LIMPOPO

PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

OFFICE OF
THE PREMIER

Limpopo Provincial Policy Management Framework

Version 3

CONTENTS

Acronyms

DG	Director General
EBPM	Evidence Based Policy Making
EXCO	Executive Management Committee
HOD	Head of Department
HR	Human Resource
NDP	National Development Plan
LDP	Limpopo Development plan
LPPMF	Limpopo Provincial Policy Management Framework
MEC	Member of Executive Council
LPPC	Limpopo Provincial Policy Council
SBU	Strategic Business Unit
LPRR	Limpopo Policy Research Repository
TOR	Terms of Reference

Definitions

The following definitions are applicable for the purpose of the policy document:

Accountability – obligation to demonstrate that work has been conducted in compliance with agreed rules and standards or to report and accurately on performance results, roles and plans.

Action – activity to achieve identified goals.

Benchmark – refers to the performance that has been achieved in recent past by other comparable organizations, or what can be reasonably inferred to have been achieved in the circumstances.

Coordination – is the act of making different people or things work together for a goal or effect to fulfill desired goals in an organization

Evaluation – is the periodic assessment of performance against agreed upon objectives for the purpose of the review.

Framework – An essential supporting or underlying structure or instrument.

Goals – indicate the 'destination' and articulate higher order or lower order specific objectives to be attained.

Guidelines – General policy principles, rules or advice to achieve an action.

Impact – long term effects or influence, to obtain a meaningful result.

Implementation – Putting a plan into effect. Implementation encompasses those actions by public or private individuals that are directed at the achievement of objectives set forth in prior policy decisions.

Indicator – is defined as a measuring instrument that is used to give a concrete, measurable but indirect value to an otherwise immeasurable, intangible concept.

Lead department – Department responsible for taking the initiative for a particular programme; department acting as custodian of the programme.

Management – is the process of planning, organizing, directing or controlling activities that will lead to an effective fulfilment of organizational objectives within the parameters set by society.

Monitoring - is seen as the ongoing recording and interpretation of information for the purpose of evaluation according to agree upon strategic objectives/goals, anticipated outcomes (including targets), measurable indicators and reliable information base.

Objectives – articulation of the intent of government (policy objectives or strategic objectives) and expresses what the policy or strategic direction is. Programme, project and other objectives can also be developed that cascade down, or relate to higher order objectives.

Outcome – an articulation of the type of results that the objective and outputs are meant to achieve. Outcomes can be seen as what outputs should lead to and in turn, outcomes should results in impact.

Outputs – are completed operational activities that were successfully accomplished in response to planning objectives, often stated in terms of the number of initiatives, services or product completed.

Plan – Detailed proposal for doing or achieving something. Quarterly, annual, or multiyear schedules of expected outputs, tasks, timeframes and responsibilities.

Planning – is a goal setting process that sets the scene for how the organizational programmes will be implemented and evaluated.

Policy – is a process by which government translate their political vision into programs and actions to deliver outcomes – desired change in the real world. .

Policy agenda – is a list of subjects or problems to which people inside or outside government are paying serious attention to at any given time.

Policy Analysis – can be defined as the systematic analysis of the dimensions and variables influencing public policy.

Policy making – is a political problem-solving activity in the face of complexity rather than logical process involving well-informed calculations by rational actors who seek to maximize economic utility, political power, or organizational effectiveness?

Policy Management – refers to a deliberate method of dealing with policy issues and processes from start to finish.

Policy Manual - is a collection of documents that define an organization's rules, policies and procedures, and helps staff and management run the business. Policy manuals may be offline, paper documents and/or virtual documents, which are stored electronically.

Policy Sponsor- a member of the executive management committee under whose authority or guidance the policy will be drafted and will promote the policy within the executive management committee and at higher authority.

Procedure – is a method by which policy should be accomplished.

Provincial administration – this refers to provincial departments, municipalities and state owned entities.

Strategy – Plan to achieve provincial as well as departmental goals and objectives.

Summative Evaluation – is an evaluation that focuses on the end product as well as on the impact or changes which policy or product brought about.

Targets – specific milestone set (as an anticipated outcome), normally in terms of targets dates and a stated quantified objective (e.g.6% annual economic growth).

