Capacitation Framework for Sustainable Infrastructure Delivery Management System [IDMS]
Background

The Infrastructure Delivery Management System [IDMS] and a supportive Infrastructure Delivery Management Toolkit have been finalised in 2010.

Training/orientation in terms of IDMS and IDM Toolkit have been provided in 2011. A National Cabinet submission to secure continued political commitment for implementation has been submitted.

Each Province needs to implement the IDMS and the Toolkit for the Education and Health sectors through:

- Clarification of mandates, roles, responsibilities and accountabilities between Health, Education, Implementing Agent[s] and Provincial Treasury.
- Agreement on uniform processes and content clarification of functions to be followed for the planning and delivery of infrastructure services.
- Agreement in terms of the key strategic decision making points and timeframes to facilitate seamless service delivery.
- Implementation of generic organisational structures needs to be aligned to the Provincial IDMS including the HR Norms/Post provisioning.
Key Capacity Issues Identified
By IDIP Reviews

• Improve and formalise the mandates, roles and responsibilities of different departments/implementing agents in relation to infrastructure management and delivery.
• Develop appropriate service delivery models that inform the development of structures and post provisioning norms.
• Rigorous strategies on staff recruitment and retention.
• Improve ethos and conduct of officials in accordance with Constitution the developmental state.
• HR is not an administrative matter but a strategic resource.
• Need for sustainable skills transfer from TAs to officials at individual-; group- and organisational levels.
**Strategic Themes**

**Organisation**: Includes service delivery models, roles, responsibilities, institutional linkages and structures

**Human resources systems**: Includes mechanisms to deliver the strategy e.g. recruitment, retention, management of talent, employee health and well-being

**IDMS HR for Infrastructure Planning and Delivery**

**People**: Includes types of professions, staffing models, post provisioning, job descriptions, HR Analysis, performance contracts and management capability

**Organisational Behaviour**: Includes beliefs, values, norms and management styles
Priorities: Key Areas of Leverage to Implement and Sustain the IDMS

Management Systems Outputs 3 & 4
- IDM Toolkit implementation through Technical Experts
- IDM Toolkit train-the-trainer initiatives.
- Improved infrastructure planning through additional short term technical support.
- Improved construction procurement through short term technical support.
- Partnership with UP

IDMS Capacitation Outputs 1 & 2
- Customise and institutionalise Provincial IDMS [mandates, governance principles, roles, responsibilities]
- Capacitation of IDMS [design principles, structures, competencies, job profiles and HR Norms]

National and Provincial Infrastructure Delivery
- National and Provincial Education
- National and Provincial Public Works
- National and Provincial Health
- National and Provincial Treasury
• Leadership role to be played by a Department that operates transversally e.g. Provincial Treasury.

• Obtain approval of four HoDs and MECs before the provincial capacitation framework for the implementation of the IDMS is being developed.

• Review legal mandates and previous Cabinet Resolutions to determine how it should inform the IDMS.

• Align framework to sector specific HR decisions. [e.g. National Health Council].

• Obtain the inputs of all the Infrastructure Managers in the four Departments in terms of the development of the framework and their HoDs.

• Framework should ideally include the detailed functional analysis to facilitate the customisation of the generic organisational structures for DoE, DoH and PW. For PT the activities and tasks in the functional analysis should remain the same in each Province.

• Obtain sign off by the four HoDs before submission to the Provincial Executive Councils for approval. Framework should be reviewed and updated.
**Requirements for a strong foundation**

**Step 1**
- Intense consultation process (reiterative processes) – work as co-operative partners
- TAs to participate in sessions and to draft the provincial IDMS

**Step 2**
- Facilitation of sessions in each Province to customise the functional analysis and aligned to the departmental service delivery platform.

**Step 3**
- Customisation of proposed generic structures to meet needs of each Province based on the outcome of the functional analysis
- Province must lead: Leadership and facilitative role (HR/OD Units) and Provincial Treasuries are critical

**Step 4**
- Customisation of generic HR norms based on uniqueness of each Province
- Finalise all the Job profiles and directive issued by DPSA

**Ongoing**
- Intense consultation process (reiterative processes) – work as co-operative partners
- Role of and consultation with 4 HODs and MECs in each Province very important

- HR model and Provincial Framework for IDMS implemented at same time

- Presentation to all HODs and MECs at relevant sector forums for example National Health Council and to DPSA
IDMS Capacitation Tools

Governance Principles

1. Legal mandate and functional analysis.
2. HR Profiles in line with business roles.
5. Recruitment/retention strategies.

