CPSI
Unlocking Innovation

A POCKET GUIDE TO INNOVATION IN THE SOUTH AFRICAN PUBLIC SECTOR

It is a "must read" for public service and local government managers and officials in order to support innovation in their respective departments and units.

Ernst Hustädt
GTZ Programme Manager: Public Service Reform.

Wow! What an insightful, energizing and captivating innovation guide to the South African Public Sector.

Without doubt, this guide is the most appropriate response to the legislative imperative that the Minister for Public Service and Administration has, in terms of the Public Service Amendment Act 30 of 2007 which is the "responsibility for establishing norms and standards relating to transformation, reforms, innovation and any other matter to improve the effectiveness and efficiency of the public service and it's service delivery to the public".

Sandile Ndlungwane
co-founder of Cida City Campus, Johannesburg.

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**FOREWORD
BY THE MINISTER FOR
PUBLIC SERVICE AND
ADMINISTRATION**

The Public Sector has unprecedented opportunities to improve the livelihoods of the people by effectively rendering the many services that it is expected to provide. The scope of expectations in South Africa is widened by the diversity of the population – with many differing social, political and economic challenges across it's provinces. In trying to adequately service it's diverse population, the sector is often stretched in terms of resources and delivery is hampered by a number of factors, some easier to address than others. Amidst varying expectations of the provision of quality services, government has since 1994 embarked on a concerted effort, to improve the delivery and outcomes of public services. Although considerable progress is registered in some key public service areas, there is great scope for improvement in others.

The very diverse nature of our population provides good opportunities for the public sector to exchange experiences and explore collaboration on improving the livelihoods of many. We have envisaged a public sector that has the required capacity to respond adequately to the challenges of it's people, more so those that are vulnerable to marginalisation such as the poor, women, the disabled, the elderly, children and those from deep rural areas.

In line with the above, the Centre for Public Service Innovation was established within my Ministry to strategically facilitate, advocate for and champion innovation in the Public Sector. As we have realised, there is a compelling need for our government to find innovative ways to respond efficiently and effectively to the needs of our people. The CPSI has been mandated to partner

with public sector organisations in identifying innovative solutions and developing an environment that supports implementation and sustainability of innovations.

Aligned to its mandate, the CPSI was tasked to develop this pocket guide for use by public servants at all levels, and other stakeholders working towards achieving the ideals of a better life for all. It is my hope that this document will empower it's readers with appropriate practical tools, ideas and knowledge on how to harness innovation to fulfil their mandates. I firmly believe that innovation and the associated institutional adjustments suggested herein underpin long-term growth and must be at the centre of any strategy that is aimed at strengthening the public sector. This document is part of our effort towards the creation of a people-centred and people-driven public sector that is continuously seeking new, creative and better ways to serve our people.

I therefore trust that guidance from this document will contribute to advancing innovative approaches for a more effective, efficient and equal public service.

M R Baloyi
Minister for Public Service and Administration

FOREWORD BY THE EXECUTIVE DIRECTOR

The Centre for Public Service Innovation (CPSI) was establishment in 2001 by the Minister for the Public Service and Administration to actively identify innovative solutions to service delivery challenges, and to develop within government an environment more receptive to, and supportive of, innovators. It is now operating as a Government Component as introduced by the Public Service Amendment Act (Act No. 30 of 2007).

In order to contribute to the complete service delivery value chain, the CPSI focuses on solutions that improve citizen access to services, as well as those that enhance the internal efficiency of public sector institutions. Closely linked to this approach is the understanding that a crucial part of discovering innovation is documenting best practice and sharing of knowledge. The CPSI's role therefore also includes publishing case studies, models and discussion documents which not only create a platform of theory put into practice, but assist in the process of replicating ideas across government and beyond.

It is in the light of the CPSI's mandate that this document is made available as a tool that can assist in the unlocking of innovation in the public sector and that can facilitate the creation of an enabling environment for innovative service delivery to flourish. This is not a policy on innovation – it is a guide that demystifies the various aspects of innovation as they relate to the public sector. In addition to the contribution made through this booklet, the CPSI further runs a development programme in innovation management (with PALAMA), a programme that provides officials with essential

skills to recognise and reward innovation. The CPSI also organises an annual Innovation Conference and manages the Public Sector Innovation Awards programme. I hope public sector institutions will welcome and take full advantage of this and other CPSI initiatives such as our support towards solution conceptualisation and development when addressing their respective service delivery challenges.

I would like to thank the CPSI staff involved in drafting this document. I further wish to acknowledge inputs that were made by those who attended the consultative sessions in 2007 and all organisations, departments and individuals who contributed to this document through written submissions and in workshops.

May this document assist the reader to unlock innovation for effective and efficient service delivery.

TJERadebe

Thuli Radebe
Executive Director: CPSI

1 INTRODUCTION

The South African public sector, like in most developing states, faces numerous social and economic challenges in the delivery of services to its citizens. There are many factors that contribute to these challenges which vary from global to regional to national and local environments. In its attempts to provide efficient services, government's resources become stretched. Limited resources compel the state to constantly seek and find more effective and efficient ways to deliver services. Moreover, the government is committed to the provision of services in an impartial, fair and equitable manner. With an ever growing mandate for service delivery, public sector organisations (PSOs) need to be innovative in their use of resources in an environment where demand exceeds supply.

South Africa is a developing state and thus its governmental organs should also be developmental in nature and continually transforming. Strategically, innovation is thus critical as the South African government is committed to fulfil its mandate of providing appropriate services to all citizens of this country. It is therefore vital for the public sector to consider innovative ways of doing things in the process of servicing its communities.