1. INTRODUCTION

The Framework has been introduced to improve the formulation of policies, drafting of quality documents and contribute towards effective policy implementation in the Limpopo Provincial Administration. It (Framework) outlines a process that commences with identifying issues that need a policy response and moves through stages of defining the scope of the policy formulation processes, analyzing, discussing and finalizing the policy, and then implementing, evaluating and reviewing the policy.

The Office of the Premier is responsible for providing coherent strategic leadership and direction in provincial policy management processes. The aim of this policy framework is to establish a consistent, coherent, integrated and shared framework for the Limpopo Provincial Administration and to develop, implement, monitor and evaluate policies. The Limpopo Provincial Policy Management Framework is embedded with the electoral mandates priorities that call for the need to respond to multifaceted challenges and opportunities as the prerequisites for development. The mandate has been given material value through Medium Term Strategic framework (MTSF) priorities and the Outcome-Based Approach.

The framework emphasizes the need for a shared policy approach to align different government institutions to the Limpopo Provincial Administration policy imperatives. The framework serves as a practical tool to inform, shape and guide a shared policy approach.

It is important to follow through these stages to ensure the right issues are being addressed, the best available policy response is chosen, the policy is put into practice and its outcomes evaluated. In this way the Office of the Premier can ensure that the strategic direction it is setting is relevant, effective and responsive. This policy document is concise, action oriented and written in a plain language that can be readily understood by the intended audience. Effective consultations and authorization processes are important throughout the policy formulation processes.

2. PURPOSE AND THE OBJECTIVES OF THE FRAMEWORK

2.1. Purpose

The purpose of this framework is to guide, inform and encourage the formulation, implementation and evaluation of a common and integrated policy approach that is driven by the needs and priorities of the Limpopo Provincial Administration.

2.2. Objectives

The specific objectives of the Limpopo Provincial Policy Management Framework are as follows:

- Introduce standardized approach and procedures for policy formulation process in the province.
- Clarify roles and responsibilities within policy processes.
- To encourage and promote dialogue and wide range participation in the Limpopo Provincial Administration policy processes.
- To encourage and promote transparency, participation and varied inputs in the process of policy development within the Limpopo Provincial Administration.

3. TYPES OF POLICIES

3.1. International Protocols, treaties and conventions

International protocols or treaties can be defined as agreements under international law entered into by actors in international law, namely sovereign states and international organization. For example, United Nations policy instruments such as Convention on Rights of the child.

3.2. National Government policies and Acts

This refers to policies formulated and implemented by national government and serving as mandatory guides in formulating provincial policies. For example National Development Plan (Vision 2030).

3.3. Provincial government policies

These are the policies formulated and implemented by provincial administration in order to deliver services to its people. These are transversal policies, applied across all Provincial departments, as per provincial mandate, for example, Financial Management policies and Human Resource policies.

3.4. Organizational policies

These are departmental policies that are formulated and implemented by a specific department in order to deliver on its mandate. For example, ICT policy and cell phone policy.

4. SCOPE OF APPLICATION

This policy Management Framework applies to all provincial departments, municipalities and state owned entities in the province.

5. PRINCIPLES

The Framework is underpinned by the following principles:

- Economic transformation and Job creation,
- Education, skills and Health,
- Delivery of reliable and quality basic services,
- Transforming human settlements and strengthening local government,
- Social cohesion and Safe communities,
- Building a capable, ethical and developmental state,
- Building of a better Africa and better world.

6. LEGAL MANADATE AND POLICY FRAMEWORK

The Policy Framework is embedded within a complex relationship of national, provincial and local government policy making processes. This policy management framework is guided by the following legal prescript.

- The Constitution of the Republic of South Africa, 1998 (Act 108 of 1998)
- National Development Plan (Vision 2030)
- Limpopo Development Plan (LDP)

7. POLICY PRONOUNCEMENT

Policy Management within the Limpopo Provincial Administration shall be guided by Batho Pele principles. All policies should be anchored on the verifiable evidence and consistent with the intent and purpose of the Limpopo Provincial Policy Management Framework. Evidence-Based Policy Making (EBPM) is a combination of methods with an emphasis on process, collection and utilization of data to formulate policies. The evidence is obtained from various sources e.g. evaluation, monitoring, research, impact assessment, policy reviews, interviews, imbizos, social and economic commentators.

8. ROLES, RESPONSIBILITIES AND POWERS IN POLICY MAKING.

The roles, responsibilities, and powers for policy management within the Limpopo Provincial Administration are outlined in the table below. These roles, responsibilities and powers apply to department policies.

