ul> </li> </ul>

## Appendix Y. Performance Indicators Developed by the Twinning Project

### Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project

	<ul style="list-style-type: none"> <li>- Evidence of new or strengthened structures, systems, processes, procedures and tools</li> <li>- Acquisition and allocation of resources needed to implement change and sustain results</li> <li>▪ Strengthened policy development, implementation and co-ordination capacity : <ul style="list-style-type: none"> <li>- Policy units are in place and officials are trained in policy development, integration, implementation and monitoring.</li> <li>- Cluster committees produce recommendations and plans that are more integrated, address crosscutting issues, and are evidence-based.</li> <li>- Satisfactory levels of collaboration exist in the preparation of integrated strategies and rollout of government policies and programs.</li> </ul> </li> <li>▪ Strengthened co-operative governance : <ul style="list-style-type: none"> <li>- Confirmation of support and co-operation of other spheres of government in outputs and activities that affect them.</li> <li>- Evidence of practices that strengthen relations between provinces, spheres of government and traditional leaders.</li> </ul> </li> </ul>
<b>Output 2.1</b>	
▪ <b>Strengthened Office of the Premier</b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened governance competencies.</li> <li>▪ Application of knowledge, skills, and practices that improve organizational performance and strengthen democratic governance.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Senior management demonstrates an ability to lead and/or support organizational renewal.</li> <li>▪ At both the senior officials and elected office holders levels, application of knowledge, skills, and practices that improve organizational performance and strengthen democratic governance.</li> </ul>
Organization	<ul style="list-style-type: none"> <li>▪ Appropriate functions are located within the Office of the Premier – policy and planning, corporate communications, special needs (gender, youth, disabled), IGR, internal audit, protocol, etc.</li> <li>▪ More effective decision-making structures – committees and secretariats, clarified responsibilities, terms of reference and accountabilities</li> <li>▪ More effective processes – policy development, communications, tracking, co-ordination</li> <li>▪ Acquisition and allocation of necessary resources – posts, qualified staff, buildings and equipment</li> <li>▪ Development of appropriate tools – organograms, schematic maps, manuals, checklists</li> <li>▪ More constructive organizational culture – expertise-based, career-oriented, balanced between political and bureaucratic sensitivities.</li> <li>▪ Strengthened senior managerial competencies and discipline specific competencies related to the functions and needs of the Office of the Premier.</li> </ul>
<b>Output 2.2.</b>	
▪ <b>Strengthened decision making systems</b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened governance competencies.</li> <li>▪ Strengthened competencies in policy and program formulation and decision-making and implementing.</li> <li>▪ Application of knowledge, skills, and practices that improve organizational performance and strengthen democratic governance.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Senior management demonstrates an ability to lead and/or support organizational renewal.</li> <li>▪ At both the senior officials and elected office holders levels, application of knowledge, skills, and practices that improve organizational performance and strengthen democratic governance.</li> <li>▪ Senior officials undertake relevant analysis of data and information, produce reports and recommendations, and provide advice that enables decision makers to make more informed decisions.</li> </ul>
Organization	<ul style="list-style-type: none"> <li>▪ Elected office holders provide leadership in policy change, cluster committees operate more effectively and produce integrated plans, and cabinet makes evidence-based decisions.</li> <li>▪ Memoranda, proposals, reports and other documents illustrate reflective analysis, including</li> </ul>

## Appendix Y. Performance Indicators Developed by the Twinning Project

### Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project

	<ul style="list-style-type: none"> <li>gender analysis, balanced consideration of the issues and well-developed options.</li> <li>High proportions of recommendations can be acted upon without returning them to officials for further information or analysis.</li> <li>Policy development and integrated planning are in line with the budget cycle and in line with the provincial strategic plan.</li> <li>Cabinet processes and procedures are established, documented, communicated, and enforced.</li> <li>Systems and tools are in place to track decisions taken and to monitor implementation and to track the preparation, approval, introduction and passage of legislation.</li> <li>Policy units are in place and officials are trained in policy development, integration, and implementation.</li> <li>The commitment to collaboration is strong as evidenced by satisfactory levels of collaboration in the preparation of government-wide strategies and the implementation of government strategies.</li> <li>Discussions of /or indicators for crosscutting themes including gender equality; HIV/AIDS; environmental implications, and contributions to poverty reduction are included in submissions to senior management, cluster committees and cabinet, and are built into routine government processes so that the differential impact of policy options on specific groups or specific issues are considered on a habitual basis.</li> </ul>
<b>Output 2.3</b>	
<ul style="list-style-type: none"> <li><b>Strengthened performance of the government as a whole, of departments and of officials</b></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened competencies in corporate, departmental and individual performance measurement.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Senior officials and elected office holders champion, introduce, and implement performance measurement systems.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Cabinet approves a performance measurement plan and allocates resources to introduce it.</li> <li>A performance measurement and reporting system is developed.</li> <li>Performance monitoring is linked to strategic planning and implementation.</li> <li>Tying remuneration of officials to performance is approved by PSC, Cabinet and unions.</li> <li>Procedures, forms and processes are developed and approved as required.</li> <li>Officials are trained in the use of the systems.</li> </ul>
<b>Output 2.4</b>	
<ul style="list-style-type: none"> <li><b>Strengthened sustainable development</b></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened competencies in developing a sustainable development policy framework and sustainable development indicators.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Senior officials and elected office holders champion and lead the development of a sustainable development policy framework and sustainable development indicators.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Scope of a policy framework is approved and key elements are identified.</li> <li>Some indicators of sustainable development are determined.</li> <li>Confirmation of co-operation and support of relevant provincial and national departments, including STATS SA and DEAT in the preparation of sustainable development indicators and inclusion of this initiative in the South Africa – Canada Bi-National Commission.</li> </ul>
<b>Output 2.5</b>	
<ul style="list-style-type: none"> <li><b>Strengthened corporate communications</b></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened competencies in corporate communications</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>At both the senior officials and elected office holders levels, application of knowledge, skills, and practices that enhance the importance and profile of government communications, improve the organization of the communications function, and strengthen internal and external communications.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Corporate Communications Unit is appropriately located, structured, and staffed and provides effective support to the government.</li> <li>Competencies of communications officials are strengthened and new knowledge and skills are applied.</li> <li>Less avoidable criticism of elected office holders, departments, and the government as a</li> </ul>