Aligned to its strategic objectives, government, through the Department of Science and Technology (DST) and the Department of Trade and Industry, has set up institutions and adopted policies that endeavour to achieve the social and economic goals through

purposeful use of innovation as a catalyst for change. This initiative has become known as the National System of Innovation (NSI). It is in line with this system[1] that this guide on innovation within the public service has been developed. The document therefore seeks to demystify, facilitate and reinforce innovation in the South African Public Sector. It is not a blueprint but a guide towards the enculturation of innovation in the Public Sector.

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1   The National System of Innovation identifies two significant high-level goals – quality of life and growth and wealth creation – with the former being the ultimate goal for innovation towards improved service delivery in the public sector.

2 THE AIM OF THIS DOCUMENT

This document serves as a guide to support all who are committed to the inculcation and entrenchment of the culture and practice of innovation in public institutions. Public servants at all levels are offered guidance and tips on how to be innovative in dealing with problems and crises as well as in exploiting opportunities in the Public Service for enhanced service delivery.

This guide therefore encourages public servants to:
- find innovative ways that ensure enhanced and maximised accessibility of government services;
- innovatively attend to citizens' needs; and
- meet and exceed service standards.

3 LEGISLATIVE MANDATE

The Minister for Public Service and Administration, in terms of the Public Service Act of 1994 (as amended) is "responsible for establishing norms and standards relating to transformation, reform, innovation and any other matter, to improve the effectiveness and efficiency of the public service and its service delivery to the public". As such, the focus of this guide is on the role and value of innovation in the improvement of effectiveness and efficiency of the public service in its delivery of public services.

Innovation in the public sector is, as already alluded to, embedded in the National System of Innovation (NSI) driven by the Department of Science and Technology and its strategic partners. In terms of the White Paper on Science and Technology of 1996 the NSI supports three key interests of government:

- To ensure that South Africa has an established set of institutions, organisations and policies which give effect to the various functions of a national system of innovation;
- To ensure that there is a constructive set of interactions between those institutions, organisations and policies; and
- To ensure that there is an agreed-upon set of goals and objectives in place, which is consonant with an articulated vision of the future that is being sought.

The White Paper on Science and Technology recognises the role of the government in the NSI:

"Government plays many roles in the national system of innovation, but is the dominant player only in those areas described ...as the 'core functions' of government, that is in policy setting, resource allocation at the national level, and in legislating regulatory frameworks."

Whilst the focus of the Department of Science and Technology and its institutions is mainly on science and technology innovation within a broader economic sense, the Centre for Public Service Innovation's focus is on service delivery innovation, ICT and non-ICT, across the public sector.

4 WHAT IS PUBLIC SERVICE INNOVATION?

The White Paper on Science and Technology, defines Innovation as

"the application in practice of creative new ideas, which in many cases involves the introduction of inventions into the marketplace".

The CPSI's definition is

"Applied creativity that is contextually relevant".

A more expanded version of the CPSI's definition, based on the NSI's definition of innovation is

"The process of transforming an idea, generally generated through R&D, into a new or improved product, service, process or approach which relates to the mandate of government and the real needs of society (companies included), and which involves scientific, technological, organisational or business activities."

Both definitions presented here have an element that suggests that innovation is a new way of achieving a specific result and/or performing certain work. There are a number of other definitions worth noting:

The UNDESA (2007) focuses on the notion of the introduction of a new concept, that is, introduction of a unique idea or distinctively new approach to a problem or a unique policy or implementation

design, for transparency, accountability and responsiveness in the public service.

Macpherson's (2001) definition is comparable to the UNDESA's notion as it looks at innovation in public sector organisations defined as 'finding new ways to perform better'.

Innovaro Limited (2006) defined innovation as
   "any application of new ideas, or practices, which improves the outcomes arising from public service organisations... [in all spheres of government]"

Innovation may be incremental, that is, it can be introduced in parts (or phased in) – or it may be radical, where the whole is introduced at once. The nature of the public sector, being such a large entity, makes it difficult to accommodate radical innovation.

Types of innovation

There are different types of innovation relevant to the Public Sector:

- *Institutional innovations*, which focus on the renewal of established institutions and/or the establishment of new institutions;
- *Organisational innovations*, including the introduction of new working procedures or management techniques in public administration;
- *Process innovations*, which focus on the improvement of the quality of public service delivery; and
- *Conceptual innovations*, which focus on the introduction of new forms of governance (e.g. interactive policy making, engaged governance, people's budget).
- *Technological and non-technological solutions,* where new software, hardware, products or tools are introduced in response to specific challenges or to improve efficiency and effectiveness.

Adapted from UN Dept of Economic & Social Affairs (2007)

5 WHY IS INNOVATION CRITICAL FOR THE PUBLIC SECTOR?

In his letter to the senior managers of the public service and their political principals, former President Thabo Mbeki urged the Public Sector to be innovative: "All of us… should turn our backs on routine. It means that we must repudiate the comfort zones… this means… that we must, once again, reposition ourselves as innovators who dare to challenge the proven truths…" (2007)

The former President's reference indicates that innovation is used as a lever to reposition the public sector to meet its mandate. It is important to entrench innovation in the public sector for a number of reasons:

Firstly, Armstrong and Ford (1999) argue that in the face of trying to contain costs and improve efficiency, both in the provision of public services and in the way the public sector operates; the public sector may develop innovations that can help maximise the utilisation of resources and capacities to create public value as well as encourage a more participatory culture in government, thereby improving good governance in general. Innovation is therefore not only good business but is a key to accountability and continued public trust.