Authority/ Office	Policy Agenda	Formulation & Drafting Policies	Policy Approval	Policy Implementation	Monitoring & Evaluation
Executive Authority	• Contributes to policy agenda • Approves development of new policies	Might direct that certain policies be formulated or drafted.	Can approve policies relevant to the department in line with powers conferred by law or delegation	Oversees policy relationship of policy implementation with electoral mandates	Approves amendment of policy resulting from a review

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| Accounting Officer	• Contributes to policy agenda • Can approve development of new policies in line with powers conferred by law or delegation	Recommends approval of draft policy to The MEC on advise of Executive Management	Can approve policies relevant to the department in line with powers conferred by law or delegation	Oversees implementation of policies	Can approve amendments to policies relevant to the department in line with powers conferred by law or delegation
Executive Management/ Senior Management	Inputs into policy agenda	Recommend the draft policy before submission to HOD /or The MEC	None	Implement policy within area of responsibility	Monitor and evaluate implementation of the policies at a strategic level

Labour Organizati on	Analyse and Inputs into policy agenda	Recommend the draft policy before submission	None	Check whether the rights of employer and employee are justifiably served in terms of policy implementati on.	Monitor and Evaluate implementat ion
Policy Unit (OTP)	Inputs into policy agenda	• Supports all branches (Departme nts) in the drafting of policies; • Coordinate the consultatio n process	Initiates the developme nt of the policy in line with (EBPM approach) arguable research evidence and departmen tal priorities.	Ensures that all employees are informed of the new policy.	Supports branches and the Executive Authority/ Accounting Officer in monitoring & evaluating / alternatively analysis implementat ion of policies

Policy Unit in the departments					
Coghsta Policy Directorate	Coordinate municipal policy management services	Support all municipalities to comply with the framework	Advice municipalities on the approval of policies	Monitor municipalities policy implementation	Support municipalities with policy evaluation
State Owned entties					

9. PROVINCIAL POLICY MAKING APPROACH

The policy development process entails a number of processes before a final policy is produced. These processes include extensive research, analysis, consultation and synthesis of information that lead to the compilation of the final policy document with specific desired outcomes. There are specific steps that need to be followed in developing a policy. Below are detailed processes categorized in chapters that should be followed in developing policies within the Limpopo Provincial administration.

The Policy Making Cycle
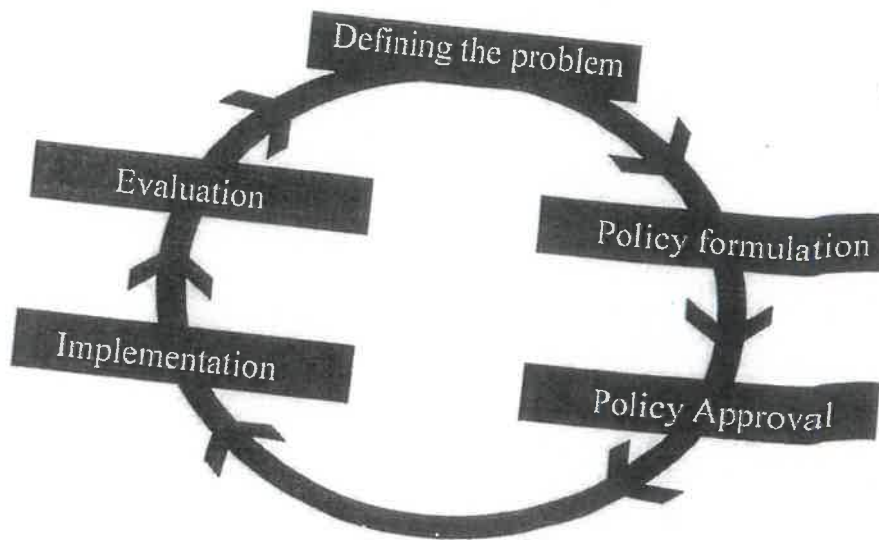
9.1. Step 1: Define and detail the problem

- The primary responsibility to determine the need for a policy resides with the SBU or directorate which is responsible for the issues addressed by the policy.
- A higher authority such as the Premier, DG, MEC, HOD or Executive Management may identify the need for a new policy to be developed or review of current policy.
- Permission to commence with formulation or review of the Policy should be approved by the Accounting Officer.
- The policy sponsor shall inform the Policy directorate of the proposed policy.