<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	whole.
<i>Output 2.6</i>	
▪ <i>Legislation is reviewed, rationalized, and kept up-to-date in accordance with best practices</i>	
<b>Individual Results</b>	▪ Strengthened competencies in legislative review, legislative drafting, and regulatory reform.
<b>Group Results</b>	▪ At both the senior officials and elected office holders levels, a commitment to align legislative instruments with current policy and apply best practices in legislative drafting and review.
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Reviews of existing legislation are complete and outdated legislation is amended or repealed.</li> <li>▪ Legislative processes are updated to include all relevant role players and to incorporate best practices.</li> <li>▪ Discriminatory provisions particularly those affecting women and races are removed.</li> </ul>
<i>Output 2.7</i>	
▪ <i>Strengthened financial systems and accountability</i>	
<b>Individual Results</b>	▪ Strengthened competencies in financial management and accountability..
<b>Group Results</b>	▪ Senior officials and elected office holders champion, introduce, and implement improved financial management and auditing systems.
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Structures and systems to support financial functions e.g. audit committees, financial planning and accounting systems, are in place.</li> <li>▪ Chief Financial Officers have been appointed, have been trained and are applying new knowledge and skills.</li> <li>▪ New tools are in place to support the financial function and contribute to efficiency and effectiveness.</li> <li>▪ Financial planning, monitoring and reporting cycles are synchronized with other cycles e.g. the provincial government's policy and planning cycles and the national government's cycles.</li> <li>▪ Budgets are developed in an integrated manner enabling an appropriate amount of allocation to be made by cluster and through shared delivery of services.</li> </ul>
<i>Output 2.8</i>	
▪ <i>Establishment of an Internal Audit Office</i>	
<b>Individual Results</b>	▪ Strengthened competencies in establishing and operating an internal audit office.
<b>Group Results</b>	▪ Senior officials and elected office holders champion, introduce, and implement internal auditing.
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Scope of the internal audit function is clarified and key elements of an Internal Audit Unit are identified and implemented.</li> <li>▪ Officials of Internal Audit Units are applying new knowledge in establishing a unit.</li> <li>▪ Audit committees are in place.</li> </ul>
<i>Output 2.9</i>	
▪ <i>Strengthened provincial and community economic development</i>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in establishing policies and structures to advance economic development.</li> <li>▪ Strengthened competencies in using economic development instruments.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Senior officials and elected office holders champion, introduce, and implement economic development policies including the establishment of appropriate structures and the commissioning of the development of appropriate resources.</li> <li>▪ Senior officials and elected office holders lead trade and investment missions and agreements.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Structures, policies and resources are in place to enable the provincial government to lead community economic development, to foster general economic development and to encourage bilateral initiatives in trade and tourism.</li> <li>▪ Responsibilities of role players are clarified and terms of reference for provincial structures</li> </ul>



## Appendix Y. Performance Indicators Developed by the Twinning Project

### Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project

	<ul style="list-style-type: none"> <li>are in place.</li> <li>Resources are available to assist the provincial government to exercise its role.</li> <li>One or more economic development opportunities are identified.</li> <li>Trade and tourism policies and programs incorporate best practices and include more opportunities.</li> <li>Announcement of formalized collaboration between Invest North West and Manitoba Trade.</li> <li>Use of economic development instruments.</li> </ul>
<b>Output 2.10</b> <b>▪ Effective use of information and communications technology (ICT)</b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened competencies in knowledge management and the appropriate use of ICT</li> <li>Strengthened competencies in the development and use of e-government.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Senior officials and elected office holders champion, introduce, and implement best practices in the use of ICT by governments.</li> <li>Senior officials and elected office holders champion, introduce, and implement e-government.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Information and communications technology is used to automate selected government processes and to deliver government programs and services to more residents and to hard-to-reach residents more quickly, more efficiently and more effectively.</li> <li>The public interest is protected in information technology strategy, agreements, service delivery contracts and the public receives value for money.</li> <li>Plans for and examples of effective use of e-government are available.</li> </ul>
<b>Output 2.11.</b> <b>▪ Strengthened co-operative governance</b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened ability to structure an intergovernmental relations unit and develop an IGR strategy.</li> <li>Strengthened competencies in IGR and co-operative governance.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Senior officials and elected office holders champion, introduce, and implement best practices in intergovernmental relations and co-operative governance.</li> <li>Appropriate level and nature of interaction by key role players between the spheres of government.</li> <li>Effective preparation and support of premiers, ministers and senior officials in intergovernmental fora by IGR units and officials.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>The Intergovernmental Unit is structured and supported by positions, policies, and protocols that enable it to fulfill its mandate and effectively meet its responsibilities with respect to relations between all spheres of government in South Africa, international donors and other international role players, and key role players in NEPAD.</li> <li>Policies, protocols, mechanisms, instruments, and operational procedures that encourage traditional leaders to participate in a manner that values and effectively use their knowledge, skills, and roles are in place.</li> <li>An approved intergovernmental strategic plan is in place.</li> <li>Evidence of spheres of government working together to develop and/or implement policy or pilot new approaches.</li> </ul>
<b>Output 2.12.</b> <b>▪ Strengthened awareness and application of human rights and gender equality principles</b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened competencies in recognizing, analyzing and addressing human rights and gender equality issues.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Senior officials and elected office holders champion, introduce, and implement best practices in human rights and gender equality.</li> <li>Senior management and EXCO approve and authorize resources for structures, tools and practices that strengthen human rights and gender equality.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Within its sphere of control, the Twinning Project fosters acceptance and practice of the principles of gender equality by creating awareness, role modeling, and supporting the</li> </ul>