Infrastructure Delivery Principles

Co-operative Governance - Governance partners that relate within the framework of co-operative governance. Provide clarification on the Custodian and the Implementing Agent.

Clarification of Mandates – DoE and DoH accept responsibility and accountability for the management of the property portfolio and supportive asset management services of the Departments. The IA accepts responsibility and accountability for the delivery of infrastructure programmes/projects on time, within budget and in line with quality assurance standards. PT accepts responsibility and accountability to enforce quality in the spending of funds and promote an environment in the Province that facilitates effective and seamless service delivery.

Rules of Engagement – Define how DoE and DoH interacts with the IA – e.g. signing of SDAs and the content of SDAs.

Procurement - Procurement of professional and construction services need to be clarified – thus agree on development of procurement system and under the guidance of which Department.

Governance structures – Define and agree on the governance structures for infrastructure planning, delivery, improvements, monitoring and reporting in the Province.
Planning, Budgeting & Payments - Provide clarity on all aspects related to planning, budgeting and payments.

Technical Condition Assessment - Provide clarify on how technical conditions assessments would be planned for, the budgeting for theses assessments, how it will be designed, implementation and how information will be updated.

Management of Information and Documentation – Clarify project management information system[s], keeping of documents, call centers.

Contracts, Scope and Cost Variations – clarify and agree on the implementation.

Clarify Maintenance – includes life cycle maintenance plans, etc.

Expanded Public Works Programme – targets, norms, standards.
Clarify content definition of all processes

- Provincial Infrastructure strategy/plan.
- Services Plans, SPs, APPs, U-AMPs and C-AMPs.
- Programme Monitoring.
- Project Management e.g. what are included in a Project Brief.
- Project Monitoring.
- Agreed Strategic decision making points.
Deliverables aligned to:

- **IDMS and Strategic Decision Making Points** as agreed in each Province.
- **National Basic Education/Health/National Treasury Requirements and Strategic Policy direction** in relation to infrastructure requirements in Provinces.
- Focussed on **key institutional issues** that need to be addressed to promote sustainability.
- **Buy-in** at HOD and MEC levels.
- **dpsa consultation** and support.
- **Technical Support** to implement the model are provided to National Departments and Provinces.
Defined, interpreted and agreed on the legal mandate of each Provincial Department in the Provincial Infrastructure Service Delivery Chain and their Core Business Roles

Defined the Provincial Service Delivery Model and conducted Functional Analysis to unpack roles, responsibilities and deliverables between Provincial Departments and within Sector Departments

Defined Design Principles and agreed on the Primary Functions to be performed in terms of different Core Business Roles and outcomes

Determined Functional Structures, HR requirements, Post Provisioning, HR norms and HR Profiles
The point of departure was to identify the legal mandate for Provincial Treasuries as informed by legislation in terms of immovable asset management. Based on the interpretation of the legal mandates, the core business roles of Provincial Treasuries were defined.

**Informing (Treasury)**
- Public Finance Management Act 1 of 1999 [Section 18].
- Division of Revenue Act – Annually.
- National Treasury Instruction Note on enhancing compliance and improving transparency and accountability in Supply Chain Management [SCM].

**Compliance (Treasury)**
- Public Finance Management Act 1 of 1999.

**Education / Health**

**Public Works**
Functional Analysis

The division of activities and tasks within each function and sub function between Sector Departments, Provincial Public Works as the Implementing Agent & Custodian and Provincial Treasury.

Secondly, the division of activities and tasks in each Provincial Treasury.

Main Focal Areas

Governance Principles
Infrastructure Delivery Principles
Provincial- and Departmental Infrastructure Management Planning
Property and Infrastructure Portfolio Systems
Infrastructure Programme Management
Infrastructure Project Implementation
Property and Infrastructure Operational Support Monitoring
Content of the Functional Analysis

Illustration

Description of the Sub Function, Process, Activities and Tasks that should be executed to support the service delivery model. The responsibility for the Activities and Tasks are indicated in terms of the parameters of existing legislative frameworks that govern infrastructure planning and delivery in South Africa. The Activities and Tasks relate specifically to the responsibilities of the infrastructure Chief Directorates, Directorates and Sub-Directorates in PW and Client Departments.