Secondly, South Africa's public sector, like those of many other countries of the developing world, serves a diverse citizenry with ever-changing needs. The country's social, economic and political

environment mirrors that of a developing world characterised by an accelerated pace of technological developments, increasing economic development and a more politically stable society. Over the last decade the country has gained a reputation as a key African, if not global, socio-political player. The public sector has to keep pace with the changes in order to serve its citizens efficiently. The sector is expected to be responsive to changing and more complex expectations and demands. Innovation is acknowledged as a tool that would allow the public sector to be responsive to change.

Thirdly, unlike in the private sector where business competes mainly on profitability, the public sector is more concerned with creating value for its citizens in the manner in which tax is used to the benefit of citizens. In this case innovation can give public sector organisations tools for embedding valued service.

Fourthly, innovation can drive productivity improvement. The Improvement and Development Agency (2006) argues that the public sector has recognised that it needs to cater more effectively to public needs and expectations by building public services around citizens' requirements, as opposed to making them fit its own organisation and structure. In order for production (service delivery) to be improved through innovation, the sector needs to uphold the notion of focusing on services around citizens' needs as inculcated within the Batho Pele principles – a philosophy of service delivery improvement adopted by the Government of South Africa.

Further, the South African government is a signatory to many international treaties, bilateral and multi-lateral agreements related to service delivery such as the World Health Organisation's Millennium Development Goals Treaty, and many other social, economic and environmental agreements with a number of organisations and countries. Innovation is needed to ensure adherence and compliance to agreements related to service delivery.

6 DRIVERS FOR INNOVATION IN THE PUBLIC SECTOR (CREATING AN ENABLING ENVIRONMENT)

1. **Effective leadership**: Strategic leaders encourage responsible risk-taking at mid- and other levels, or front lines, and are open to good ideas, whatever their source – whether emanating from citizens, inside the government or from other governments.
2. **Capacitated Public Sector employees**: It is difficult to introduce innovation in the Public Sector without continuously upgrading employees' knowledge and skills, and allowing them access to recent developments in their respective areas of expertise.
3. **Organisational culture**: A mind-set or organisational culture which emphasises thinking about possible solutions rather than about the obstacles encountered in tackling specific problems should be promoted through different mechanisms, including recruitment mechanisms, socialisation upon entry to the public service, training, a fair performance appraisal system, rewards, recognition and freedom to experiment. Branding in support of such a culture positively enforces an innovation mindset in an organisation.
4. **Promotion of team-work and partnership**: Teams facilitate the breaking down of barriers between genders, age groups, races, ethnic groups and geographic biases. Building trust, legitimacy and partnerships is critical to the feasibility and sustainability of innovation in government.
5. **Innovation must be oriented to achieving measurable progress**: Without a well-planned and well-managed approach, the routine of day-to-day operations takes over. One response to this may be developing benchmarks against which to judge the success of innovation efforts.
6. **Space and opportunities for knowledge exchange: various sessions for exchange of ideas and sharing of lessons should be organised, such as staff parties and tea facilities**

Adapted from Alberti and Bertucci (2006: 15-17)

7 A GUIDE FOR PUBLIC SERVICE INNOVATION

The sections above have defined and presented a background on innovation in the context of the public sector and have also provided a business case for innovation within the sector. The purpose of this section is to present practical guidelines for implementing innovation. This is based on the premise that understanding innovation as a process is useful for indicating where the gaps and obstacles are within a system and where there is room for improvement.

7.1   Conceptual foundations

This framework utilises a systems approach to the innovation process. Systems thinking in the Public Sector will enhance innovation. By this we refer to the practice of conceptualising, developing and implementing one's innovation in the wider inter-connected context of other organisations, activities and concerns.

The assumption of the systems approach is that innovation takes place in systems consisting of individuals and institutions, and within a certain organisational culture and regulatory framework. The systemic perspective is holistic in that all important elements shaping and influencing the dynamics of the systems must be taken into account. "Systems thinking is a discipline for seeing parts as contributing to the whole. It is a paradigm for seeing interrelationships rather than things, for seeing patterns of change rather than static 'snapshots'" Senge (1990: 68). These are not

restricted to economic elements. Organisational, individualistic, social and political factors, mechanisms and relations are also critical parts of the innovation process.

The overarching building block of the "systems approach" as conceived by Borins (2001) encapsulates three practices employed by successful innovation programmes. These include: (i) conducting a systemic analysis of how the problem in question interacts with other issues and programmes; (ii) fostering inter-organisational co-ordination in designing and implementing the innovation; and (iii) focusing on integrated, multi-faceted services that address the whole person, rather than opting for a compartmentalisation of the individual's needs, whereby the innovation is targeted only at a single issue at a time.

This guide assumes that all innovations, successful or not, follow some kind of process. Some processes may be formal and repeatable while others are much less formal and not as repeatable. It therefore neither advocates a "best" innovation process nor a single process to be followed. The objective is to propose useful recommendations, guidance and tools for innovation managers and practitioners when developing, managing and diffusing innovation.