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	<p>initiatives of others.</p> <ul style="list-style-type: none"> <li>Participation in Twinning Project activities is characterized by a diversity of participants of different races and genders as well as both the more advantaged and historically disadvantaged.</li> <li>Options selected for strengthening structures, systems, and procedures are those which also strengthen holistic analysis, thorough consideration of cross-cutting issues and examination of the effects of decisions and actions on specific groups including men and women as well as other historically disadvantaged groups.</li> <li>Evidence of removing obstacles, strengthening policy or programs, and incorporating practices that require gender analysis is found within the results.</li> <li>Linkages are established between key provincial officials having leadership responsibilities in mainstreaming gender equity and equality.</li> </ul>
<p><b>Outcome #3:</b></p> <ul style="list-style-type: none"> <li><i>Acceptable capacity at the senior and middle management levels of the public service.</i></li> <li><i>Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Different awareness, new perceptions, and new ways of thinking</li> <li>Changes in attitudes and/or practices and/or values after participating in an activity or a series of activities.</li> <li>A wide variety of managerial competencies are strengthened.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Provincial governments have stronger public services with more individuals having new or strengthened competencies in a variety of aspects of public administration/management.</li> <li>Provincial governments have stronger public services with more individuals having new or strengthened competencies in a variety of aspects of public administration/management.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Values, principles, and practices of professional public administration and management and career public service are strengthened.</li> <li>Provincial governments apply best practices in human resource management.</li> <li>A client-centred approach to program delivery and government interactions permeates the organization.</li> <li>Competencies of senior and middle managers are strengthened as a result of new organizations, programs and initiatives</li> <li>Linkages between South African and Canadian management development institutes, professional associations and public services are established.</li> </ul>
<p><b>Output 3.1</b></p> <ul style="list-style-type: none"> <li><i>Strengthened organizational capacity</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened managerial competencies.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>Provincial governments' capacity to strengthen their own public servants' competencies and to tailor training to their needs is enhanced.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Organizations to strengthen and develop public servants and public services are in place.</li> <li>Specific managerial competencies are strengthened via institute's training programs.</li> <li>Individual capacity is being shared and built into the capacity of the organization to fulfill its mission and adapt to meet future needs.</li> <li>Linkages between South African and Canadian management development institutes, professional associations and public services are established.</li> </ul>
<p><b>Output 3.2</b></p> <ul style="list-style-type: none"> <li><i>Improved corporate leadership and human resource management</i></li> </ul>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>Strengthened competencies in corporate leadership and human resource management.</li> <li>Strengthened competencies in client-centred government.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>The Office of the Premier plays an effective and lead role in corporate leadership, human resource management, and capacity development.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>Understanding the concept of corporate leadership and client-focused service delivery and application of mechanisms that governments use to strengthen both of these areas.</li> <li>Approved strategies, policies, programs, resources, and activities are in place to strengthen corporate leadership and HR management.</li> <li>Best practices in HR management and development are identified and incorporated into</li> </ul>

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	policies and programs.
<b>Output 3.3</b>	
▪ <b><i>Strengthened competencies in provincial participants</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened governance, discipline-specific and generic competencies.</li> <li>▪ Enhanced pride, confidence and self-esteem.</li> <li>▪ Strengthened ability for self-awareness and critical analysis and to adapt to new circumstances.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial governments and Human Resource Units have more public servants with a wider range of knowledge, skills and abilities to draw from.</li> <li>▪ Enhanced solidarity, identity and cohesion in teams that have participated in activities.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Competencies of senior and middle managers are strengthened as a result of participating in activities of the Twinning Project.</li> <li>▪ Competencies of senior and middle managers are strengthened as a result of serving as a provincial co-ordinator or deputy provincial co-ordinator.</li> <li>▪ Strengthened task-related, discipline-specific, and corporate competencies.</li> </ul>
<b>Outcome #4:</b>	
▪ <b><i>Higher quality, more cost effective and efficient public services that are responsive to the needs of the people.</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in translating policy into operational plans and programs.</li> <li>▪ Strengthened competencies in client-centred government.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Elected office holders and senior officials deliver on commitments and respond to citizens' needs.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Evidence of changes/improvements in government programs and services that address basic human needs</li> <li>▪ Effective and efficient delivery of government programs and services</li> <li>▪ Evidence of better delivery of programs and services to the most disadvantaged population groups.</li> </ul>
<b>Output 4.1.</b>	
▪ <b><i>Strengthened rural socio-economic development</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in identifying essential components of a social and economic development strategy.</li> <li>▪ Ability to identify appropriate indicators of social and economic development.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial governments have improved planning and analytical capacity in rural socio-economic development.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in identifying essential components of a social and economic development strategy.</li> <li>▪ Ability to identify appropriate indicators of social and economic development.</li> <li>▪ Culturally sensitive programs and services that reach the historically disadvantaged.</li> </ul>
<b>Output 4.2</b>	
▪ <b><i>Strengthened agricultural development</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in developing, implementing and evaluating agricultural policy.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial governments have improved planning and analytical capacity in the use of agriculture for economic development and agricultural extension.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Strengthened agriculture as a major component of economic development strategies.</li> <li>▪ Strengthened agricultural extension.</li> <li>▪ Strengthened capacity of the historically disadvantaged farmers.</li> <li>▪ Strengthened results-based planning and management in departments of agriculture and agricultural extension.</li> </ul>
<b>Output 4.3</b>	
▪ <b><i>Strengthened provincial and community economic development (service delivery)</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in provincial and community economic development.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial governments have improved planning and analytical capacity in economic</li> </ul>