- The Policy directorate shall maintain a record of the policy agenda.

9.2. Step 2: Policy formulation and drafting.

- The SBU or directorate under which the policy issue resides will undertake the necessary research and consult with the relevant stakeholders including the Legal Services Unit and Policy coordination Unit.
- The policy shall be drafted to conform to the letter and spirit of legislation and higher level policies such as white papers and provincial policies.
- The policy shall be drafted in line with the formatting guidelines in Annexure 1.
- Policy be circulated to staff members in the department for inputs and comments.

9.3 Step 3: Policy approval process.

- The draft policy shall be presented to the Executive Management Committee for inputs prior to submission to the Executive Authority or Accounting Officer for approval.
- The memorandum covering the draft policy shall contain a summary of the key policy pronouncements as well as outline the consultative process followed.
- All submissions for approval of draft policies shall provide space for comment by the policy sponsor as well as the Policy directorate.
- The original signed copy shall be kept at the main registry and the Policy directorate shall keep copies of all policies.

9.4. Step 4: Policy implementation.

- Implementation should be a partnership between policy makers and implementers. This is important in terms of ensuring that delivery structures give due priority to a policy and securing the interest and ownership applies.

- Piloting policies before adopting them more widely can be very helpful: in identifying issues which arise in delivery; in gauging the responses of service user; and in assessing how well they are likely to achieve their intended outcomes in practice.

- The policy sponsor must ensure that within 30 days after approval by the Accounting Officer, the policy is brought to the attention of all employees of the relevant department and other relevant stakeholders.

- Ensure that lower level personnel are educated in their own language.

- The HR unit must ensure that all new employees are informed of all policies applicable within the department.

9.5. Step 5: Policy monitoring and evaluation.

- The SBU or directorate responsible for the issues addressed by the policy shall develop a mechanism for monitoring and evaluating the implementation of the policy.

- The Policy directorate shall confirm that all policies are subjected to a monitoring and evaluation process.

- Policy analysts and implementors, inside and outside government, determine whether the policy is addressing the problem and whether implementation is proceeding well.

- They may recommend review or revision in the agenda, in the formulation of policy, or its implementation

10. INSTITUTIONAL ARRANGEMENT

The Province has establish a Provincial Policy Council comprised of key representatives from all government departments, institutions of higher learning, state-owned entities and district municipalities.

11. DEPARTMENTAL POLICY SUPPORT

Limpopo Provincial departments shall have policy support function. The responsibilities of the policy support function will be:

- To develop departmental policies
- To implement departmental policies
- To review and analyse departmental policies.
- All reviewed policies shall have a version number and a clause on approved policy maintaining that it nullify all other policies.
- To monitor and evaluate departmental policies.
- Create capacity for other SBU to formulate, implement, review, monitor and evaluate policies.
- All organizational policies shall be reviewed after 36 months (3 years). Review process must be concluded within six months before expiry of that policy.
- All new policies to be send to the office of the Premier before they can be considered for approval.

12. STATE – OWNED ENTITIES

The Board of Directors of SOE's or their governing body shall:

12.1. Have executing powers over their policy management function.
12.2. Have policy structures constituted for development and implementation of all relevant policy instruments.
12.3. Direct that policies be analysed or reviewed in line with regulations and/or company priorities.

13. MUNICIPAL POLICY SUPPORT

Department of Co-operative Governance, Human Settlements and Traditional Affairs shall be responsible for policy management in all municipalities and:

- Ensure that Municipalities adopt the LPPM as a regulatory tool for municipal policy management.
- Seek support and advice from OTP in their oversight responsibilities on policy management in the municipalities.
- Create a platform for sharing best practice amongst municipalities.

14. PROVINCIAL POLICY COUNCIL

The Provincial Policy Council is established in accordance with the Provincial Policy Framework. It shall oversee the coordinated development and implementation of provincial policies by state owned (enterprises) institutions and sector departments.

15.1 MEMBERS OF THE PROVINCIAL POLICY COUNCIL

The Council shall be constituted as follows:

a. Management team of the Policy Coordination Unit which shall preside over the Council proceedings.
b. Director: Research & Development, Office of the Premier.
c. Director or duly-appointed person from all provincial departments.
d. One policy management person from the regional offices of all national departments.
e. One person working in the policy management environment from Provincial State-Owned Entities.
f. A representative from the Universities of Venda and Limpopo, who shall, preferably, be the Head of a graduate school or a department that is providing academic offerings in Public Policy and other Universities operating in the province.

g. One person who is responsible for the policy management function from each District Municipalities.