7.2   The pillars of innovation for the public sector

It must be noted that the identified and suggested pillars of the innovation process require diverse competences, capital (human, infrastructural, and funding), organisational methods, guidance and cultures, in order for innovation to occur. Key to these pillars are principles that are associated with the innovation process, including continuous (structured and *ad hoc*) monitoring, evaluation, research, collaboration, development, solution support, enabling environment and knowledge management. Figure 1 below indicates the identified pillars as they form and shape the innovation process in relation to available competencies and resources.
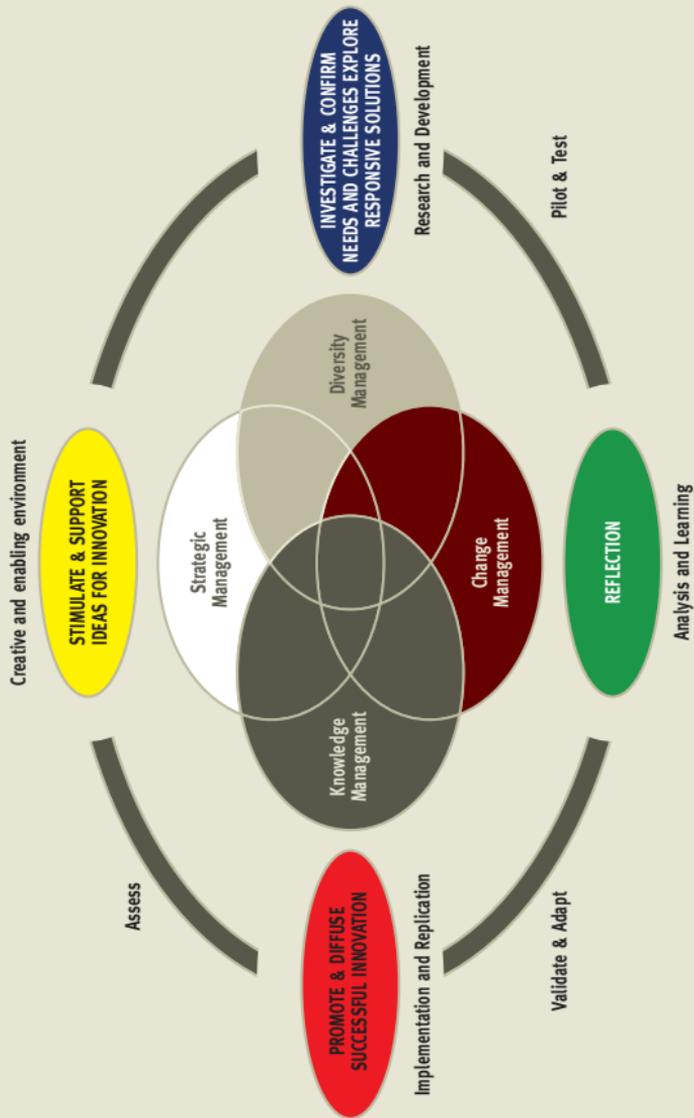
Figure 1: The innovation process

7.2.1 *Stimulate and support ideas for innovation*

The environment in which innovation is most likely to occur is of critical importance. If organisational management does not pay close attention to the type of environment that is conducive to or enabling for innovation, it remains vulnerable to stagnation. Leaders need to cultivate the conditions necessary to bring out innovative ideas from all staff. It is important that they provide platforms and opportunities for networking engagements for staff to talk about their successes (and failures!) and challenges, to probe cross-organisational issues, to share views and experiences, and for peer criticism. Dining and tea-time areas are critical to the provision of such an environment.

Once an enabling environment is established and organisation is able to propose ideas, strategic leadership should be able to identify these for possible innovation. The identification and development of promising ideas is complex as there is no blueprint for identifying such ideas. In the absence of such a formula, this document proposes useful recommendations for the identification and development of promising ideas.

During the identification and development of promising ideas it is important to ensure that the views of end-users are taken into account. Consulting with end-users or beneficiaries is important as it allows for the avoidance of blind spots that experts may have due to a lack of experience in daily working within a particular situation.

The model presented below illustrates how individuals from different backgrounds can come together to find joint solutions or models for tackling service delivery problems and challenges.
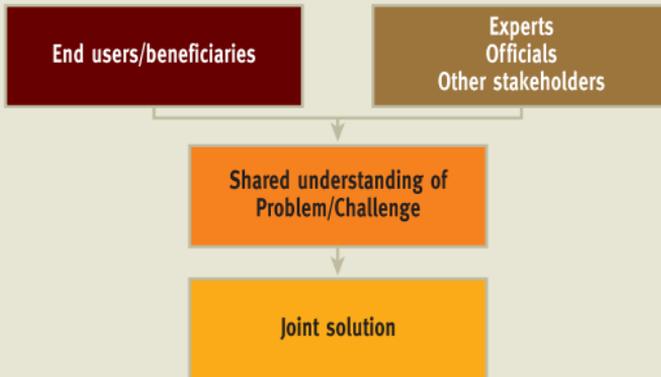

End users/beneficiaries	Experts Officials Other stakeholders

Shared understanding of Problem/Challenge

Joint solution

Figure 2: Shared solutions

7.2.2 Investigate & confirm service delivery challenges

Public sector innovation should be needs-driven. Staff and management should actively seek to understand the specific service delivery related needs and challenges within the organisation and even more importantly the needs of citizens they serve. In this regard it is important to understand that needs are not equal to "wants" that are insatiable and driven by consumerism nor can they be satisfied by delivering a "basic package" of goods and services to citizens. Needs are fundamental and they relate to human existence – being, doing, having and interacting. Max-Neef (1993) lists nine such needs:

- subsistence,
- protection,
- affection,
- understanding,
- participation,
- recreation (or idleness),
- creation,
- identity and
- freedom.

By understanding, and more importantly, finding innovative ways to address these needs, the public sector can improve service delivery.