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	development and the use of economic instruments as well as additional resources to support economic development initiatives.
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Economic development training resources are developed, tested, approved and published.</li> <li>▪ Economic development and investment development projects are identified and several initiated.</li> <li>▪ Film office meets international standards of best practice. Linkages established between the South African and Canadian film industries.</li> <li>▪ Strengthened economic development competencies.</li> </ul>
<b>Output 4.4</b>	
▪ <b><i>Strengthened capacity to address the HIV/AIDS pandemic</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in the establishment of structures to support the roll-out of the HIV/AIDS strategy and in the use of epidemiological methods.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial HIV/AIDS Units have improved planning and monitoring capacity regarding HIV/AIDS and related diseases.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Selection and adaptation of program components for incorporation into the HIV/AIDS strategy.</li> <li>▪ Extraction and interpretation of public health data needed to understand the magnitude and impact of tuberculosis, sexually transmitted diseases, and HIV/AIDS and their interrelationships and the impact of interventions.</li> <li>▪ Strengthened capacity to use the vital statistics system and reports, and strengthened epidemiological capacity, particularly the analytical capacity needed to rollout communicable disease strategies, and to support related policy and program development, implementation, and monitoring.</li> <li>▪ Application of the information gained to rollout the provincial TB, STD, HIV/AIDS strategy and to support policy and program development and implementation.</li> <li>▪ Sharing of the knowledge and skills required to implement a provincial TB, STD, and HIV/AIDS strategy.</li> </ul>
<b>Output 4.5</b>	
▪ <b><i>Strengthened accessibility to and delivery of government programs and services.</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in client-centred government.</li> <li>▪ Strengthened competencies in delivering government programs and services through MPCCs.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Provincial managers and program delivery officials have developed and obtained approval for the policies, structures, resources and plans needed to implement effective MPCC programs.</li> </ul>
<b>Organization</b>	<ul style="list-style-type: none"> <li>▪ Attitudinal changes in which public servants view government from the outside in and seek to simplify government for residents and be more responsive to the needs of residents.</li> <li>▪ An organizing framework and action strategy are in place to support accessibility to government programs and services.</li> <li>▪ Provincial governments have a range of mechanisms in place for enhancing and simplifying accessibility to government programs and services.</li> <li>▪ The number of Multi-Purpose Community Centres (MPCCs) increases, the number of services provided increases, and the speed and simplicity of service provision improves.</li> <li>▪ Specific improvements in the MPCCs regarding: the use of ICT, effective use of human resources, quantity and quality of information provided, seamless government, customer service, and evaluation.</li> <li>▪ Identification of specific measures to reduce red tape and reform regulation.</li> </ul>
<b>Output 4.6.</b>	
▪ <b><i>Strengthened safety and security</i></b>	
<b>Individual Results</b>	<ul style="list-style-type: none"> <li>▪ Strengthened competencies in disaster management.</li> </ul>
<b>Group Results</b>	<ul style="list-style-type: none"> <li>▪ Disaster management units have developed and obtained approval for the policies, structures, resources and plans needed to implement effective disaster management programs.</li> </ul>

Appendix Y. Performance Indicators Developed by the Twinning Project		
Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project		
Organization	<ul style="list-style-type: none"><li>Disaster management plans are in place.</li><li>Disaster management centres are in place.</li></ul>	
Output 4.7 <ul style="list-style-type: none"><li>Strengthened accessibility to education</li></ul>		
Individual Results	<ul style="list-style-type: none"><li>Strengthened competencies in developing and implementing an inclusive education program.</li></ul>	
Group Results	<ul style="list-style-type: none"><li>Collaborative efforts between the national and provincial governments produce a policy framework and action plan for implementing inclusive education.</li></ul>	
Organization	<ul style="list-style-type: none"><li>Officials understand the scope of inclusive education and the policy and program requirements.</li><li>Policies are developed to support the introduction of inclusive education.</li><li>Teams are trained to introduce inclusive education.</li><li>Technical skills are strengthened.</li><li>Inclusive education is successfully introduced into some regular classrooms and supported by appropriate policies and trained specialists.</li></ul>	
Output 4.8 <ul style="list-style-type: none"><li>Strengthened health, social services, and social capital</li></ul>		
Individual Results	<ul style="list-style-type: none"><li>Strengthened competencies in developing and implementing health, social services, and social capital policies and programs.</li></ul>	
Group Results	<ul style="list-style-type: none"><li>Senior management and elected office holders have a wider range of options for consideration in developing health, social services, and social capital policies and programs.</li></ul>	
Organization	<ul style="list-style-type: none"><li>Relevant health programs and healthy child public policy and healthy child indicators are in place.</li><li>Restorative justice programs to address the needs of children in conflict with the law are being refined and strengthened.</li><li>Social capital initiatives are identified and built into planning.</li></ul>	
Output 4.9 <ul style="list-style-type: none"><li>Strengthened quality of life through cultural development and outreach</li></ul>		
Individual Results	<ul style="list-style-type: none"><li>Strengthened competencies in cultural development and cultural outreach.</li></ul>	
Group Results	<ul style="list-style-type: none"><li>Provincial governments, non-government organizations, and communities collaborate on cultural outreach initiatives and bring cultural activities to local communities.</li></ul>	
Organization	<ul style="list-style-type: none"><li>Cultural outreach initiatives are identified.</li><li>Resources are secured to undertake one or more initiatives.</li><li>One or more initiatives are implemented.</li></ul>	
The Human Rights and Gender Equality Strategy and Performance Indicators of the Canada South Africa Provincial Twinning Project		
Component	Application of Human Rights and Gender Equality Principles	Performance Indicators for Human Rights and Gender Equality
Role Model	<ul style="list-style-type: none"><li>To the extent possible, ensure diversity in appointments and activities.</li><li>Identify individuals who can be used as role models.</li></ul>	<ul style="list-style-type: none"><li>Stipulation in agreements that crosscutting issues including gender equality are to be addressed.</li><li>Percentage of provincial co-ordinators and deputy provincial co-ordinators who are women.</li><li>Inclusion of both South African and Canadian traditional leaders.</li><li>The historically disadvantaged, including women, are included in the planning, design, monitoring, implementation and accountability components of the Twinning Project.</li></ul>