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<tr>
<th>ACTIVITY: To prepare the Provincial Infrastructure Plan</th>
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<tbody>
<tr>
<td>TASKS</td>
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<tr>
<td>To set strategic guidelines for the effective and transparent use of immovable assets in the Province as inputs to the drafting of the ProvIP.</td>
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<tr>
<td>To determine the financial- and economic objectives for provincial infrastructure development in the Province and identify challenges as inputs to the drafting of the ProvIP.</td>
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<tr>
<td>To engage with National Departments, Provincial Departments, Public Entities and Local Governments to determine and align longer term budget requirements to the infrastructure objectives as defined in the ProvIP.</td>
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<th>ACTIVITY: To update and review the Provincial Infrastructure Plan</th>
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<td>TASKS</td>
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<td>To annually participate in the updating of the ProvIP based on the review reports submitted by Provincial Treasury and five year review of the ProvIP aligned to electoral cycle.</td>
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Description of Main Deliverables associated with each Process in terms of PT.
Public Works Departments in Provinces are the **Custodians of immovable assets** and the **Implementing Agent** for infrastructure delivery.

Where **Provincial Departments do not comply with the capacity requirements** stated in the generic functional structure, as a transitional arrangement until the required capacity has been established, the following should be followed:

Provincial Departments must establish the minimum professional capacity supplemented with the appointment of short term professional and technical contract staff (**on public service contracts**) in line the functional generic structures and budgets. This capacity must be in place 6 months after the generic functional structure has been issued by dpsa [Directive of the Minister for Public Services and Administration]. Provincial Departments must provide adequate budgets for compensation of such personnel.

If a Provincial Public Works Department does not adhere with the abovementioned capacity requirements either through permanent appointments or through public service contract appointments as indicated above, Provincial Departments can continue to appoint Implementing Agent/s other than Provincial Public Works in consultation with their National counterparts. Such Agent must be an Organ of the State and registered in terms of the CIDB Regulations. Provincial Treasury approvals in terms of the Treasury Instructions related to construction procurement processes for procurement of such Agent Services and thresholds will be applicable in terms of this option.
Based on the legal mandate, the core business of Provincial Treasuries in terms of immovable assets, it is defined in terms of **two main roles**

**Policy, Planning and Resourcing Role**

The overall optimal **planning, development and management of immovable assets** Province and determination of resources requirements.

**Portfolio and Programme Monitoring Role**

The overall monitoring and reporting on progress regarding programme performance in terms of procurement, expenditure/spending against budget, value for money and achievement towards effective and efficient management of immovable assets in the Province.

**In summary:** Participate in the development of an appropriate Provincial Infrastructure Plan [ProvIP] and strategically steer the economic and financial investment objectives/imperatives in infrastructure. Lead and facilitate stakeholders in the implementation of the IDMS in the Province that enables integrated, seamless infrastructure planning, budgeting, procurement and delivery with the overall aim of realising quality, economic, efficient and cost effective infrastructure in the Province. Rigorously monitor, review and assess infrastructure planning, budgeting and spending and report/intervene in a pro-active manner to ensure value for money. Approve and advise on key decisions related to property development in line with the regulatory framework/determined thresholds and promoting the economic- and social investment in the Province. Oversee, from a financial perspective, the implementation of Public-Private Partnership Projects as approved by National Treasury and in line with delegations from National Treasury.
Treasury Design Principles

The capacity for Treasury to **assess, enforce and monitor accountability and effectiveness** in terms of the management of assets needs to be strengthened.

The capacity to **lead the province in terms of economic, social and financial indicators to develop and implement the Provincial Infrastructure Planning function** in the Province through a coordinated and integrated multi sectoral planning process needs to be strengthened.

The capacity to **facilitate the implementation of the IDMS** in the Province with special focus on the development and implementation of appropriate procurement frameworks for construction needs to be strengthened.

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Treasury Structure

Provincial Infrastructure

Infrastructure Planning/Resourcing Management Function
- To leverage infrastructure planning, investment & delivery management systems and immovable assets.
- To act as custodian for IDMS.
- To support Departments with capacity building.

Infrastructure Monitoring Function
- To assess & monitor departmental plans, budgets and spending related to infrastructure delivery and immovable asset management.
• **dpsa** has prioritised the generic structure for PTs for next year.

• DoE: Worked with NBE, all Infrastructure and HR staff of all 9 Provinces and the dpsa.

• DoH: More difficult to follow the same approach but are moving in that direction.

• How do we consult with all 9 Provinces – suggest same approach as followed with DoE.

• Presentation to all HODs and MECs – PTs.
Thank You!

“Partners in Infrastructure Delivery Management”