7.2.3 *Analyse and learn*

Analysis and testing is the ultimate way to judge the operational readiness of a given project or programme, whether a process is in synchrony with its objectives, and whether the functional requirements and criteria are met. Therefore processes and mechanisms need to be in place to analyse, evaluate and learn about innovation more generally in order to support understanding of innovation across the public sector. Effective knowledge management systems are crucial for effective referencing, comparison and benchmarking.

Knowledge sharing is becoming the central driver of the 21st century economy particularly for learning and analysis to thrive. The principles that apply to knowledge management can also be applied to innovation. There is reciprocity between the two

because innovation by its nature tends to generate knowledge which needs to be managed for innovative ideas to be generated and implemented to improve service delivery. It is therefore important to strengthen knowledge management systems as part of innovation management.

Knowledge management entails the relationship between people, technology and process. Clearly, people require maximum access to knowledge for new ideas to prompt and extend their own thinking, for new models, for other views, and so on.

Networks of peers and other collaborators play a critical role in learning from and supporting continuous improvement. Equally, user involvement adds significant value in developing and implementing successful innovations.

There is also a need for robust evaluation of innovative policies and programmes for which appropriate metrics and approaches must be developed. One key aim here is to promote as much as possible both real-time and double-loop learning so that the main lessons drawn from a particular innovation are fed back and inform policy and practice in an effective and timely way.

7.2.4 *Promote and diffuse successful innovation*
For purposes of this document, diffusion is the process by which innovation is communicated, resources provided to support change and a solution to the problem of a line department or public entity is developed and advanced, leading to an outcome

in which innovation developed in one part of the system is taken up and applied elsewhere. According to the National Advisory Council on Innovation (NACI), diffusion is important for ensuring that a country maximises its returns on investment in R&D. An innovation that has a chance to succeed is the one implemented in concert with all major actors as these become key during the diffusion process. Knowledge management processes are primarily important during and after diffusion of a successful innovation.

It is important when promotion and diffusion of a successful innovation is planned, that special attention is given to the marginalised and often excluded communities (such as the disabled, senior citizens and children). This suggests that access to information about innovation projects should be carefully considered. This includes language sensitivity, ICT infrastructure and shortening distances.

Awareness campaigns are of the utmost importance to involve citizens in the process of innovation. Building awareness of what needs to be done and how it is to be done is one of the main aspects of all successful innovations. Citizens or beneficiaries of change must have a feeling of ownership and roles to play because they are the main recipients of reforms. Depending on the scale of the innovation, empowering citizens and tapping into the resources of civil society and local NGOs to incorporate grass-roots support becomes critical. It is our observation that innovation projects that have a high rate of community participation are more citizen-centric in service delivery and more sustainable.

Allan and Wolf Jr (1978) identified that there are at least four general attributes of innovation that significantly influence the rate of uptake or adoption of such innovation. Our analysis is that these are not mutually exclusive:

- **Compatibility** – whether innovation is in line with previously identified values
- **Trialability** – whether there is capacity or relative ease at which an innovation allows for experimentation or piloting, evaluation, and so on
- **Visibility** – whether there is notable visibility of an innovation to potential adopters or beneficiaries
- **Simplicity** – whether the innovation has a notion of simplicity or relative complexity (depending on what is desirable) so as to contribute to/detract from a potential beneficiary's understanding of how the innovation works or principles upon which it is based.

It is important to note that barriers to diffusion may exist. This is often the case where services are delivered through partnerships involving public, private and voluntary organisations. These barriers involve the lack of a shared language, few shared timeframes, problems of managing risk and overcoming conflicts of interest. Innovation managers need to consider legal, ethical and political issues in overcoming barriers to diffusion. Patel (2006) cites the following as barriers to innovation:

1. Lack of access to resources for development and testing.
2. Lack of understanding about how to initiate innovation or what to do with new ideas or project possibilities that present themselves.
3. Inability to attract funding for long-term implementation.
4. Difficulties in finalising arrangements for public-private partnerships.
5. Inability to replicate and to mainstream innovations.
6. Short-term planning and budget cycles of government.
7. Poor skills in active risk or change management and a culture of risk-aversion.
8. Few rewards or incentives to innovate or adopt innovations.
9. Cultural or organisational constraints in using available technology.
10. Over-reliance on a small pool of high performers within the organisation as sources of innovation.
11. Reluctance to close down programmes that fail to innovate.
12. Delivery pressures and administrative burdens.
13. Slow decision-making processes.
14. Fear of the unknown.
15. The myth that innovation is expensive.

The innovation process is neither sequential nor one dimensional. Team members of an innovation project simultaneously support and lead developments across different phases of the process as illustrated by the model (figure 3) below:

	1	2	3	4	5
	Establishment and needs assessment	Assessing options	Pilot & validation	Implementation	Evaluation
	Pay attention to areas of importance, where quick wins can be made & their value reflected	Identify and/or develop new solutions to defined challenges	Test innovations in parallel	Implement projects aimed at addressing particular needs	Review and evaluate activities on a periodic basis to ensure that progress is being made