## Appendix Y. Performance Indicators Developed by the Twinning Project

### Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project

		<ul style="list-style-type: none"> <li>▪ Racial representation in activities in proportion to the population profile.</li> <li>▪ Inclusion of physically disabled officials in activities.</li> </ul>
<b><i>Strengthen Awareness</i></b>	<ul style="list-style-type: none"> <li>▪ Publicize relevant policies, resources, opportunities.</li> <li>▪ Include individuals from the historically disadvantaged groups in activities.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Examples of efforts to increase awareness of gender and human rights policies, resources and opportunities.</li> <li>▪ Majority of participants are from the historically disadvantaged groups (race, gender, ethnicity, disability)</li> <li>▪ Evidence of changes in attitudes and/or practices in ways that strengthen gender equality and human rights.</li> </ul>
<b><i>Complement the Work of Others</i></b>	<ul style="list-style-type: none"> <li>▪ Complement the work of others including the work being done by the gender focal points within provincial governments, the training provided by the national government, and the work of other donors.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Examples of activities facilitated by provincial co-ordinators or provided by participating governments that strengthen gender equality and the inclusion of the historically disadvantaged.</li> <li>▪ Examples of sharing the strategies, policies, procedures, methods and tools of others.</li> </ul>
<b><i>Strengthen the Elements of Governance</i></b>	<ul style="list-style-type: none"> <li>▪ Strengthen equality through the establishment and strengthening of governance structures, processes, and systems that are holistic, that foster inclusive approaches and that provide entry points for gender specialists to provide input into policy and program formulation.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Examples of activities and results that develop and/or strengthen structures (policy units, gender units, special needs units) and systems (cluster systems, cabinet committees, horizontal policy development, intradepartmental communication and strategic communication) that foster holistic approaches to policy and program development and implementation.</li> <li>▪ Examples of activities and results that develop and/or strengthen processes (legislative review, strategic communications, performance review, policy development, program development, policy analysis, program evaluation) that provide opportunities for examining and remedying inequalities.</li> <li>▪ Evidence of the development and/or adoption of tools that support equality (performance contracts, performance evaluation, action plans)</li> </ul>
<b><i>Remove Obstacles</i></b>	<ul style="list-style-type: none"> <li>▪ Remove existing obstacles in the elements of governance such as policies and legislation.</li> <li>▪ Improve accessibility.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Evidence of removal of discriminatory provisions in policies and legislative instruments.</li> <li>▪ Securing of resources to bring programs, services, and opportunities to the historically disadvantaged, particularly in rural areas.</li> </ul>
<b><i>Incorporate Best Practices</i></b>	<ul style="list-style-type: none"> <li>▪ Strengthen policy analysis competencies and units so that examination of issues such as gender equality and effects on the youth, the disabled and other vulnerable groups are thoroughly considered.</li> <li>▪ Incorporate practices that require an examination of the disproportionate</li> </ul>	<ul style="list-style-type: none"> <li>▪ Evidence of strengthened policy capacity (posts, training, competency development and application)</li> <li>▪ Evidence of establishment of structures and adoption of practices that by their nature require an examination of the disproportionate effect of policy and program decisions on major or vulnerable</li> </ul>