15.2. FUNCTIONS OF THE PROVINICIAL POLICY COUNCIL

1. Advice the Limpopo Provincial Administration on the policy management challenges.
2. Provide platform for networking amongst relevant institutions on policy formulation and implementation
3. Evaluate and input into the policy research/ development agenda projects to be conducted in the Province.
4. Facilitate knowledge sharing and integration in policy development.
5. Identifying capacity constraints related to policy development and implementation, share expertise and develop capacity building programmes.
6. Recommend the use of standardized concepts, definitions and quality standards.

15.3. MEETINGS OF THE FORUM

The Forum shall meet on a quarterly basis and in its first meeting shall determine the dates and times for the yearly meetings.

15.4. COORDINATION OF THE PROVINCIAL POLICY COUNCIL

The activities of the Council shall be coordinated by the Policy Coordination Unit (division) of the Office of the Premier. The Unit/division shall facilitate the proceedings of the Council and also take full responsibility for the management of its records.

16. DEFAULT

Any policy, procedure, or guideline that does not follow the procedures and processes outlined in this policy will not be approved by the relevant authority and remains void.

17. INCEPTION DATE

The inception date for the framework will be within 30 days after the approval by the Accounting Officer.

18. REVIEW AND TERMINATION OF THE FRAMEWORK

The framework shall be reviewed after sixty (60) months from the date of approval by the Executive Authority or sooner as per decision or directive of the Executive Authority.

This framework will remain in force until and unless it has been withdrawn and amended by the executing authority.

19. ENQUIRIES

Enquiries regarding this policy should, in the first instance, be directed to the Policy Coordination directorate or unit.

APPROVED BY:

Mr. S.C. Mathabatha   Date:

Premier

ANNEXURE 1
FORMAT FOR DRAFTING POLICY DOCUMENTS

1. COVER PAGE

1.1.   The cover sheet is the first page of the policy that any reader will come in contact with and has to include the following information:

- The fact that the policy is that of the Limpopo Provincial Government

- The name of the policy

- The revision/ version of the policy

1.2.   The design of the cover page has to be in line with the province's corporate image.

2. CONTENTS PAGE

2.1.   The contents page should at the very minimum indicate on which page the main headings indicated in this annexure appear within the policy.

3. ACRONYMS AND ABBREVIATIONS

All the acronyms and abbreviations should be clarified in this section of the document.

4. DEFINITIONS

Special focus should be on defining words and concepts with special meanings or interpretation.

5. EXECUTIVE SUMMARY

5.1.   It is not always necessary to include an Executive Summary, however if the policy is more than ten (10) pages it is advisable that it should be included.

5.2.   The Executive Summary should not exceed a page and always starts on a new page.

6. INTRODUCTION

6.1.   The introduction should provide the necessary background and context of the policy as well as any preamble.

6.2.   The introduction should always start on a new page.

7. PURPOSE AND OBJECTIVES OF THE POLICY

The purpose as well as all the objectives of the policy should be included in this section. These form the basis of the policy pronouncements.

8. AUTHORITY OF POLICY

This section will mention the authority which issues the policy and thus reinforce the scope of application.

9. LEGAL FRAMEWORK

This section will list all the legal prescripts that form the basis and authority for the policy pronouncements within the policy.

10. SCOPE OF APLICATION

10.1.   A statement along the following lines will almost always be part of this section: "This policy, except otherwise indicated, is applicable to ..."

10.2.   The scope could be clarified in terms of the type of activities and/or programmes the policies covered as well as the organizational depth and width of the policy.

11. POLICY PRONOUNCEMENTS

11.1.   This section is the core of the policy document and requires to be particularly well crafted and explain the expectations.

11.2.   Every objective of the policy has to be addressed by the policy pronouncements.

12. DEFAULT

This section should state the consequences of non-compliance with the policy.

13. INCEPTION DATE

Extreme caution should be taken regarding backdating the inception date of a policy; this should generally be avoided.

14. TERMINATION AND REVIEW CONDITIONS

This section should indicate under which conditions would the policy reviewed or terminated.

15. ENQUIRIES -

The unit, rather than the individual officer, to which enquiries on the policy are made, should be stated here.