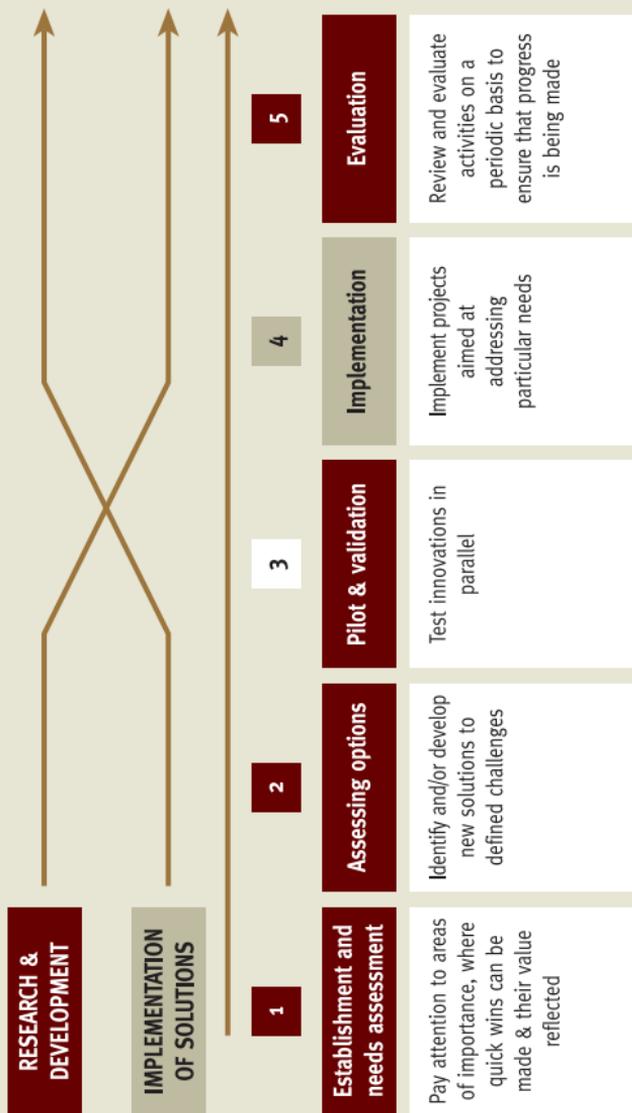RESEARCH & DEVELOPMENT

IMPLEMENTATION OF SOLUTIONS

Figure 3: A phased innovation process. Adapted from the 'NOVA-approach'

7.2.5 Strategic leadership & diversity management
The innovation process is anchored by strategic leadership and the management of diversity.

Strategic leadership that has a focus on capacity building is an important tool to foster innovation in the Public Sector. Such leadership encourages responsible risk-taking and is open to ideas from members of the team. If an innovation is based on a leader and is not institutionalised, the innovation will die as the leadership changes. The role of an effective leader is to build capacity and share responsibility and authority so that the innovation introduced can survive.

To build a culture supportive of innovation, it is necessary to promote an organisational environment that values a sense of ownership among all employees as this empowers them to take proactive measures. When public servants perceive their jobs to be repetitive and mechanical, with no margin of autonomy, innovation is less likely.

Management should also ensure diversity of staff in terms of background because Innovation depends on the ability to see things differently. Therefore differences in the backgrounds and perspectives of an organisation's members are likely to foster innovation.

8 TRANSVERSAL MATTERS

The nature of the innovation process requires innovation managers to consider transversal matters that may critical to the operations of the organisation as a result of the innovation. Such considerations should be structured in a manner that it has a focus on organisational operatibility beyond implementation of a new solution. This will enable the affected department/public sector organisation to be ready for implementation of innovation. Below are matters that require strategic consideration by organisations that wish to implement an innovation.

8.1 Monitoring and Evaluation

Clear and transparent measurement systems and yardsticks for assessing the success of innovations are critical to evaluating what works and creating cultures of learning. Specific measures need to be set in the areas of improvement in outcomes, service responsiveness to individuals and localities, and reductions in costs against outputs and increases in productivity.

8.2 Institutional arrangements

The Public Service Amendment Act of 2007 recognises that innovation is important "... to[wards] improvement of effectiveness and efficiency of the public service and its service delivery to the public". Therefore it calls upon public institutions to make means

to capacitate themselves to unleash innovation. This may be in the form of making small organisational arrangements to accommodate innovation endeavours by the institutions.

8.3   Partnerships

Also critical is the notion of partnerships and collaborative processes. Lack of partnerships is a major handicap to implementing innovative approaches, particularly during the early stages of project implementation. Partnerships involve a shared responsibility and accountability for results with a clear definition, understanding and acceptance of roles. Partnerships also involve collaborations. This document does not propose that every project should be managed through formal collaboration. However, line departments need to acknowledge that people and institutions collaborate because it allows them to advance their own interests in ways consistent with others' interests in a cost-effective manner. It also creates multi-stakeholder ownership of the process, outcomes and measures of success, which can prompt positive changes in policy and practice.

8.4   Human capital

Innovation in the public service requires a set of skills such as basic management skills, leadership skills, people skills, etc. Through training these skills can be developed. This capital adds value to innovation endeavours.

8.5   Innovation Funding

Funding availability is key to successful innovation. Financial management in public institutions is governed by the Public Finance Management Act of 1999. The institutions must source funding for innovation using the PFMA as a guide. Importantly, they must solicit donor and private sector funding, particularly to support testing and piloting where the possibility of risk and failure is very high.

8.6   Protection of intellectual property

The purpose of intellectual property is to recognise that certain activities may lead to the discovery of ideas or inventions which further the work of the public sector institution. Notwithstanding future legislation that would govern protection of copyright and intellectual property, this document advocates for respect and protection of the rights and responsibilities of all in relation to innovations and other creative processes arising from their activities. The following should be kept in mind, more so if innovations are part of collaboration with organisations outside the public sector:

i. Innovations developed in the course of public sector processes must be made available for use by third parties under conditions which will promote their effective development and application (including, where appropriate, securing formal intellectual property protection);

ii. Negotiating reasonable and equitable provisions for the disposition of patent and other rights with outside bodies and agencies; and

iii. Working in partnership with outside innovators to exploit their inventions;

Taking into account any legislation, an innovation belongs to the State:

1. if it is made within the course and scope of employment or the professional activities of a member of staff; or

2. if it is made with significant use of the State's resources; or

3. unless the State has assigned ownership to a third party.