<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>		
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>		
	effect of decisions on any group.	<ul style="list-style-type: none"> <li>groups.</li> <li>Evidence of holistic policy and/or program development.</li> </ul>
<b>Strengthen Program Design</b>	<ul style="list-style-type: none"> <li>Strengthen programming by building in elements that address gender equality.</li> <li>Provide opportunities for strengthening capacity in the historically disadvantaged groups.</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of programs that have been tailored to address the needs of the historically disadvantaged including rural residents and women.</li> <li>Evidence of youth programs that address the needs of both boys and girls.</li> <li>Evidence of the inclusion of the historically disadvantaged including women in consultation activities.</li> </ul>
<b>Facilitate Professional Networks</b>	<ul style="list-style-type: none"> <li>Identify individuals who are potential participants in professional networks.</li> <li>Initiate a virtual twinning</li> <li>Incorporate linkages to gender resources on the website.</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of activities and results that develop and/or strengthen networks among women and other historically disadvantaged groups.</li> <li>Evidence of the use of technology to develop and/or strengthen networks.</li> <li>Evidence of reinvigoration of past networks.</li> </ul>
<b>Profile Positive Examples</b>	<ul style="list-style-type: none"> <li>Identify and publicize achievements of individuals from historically disadvantaged groups including examples of gender equality.</li> <li>Identify and publicize spin-offs that have arisen as a result of the Twinning Project's activities.</li> </ul>	<ul style="list-style-type: none"> <li>Examples of profiling of successful individuals or activities that contributes to progress in gender equality and human rights.</li> <li>Evidence of use of the skills and products of the historically disadvantaged and women in the Twinning Project's activities.</li> <li>Evidence of use of the Twinning Project as a springboard to strengthen gender equality or human rights in other areas.</li> </ul>
<b>Sustainability Indicators Developed for the Canada South Africa Provincial Twinning Project</b>		
<b>Generic Indicator</b>	<b>Sustainability Indicators for Capacity Building in Provincial Governance in South Africa</b>	
<b>Relevance</b>	<ul style="list-style-type: none"> <li>Directly related to strengthening provincial governance in the context of co-operative governance.</li> </ul>	
	<ul style="list-style-type: none"> <li>Aligned with the purpose set out in the Logical Framework and Contribution Agreement</li> </ul>	
	<ul style="list-style-type: none"> <li>Responsive to the needs of the South African provinces</li> </ul>	
	<ul style="list-style-type: none"> <li>Within the capacity of the Canadian provinces and a good fit between Canadian provinces approaches and the needs of the South African provinces</li> </ul>	
	<ul style="list-style-type: none"> <li>Aligned with policies and priorities of the South African national government</li> </ul>	
	<ul style="list-style-type: none"> <li>Consistent with CIDA's, South Africa's and IPAC's vision of sustainable development</li> </ul>	
	<ul style="list-style-type: none"> <li>The results can be refined, adapted to the local conditions, and replicated.</li> </ul>	
	<ul style="list-style-type: none"> <li>New knowledge is developed that is useful locally, nationally, for both partners and partnering countries, and internationally</li> </ul>	
<b>Capacity Development</b>	<ul style="list-style-type: none"> <li>Improved performance of organizations – structures, systems, processes, legislative frameworks, internal and external communications, results orientation, accountability, transparency</li> </ul>	
	<ul style="list-style-type: none"> <li>Enhanced co-ordination of activities within government</li> </ul>	
	<ul style="list-style-type: none"> <li>Evidence of improved secretariat support and documents for senior officials and decision makers</li> </ul>	
	<ul style="list-style-type: none"> <li>Improved development and roll-out of implementation plans</li> </ul>	
	<ul style="list-style-type: none"> <li>Evidence of improved service delivery and meeting residents' basic needs.</li> </ul>	



<b>Appendix Y. Performance Indicators Developed by the Twinning Project</b>	
<b>Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project</b>	
	<ul style="list-style-type: none"> <li>▪ Examples of transfer of knowledge, practices and skills</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Evidence of improved competencies and performance of individuals</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Evidence of knowledge being shared with colleagues, teams, within departments and one's government and with other governments</li> </ul>
<b>Partnership</b>	<ul style="list-style-type: none"> <li>▪ Positive relationships - respectful, professional, trustful</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Solid, relevant expertise and ability to adapt it to the context and share it in a cross-cultural situation</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Equality between South African and Canadian officials</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Shared responsibility for leadership, planning, work plans, activities, and results</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Balance between theory and practice</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Commitment of all parties to good governance, the Project and the work plans.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Willingness to continue over a period of years</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Opportunities and mechanisms for continuing the partnership</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Sources of funding to continue the partnership</li> </ul>
<b>Local Ownership</b>	<ul style="list-style-type: none"> <li>▪ Ownership at the senior levels, both bureaucratic and elected within the South African provinces.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ South African provinces provide the vision and focus.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ The province's work plan is integrated into the provincial government's business plan and performance contracts.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ South African provinces adapt practices to fit the South African/African context and develop their own innovations</li> </ul>
	<ul style="list-style-type: none"> <li>▪ South African provinces assume responsibility for co-ordination with other donors and key role players</li> </ul>
<b>Human Rights and Gender Equality</b>	<ul style="list-style-type: none"> <li>▪ Efforts are made to include women in the planning, design, monitoring, implementation and accountability phases and to ensure that women are well represented in activities.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Specific initiatives to enhance gender equality, gender analysis and gender policy are undertaken</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Racial representation in proportion to the population profile.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Inclusion of physically disabled officials in the program.</li> </ul>
<b>Results</b>	<ul style="list-style-type: none"> <li>▪ Achievement of short and medium term results.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Evidence of short and medium term results being converted or capable of being converted to long-term results.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Durability of results achieved to date</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Cumulative results i.e. over a period of months and years progress is continually being made in consolidating and strengthening governance achievements to date and achievements in the future.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Commitment of sufficient resources (human, financial, physical) to maintain results.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Availability of resources and mechanisms to assess impact i.e. long-term results.</li> </ul>
<b>Linkages</b>	<ul style="list-style-type: none"> <li>▪ Formal and informal partnerships and relationships have been established between South African and Canadian provinces.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Opportunities for linkages to other areas of mutual interest e.g. trade, tourism, cultural linkages, educational linkages pursued.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Foundation is established for further work and sharing of knowledge between the partners, other provinces (both Canadian and South African), the two countries, other African countries, and with other role players e.g. SAPAAM, IPAC, AAPAM, and CAPAM.</li> </ul>
<b>Stability</b>	<ul style="list-style-type: none"> <li>▪ Continuity of key role players</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Officials receiving new knowledge remain in their positions long enough to champion and</li> </ul>



## Appendix Y. Performance Indicators Developed by the Twinning Project

### Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project

	oversee change.
	▪ Necessary legislation, policies, and directives are in place.
	▪ A supportive environment within the province.
	▪ Political stability within the country and province.

### Additional Performance Indicators

- **Communications:**
  - Development and approval of a provincial strategic communication plan
  - New procedures and processes adopted implemented
  - Quarterly reviews and reports on effectiveness and efficiency
  - Procedure manuals have been developed
  - Communications staff possess the following competencies: speech writing; practical and creative media relations; crisis communications; issues management; strategic communications planning; communications project management; web communications; development of key messages, and preparation of briefing materials.
  - Reduced amount of crisis management because issues are managed effectively.
  - Effectiveness of communications is measured on a regular basis using modern methodology.
  - Communications strategies, materials and implementation reflect sensitivity to gender, race and disability.
  - Surveys, polls and other feedback mechanisms from the public indicate a high degree of satisfaction with government and more particularly with the integration of policies and programs, use of resources and quality of service delivery.
- **Co-operative Governance:**
  - Report/recommendations describing approaches to co-operating with traditional leaders in social and economic development of rural areas.
  - HODs practice, on a regular basis, an integrated approach in all three spheres of government.
- **Change and Project Management**
  - Senior Management Team and key officials are briefed on the assessment, recommendations and implementation plan, understand the rationale and their roles and responsibilities, and support the changes being introduced.
  - Specific competencies in project management e.g. task identification, scheduling, monitoring, reporting, communicating, etc. strengthened.
- **Cross Cutting Themes:**
  - Strengthened competencies in mainstreaming crosscutting issues such as gender, race, environmental sustainability, HIV/AIDS, and poverty reduction.
  - Embedding discussions of /or indicators for gender equality; HIV/AIDS; environmental implications, and contribution to poverty reduction in submissions to senior management and EXCO is an indicator of one's ability to mainstream crosscutting themes into routine government processes and to foster their consideration on a habitual basis.
  - Interdepartmental co-ordination document approved by EXCO
  - HODs put in place structures to carry out joint planning among the spheres of government on key initiatives.
  - Performance reviews of HODs indicate an overall improvement in desired behaviours from the previous year.
  - HODs, as a group, have an acceptable number of crosscutting (intersectoral) initiatives and have established a reasonable number of task teams.
- **Decision-Making:**
  - Framework for integrated reporting and checklists of governmental priorities.
  - High proportions of decision documents are approved because HODs ensure that policy development is co-ordinated within government as well as with stakeholders and that cabinet documents address all of the issues.
  - EXCO has all of the information it needs to make an informed, holistic decision the first time a matter comes before it.
  - Production of integrated Cluster Plans
  - Quarterly monitoring/evaluation reports
  - Regular planning support and advice to Clusters and Cabinet Committees
  - Evidence-based policy decisions
  - Policy development and integrated planning that is aligned with the budget cycle and in line with the provincial strategic plan
  - Development of a Cabinet manual with clear cabinet processes and procedures
  - Six-monthly reviews of the adherence to the prescripts of the cabinet manual and an appropriate remedial plan as necessary

## Appendix Y. Performance Indicators Developed by the Twinning Project

### Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project

- **Financial Management**
  - Budgets are developed in an integrated manner enabling an appropriate amount of allocation to be made by cluster and through shared delivery of services.
  - Internal monitoring measures within acceptable range – timeliness and accuracy of reports; budget expenditures; amount of facilitated decision-making.
- **Information and Communications Technology**
  - Information Technology Strategy completed on time.
  - Contract with SITA negotiated on time and within budget. SITA also delivers on time and within budget.
  - Number of users trained in IT and using service.
  - The public interest is protected in the information technology strategy, agreements, and service delivery contracts and the public receives value for money in its agreements with SITA.
  - Procedure manuals have been developed
  - An appropriate data management system is in place
  - Policies on the use of IT solutions have been reviewed, amended and/or developed.
  - An implementation framework for the new information management and information technology plan
  - Quarterly review of the implementation and effectiveness of the plan
- **Legislation:**
  - Number of sectors in which rationalization has been completed.
  - Percentage of rationalization completed.
  - Centralized management of the preparation and review of legislation, the development of documents and formats to support the legislative review process, and the establishment of procedures and protocols for moving legislation through the various steps in the process.
  - Sectors, clients and departments identify fewer regulatory impediments to service delivery.
  - Reduced impediments to service delivery as identified by sectors and departments
- **Performance Measurement:**
  - Satisfactory results from internal measures that monitor acceptable standards of performance Examples of performance measures include: amount of constructive involvement in integrated policy development; timeliness and accuracy of information, reports, documents; steps in implementation plan completed and key milestones achieved in accordance with approved schedule; budget expenditures within approved allocations.
  - The commitment to collaboration is strong as evidenced by: satisfactory levels of collaboration in the preparation of the HIV/AIDS strategy and the implementation of this strategy; and acceptable performance reviews on a government-wide basis.
  - Personnel performance reviews reflect improved capacity
  - The impact of legislation, policies, programs, and departmental performance is measured regularly and rigorously.
  - A high degree of desired behaviours is found in the performance reviews of HODs.
  - Corporate Performance Appraisal and Reporting System linked to an Action/Implementation Plan
  - Performance monitoring capacity linked to strategic planning and implementation
  - Procedure manuals have been developed
- **Policy:**
  - A policy unit, staffed with personnel whose competencies have been strengthened by mentoring and coaching and supported by appropriate policies and procedures.
  - Submissions for EXCO and EXCO committees contain fully developed policy options and all supporting information.
  - Approval of environmental indicators, healthy child indicators,
  - A policy and strategic management framework is developed and adopted throughout the province.
  - Processes, procedures and performance indicators are developed and effectively communicated to all relevant stakeholders
  - An implementation framework for the new strategies is developed and implemented, including the necessary training and re-orientation
  - The implementation of the new framework is routinely monitored in line with established performance indicators and evaluated against best practices
- **Programs, Pilot Projects and Campaigns**
  - Program/pilot project/campaign developed and approved.
  - Successful level of integration in planning, co-ordinating and implementing across government.
  - Implementation plan for a demonstration project on sustainable agriculture approved
  - Specific improvements in the MPCCs introduced e.g. use of ICT; effective use of human resources; quantity and

## **Appendix Y. Performance Indicators Developed by the Twinning Project**

### **Summary of Governance and Capacity Building Indicators Developed for the Canada South Africa Provincial Twinning Project**

- quality of information; customer service; evaluation
  - Pilot project is planned, approved and implemented within deadline and budget.
  - Number of programs/pilot projects/ campaigns launched.
  - Effectiveness and efficiency of program/pilot project/campaign delivery.
  - Achievement of objectives of the program/pilot project/campaign
- 
- **Training:**
    - Participants in the orientation and training programs have a high level of satisfaction with the knowledge, insights, and skills gained.
    - Personnel performance reviews reflect improved capacity.
    - Staffing standards in place.
    - User satisfaction levels.