9 TOOLS FOR INNOVATION

Innovation is not an idea that ends up in that form without resources, implementation or application. Although it requires support from different components (e.g. stakeholders, financial resources and legislation), our observation shows that size and financial resources are not the sole determining factors for innovation. Our contribution has focused mainly on how to plan for and efficiently use resources during the innovation process. We have introduced different components that support innovation as well as showing how to best utilise these components throughout the innovation process. "Tools for innovation" refers to additional resources that may inform, advance and enable innovation. Tools used to inform innovation are mainly research-based – such as surveys and checklists. ICT can be seen as a critical tool for advancing and enabling innovation. The following presents a discussion of various innovation tools.

9.1 ICT as an enabler

While some innovations enhance efficiency by integrating services, others embrace new technologies to improve delivery. In recent years, the use of internet-based services to cut red tape has been spreading rapidly throughout line departments and in other areas of the public sector. ICT is an innovation tool that contributes to simplifying and improving the way citizens obtain information and communicate with public entities.

It is generally accepted that ICT has the highest expectation of impact. The use of IT programmes in areas such as database management, payment systems and document control is often expected to solve problems such as queue management, information management and access to records. The government has been taking advantage of the scope of the internet to improve transparency and integrity in public administration. While innovation in these terms is largely focused on the process of delivering value through IT, it is also concerned with delivering services in relevant ways such as through improving the user-interface or user-experience for the citizen, and creating value through better inter-departmental information flow.

Access to cellular phones has improved tremendously throughout the country and the government has begun to find innovative ways to communicate progress on various services to users by using this technology. While the availability of cell phones has grown, access to ICT in general remains limited (due to limited infrastructure – more so in rural areas, and mainly for the public) However, most of the government's entities have access to world-class ICT systems that can be embraced and taken advantage of – not just as a tool to disseminate information in a transparent manner but also to improve public administration and service delivery.

It has been observed that the use of ICT has long been presented in policy and practitioner circles as having the potential, through the organisational re-engineering it requires, to bring about a transformation of public service delivery and citizens' experience

of using those services. This framework encourages readers to consider widely and creatively the opportunity that ICT presents for innovative projects that may improve service delivery.

As much as it presents a wider scope for innovation, it must be noted that ICT would not always be the only tool for innovation – there are other non-ICT-related ideas and practices that may have equally extraordinary impact.

The following section looks at the environmental context that may affect innovation positively or negatively and discusses factors that need to be considered when innovation is planned, while the foregoing section has described innovation as a process

Tips for public servants*

Step 1: Build a point of view – Know what is changing in the world and what opportunities make these changes possible.

Step 2: Write a manifesto – Your manifesto must build a case for your intellectual authority – the depth of your analysis, quality of thinking and clarity of reasoning.

Step 3: Create a coalition – You can't change things all by yourself, more so within the public sector. Talk to people about your ideas; tap into cross-departmental initiatives.

Step 4: Pick your targets and pick your moments – Do not look at senior managers as out-of-touch reactionaries rather than as potential allies. This is self-defeating. Find a way to help them see what you see, to learn what you have learned, and to feel the sense of urgency and inevitability you feel.

Step 5: Co-opt and neutralise – Have win-win propositions. Reciprocity is important. Be more of a catalyst and less of a competitor.

Step 6: Be mindful of diversity – Different experiences. Different languages. Different values. All this diversity needs people who have the skills to deal with it. You must be understood.

Step 7: Win small, win early, win often – People can argue with position papers, but they can't argue with success. All your organising efforts are worth nothing if you can't demonstrate that your ideas actually work.

Step 8: Isolate, infiltrate, integrate – The objective is to turn experiments into radical organisational models with the power to change the direction of an organisation or department.

*Adapted from Hamel (2000:188-204)

The CPSI proposes that every department or agency in the Public Sector should have an innovation manifesto. An example manifesto is attached as Annexure A.

9.2 Assessing innovation leanings in your department

The questionnaire below can assist managers to measure the level and extend of the innovation in an organisation.

Complete the questionnaire by circling your answer (i.e. 1, 2 or 3) to each statement:

1) Our department is seen by citizens as being responsive to their needs.		
1. NEVER	2. SOMETIMES	3. ALWAYS
2) Our department allows the "freedom to fail" and gives careful consideration to new ideas, no matter what their origin.		
1. NEVER	2. SOMETIMES	3. ALWAYS
3) Innovative people in our department are held up as examples and are clearly recognised by senior management for their contributions.		
1. NEVER	2. SOMETIMES	3. ALWAYS
4) My department tends to hire people for their talent, welcoming diversity, and doesn't attempt to hire people all cut from the same mould.		
1. NEVER	2. SOMETIMES	3. ALWAYS

5) We look at seemingly unrelated events in the environment to determine how they might benefit us and our service to our customers.		
1. NEVER	2. SOMETIMES	3. ALWAYS

6) We are methodical about innovation, particularly in utilising processes to assess the relative value of new ideas that come before us.		
1. NEVER	2. SOMETIMES	3. ALWAYS

7) Our departmental culture tends to look at change as presenting opportunity, not threat.		
1. NEVER	2. SOMETIMES	3. ALWAYS