<b>Appendix Z. Risk Management Strategy for the Canada South Africa Provincial Twinning Project</b>	
<b>Assumptions</b>	<ul style="list-style-type: none"> <li>▪ Senior Management's and cabinet's approval of introducing changes and improvements and exploring/introducing innovations in these systems.</li> <li>▪ South African provinces are willing to introduce changes that would strengthen their systems and the effectiveness of their systems.</li> <li>▪ Canadian provinces will make available the necessary practitioners with appropriate expertise as required.</li> <li>▪ Relevant and practical knowledge is shared in a manner that it can be applied immediately to solve specific problems or address specific opportunities.</li> <li>▪ Public servants have a positive attitude and will accept recommendations and introduce changes and reforms in structures, systems, procedures and competencies.</li> <li>▪ Public servants will be held accountable for the successful implementation of changes introduced.</li> <li>▪ New and/or novel approaches are acceptable to all partners.</li> </ul>
<b>Risks</b>	<ul style="list-style-type: none"> <li>▪ Lack of political and management will to implement recommendations, changes and reforms.</li> <li>▪ Practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Fear of losing personal autonomy or influence if a change occurs.</li> <li>▪ South African provinces are slow in implementing recommendations.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation of changes can begin.</li> <li>▪ Lack of continuity of provincial co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants</li> </ul>
<b>Specific Risk</b>	<b>Risk Management Strategy</b>
Lack of continuity in Provincial Co-ordinators	<ul style="list-style-type: none"> <li>▪ To the extent possible, encouraging provincial governments to attach responsibilities for provincial co-ordination to a permanent position such as a position in intergovernmental relations or the cabinet office.</li> <li>▪ Encouraging senior officials of affected provinces to appoint a replacement as quickly as possible.</li> <li>▪ To the extent possible, having a deputy provincial co-ordinator appointed as a back-up.</li> </ul>
Capacity limitations in the Provinces	<ul style="list-style-type: none"> <li>▪ Sharing of responsibility for meeting the needs of South African provinces among the Canadian provinces with formal twinings.</li> <li>▪ Use of non-twinning provinces to provide activities in which they have specialized expertise or resources.</li> <li>▪ Use of First Nations resources where appropriate.</li> <li>▪ Scheduling activities after people were appointed to their posts</li> </ul>
Loss of expertise within The South African provinces when officials leave their posts.	<ul style="list-style-type: none"> <li>▪ Building capacity in groups (units, teams, learning networks), in the organization (structures, systems, processes), and in the country (several provinces) as well as in individuals.</li> <li>▪ Use of multi-disciplinary and multi-province approaches to expand the number of public servants with the new knowledge and the number of perspectives brought to the study of the issue.</li> <li>▪ Developing and strengthening knowledge networks and sharing of information.</li> </ul>
Disruptions caused by Elections, government cycles, and other pressures on senior officials and elected office holders.	<ul style="list-style-type: none"> <li>▪ Fit as many activities as possible into available time frames and resume activities as soon as possible after interruptions.</li> <li>▪ Use a rolling work plan/budgetary approach.</li> <li>▪ During intensive periods of activity of elected office holders and Directors General, work on aspects of the work plans that do not require the immediate attention of decision makers.</li> </ul>
Challenges in addressing crosscutting issues such as human rights,	<ul style="list-style-type: none"> <li>▪ Establish or strengthen the structures, systems and processes of government that must be in place to enable gender specialists and others trying to address crosscutting issues to have ways of providing input into policies and programs.</li> <li>▪ Introduce performance measurement as a means of linking performance to crosscutting</li> </ul>

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<b>Risks</b>	<ul style="list-style-type: none"> <li>▪ Lack of political and management will to implement recommendations, changes and reforms.</li> <li>▪ Practitioners with required knowledge, skills and abilities are not available or not available in a timely manner resulting in delays in implementing activities and achieving results.</li> <li>▪ South African provinces needs for expertise and support are greater than can be provided on a short-term, voluntary basis.</li> <li>▪ Dissemination of information does not occur.</li> <li>▪ Fear of losing personal autonomy or influence if a change occurs.</li> <li>▪ South African provinces are slow in implementing recommendations.</li> <li>▪ South African provinces must secure the necessary resources before activities or implementation of changes can begin.</li> <li>▪ Lack of continuity of provincial co-ordinators and other key role players.</li> <li>▪ Strict guidelines re: disbursement and use of funds may limit full achievement of objectives.</li> <li>▪ Withdrawal of support by one or more partners.</li> <li>▪ Lack of baseline data and therefore difficulties in measuring change.</li> <li>▪ Increased terrorism and wars and their negative impact on travel and release of public servants</li> </ul>
<b>Specific Risk</b>	<b>Risk Management Strategy</b>
gender equality, poverty reduction, HIV/AIDS, Environmental sustainability.	<p>issues.</p> <ul style="list-style-type: none"> <li>▪ Remove obstacles in legislation and other policy instruments.</li> <li>▪ Strengthen policy units, policy processes and policy analysis competencies.</li> <li>▪ Identify opportunities for strengthening cross cutting themes in program design.</li> <li>▪ Facilitate linkages and virtual twinings.</li> <li>▪ Role model within one's sphere of influence.</li> <li>▪ Encourage the use of local or other resources for building capacity in crosscutting issues</li> </ul>