8) Our department, both line and staff, tends to get excited about new developments, new ideas, and new service delivery approaches.		
1. NEVER	2. SOMETIMES	3. ALWAYS

9) My immediate colleagues present a good sounding board for new ideas and are not hesitant about generating new approaches and new ways of doing things.		
1. NEVER	2. SOMETIMES	3. ALWAYS

10) Rules and standard operating procedures are sometimes broken when there seems to be the opportunity to achieve a breakthrough or a new level of performance.		
1. NEVER	2. SOMETIMES	3. ALWAYS

11) In their oral and written messages to me and my colleagues our superiors cite the need to be innovative, entrepreneurial, and creative.		
1. NEVER	2. SOMETIMES	3. ALWAYS

12) Articles, war stories, and examples of innovation in other departments and other environments are the topic of conversation in our department, both formally and informally.		
1. NEVER	2. SOMETIMES	3. ALWAYS

Add up your scores, and rate your department as follows:

- 1-9: Your organisation is decidedly not innovative, and is probably geared toward frustrating innovation.
- 10-18: Your organisation tends to be slothful about innovation and is able to achieve it only through the efforts of forceful personalities.
- 19-27: Your department is situationally innovative. This means there are repositories of innovative thinking and action throughout the organisation. It's more a matter of luck, however, than design.
- 28-36: Your department is a highly innovative organisation. Procedures and techniques are in place to foster, stimulate and reward creativity. Although the personality of top officials may be largely responsible, the probability is that such an innovative culture is institutionalised and perpetuated by the organisation itself.

Adapted from Robert and Weis (1988: 107-117).

9.3   Assessing needs in an organisation

As already discussed, the public sector Innovation should be needs-driven. The work of Manfred Max-Neef can assist public servants to better understand and respond to citizen needs. The matrix below can guide researchers and innovators when assessing needs:

Need	Being (qualities)	Having (things)	Doing (actions)	Interacting (settings)
subsistence	physical and mental health	food, shelter, work	feed, clothe, rest, work	living environment, social setting
protection	care, adaptability, autonomy	social security, health systems, work	co-operate, plan, take care of, help	social environment, dwelling
affection	respect, sense of humour, generosity, sensuality	friendships, family, relationships with nature	share, take care of, make love, express emotions	privacy, intimate spaces of togetherness
understanding	critical capacity, curiosity, intuition	literature, teachers, policies, educational	analyse, study, meditate, investigate,	schools, families, universities, communities,
participation	receptiveness, dedication, sense of humour	responsibilities, duties, work, rights	cooperate, dissent, express opinions	associations, parties, churches, neighbourhoods

leisure	imagination, tranquillity, spontaneity	games, parties, peace of mind	day-dream, remember, relax, have fun	landscapes, intimate spaces, places to be alone
creation	imagination, boldness, inventiveness, curiosity	abilities, skills, work, techniques	invent, build, design, work, compose, interpret	spaces for expression, workshops, audiences
identity	sense of belonging, self-esteem, consistency	language, religions, work, customs, values, norms	get to know oneself, grow, commit oneself	places one belongs to, everyday settings
freedom	autonomy, passion, self-esteem, open-mindedness	equal rights	dissent, choose, run risks, develop awareness	anywhere

10 CONCLUDING REMARKS

While ideas to encourage innovation across all organs of the state have been discussed throughout this publication, it is important to also encourage the exchange of knowledge on innovation from the Public Sector to both reinforce positive trends and to raise awareness about what departments and other units are doing to improve the quality of life of South Africans.

Sharing information and innovation experiences within the Public Sector can be a powerful tool in inspiring other public entities in their service delivery endeavours. Knowledge sharing is the best way to support the development process.

ANNEXURE A:
INSTITUTIONAL INNOVATION MANIFESTO

Innovation Manifesto for the Public Sector

In view of the fast changes in the Public Sector environment, the continuous introduction of new technologies and changes in citizens' expectations, our department declares that innovation shall rule our service delivery and actions.

Henceforth:

1. All public servants shall embrace, encourage and nurture innovation at all times. Every decision they make will take into consideration how that decision will affect the innovativeness of the department.
2. Public servants shall adopt more creative behaviour – through training if need be – and demonstrate their creativity to other public servants and to the general public.
3. Public Sector institutions shall communicate in every possible way the importance of innovation and innovation goals. Such communication shall be both internal and external and target employees and the general public.
4. Public Sector institutions shall establish a reasonable budget for implementing radical innovative ideas. The return on the investment of implementing those ideas shall take into consideration learning value and adherence to the principles of Batho Pele.
5. Managers shall ensure that team members have time to be creative and understand that being creative, which leads to innovation, is a critical component of their job responsibilities.

6. Realising that innovation is the future, public servants shall all learn to greet new ideas with open arms and consider the innovative potential of those ideas. Rather than criticise new ideas, as public servants have done in the past, public servants shall challenge those who propose new ideas to improve them and to make them more innovative.

7. No employee shall ever be reprimanded for sharing an idea with others in the department, even if the idea seems preposterous. There must be an understanding that one employee being scolded for sharing a silly idea can do irreparable damage to the public institution's innovativeness. Employees shall be rewarded for their innovative ideas.

8. All public servants shall adopt an idea-management process and system in order to encourage, capture and evaluate innovative ideas from colleagues.

9. Project teams shall be filled with a variety of people from various divisions in order to ensure breadth of creative thought and innovative solutions in all projects.

10. All public servants shall take great pride in their innovativeness and strive to improve it daily.

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