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MEMORANDUM TO ANC PRESIDENT j

FROM PRESIDENT'S OFFICE RESEARCHER

TOPIC: Organising and Staffing Patterns for a Head of State's Office.

SUMMARY: .

1. Task of structuring Head of State Office based on personal style of Head of State (H08) and political needs.

2. Two broad approaches to structure in the H08 office are found: a) hierarchical layers with only very senior staff having access to H08; and b) the spokes-of-a-wheel option in which a broader range of staff have direct access to and accountability to the H08;

3. Access by staff to the H08 is crucial for the functioning of the office and for the H08 getting the kind of back up which is expected from the office. Who gets access, how and how regularly can only be determined after the style of the HOS, his/her decision-making preferences, her/his preference in relation to briefings, etc have been defined.

4. Staffing is usually by appointment of the H08, with a balance of professional and clerical staff, the smaller the office, the greater the proportion of professional staff.

5. There is no uniformity in the functions found within the offices of H08s, but to generalise the categories of functions one can list the following: Public Affairs - press liaison, speechwriting; Legislature Liaison; Executive Liaison; Policy Analyst; Legal Advisor; Link to Party; Boards and Commissions Appointments; Appointments Secretary; Secretarial staff. In some instances, HOS have Special Assistants on key issues, such as women's issues, youth and education.

6. Staff Development is vital to the life of the H08 Office. During the term of office, the political situation changes and develops requiring staff to be brought up to date. In addition, the need to upgrade the skills of the staff during that term of office is important.

7. The issue of how the Head of the Interim Government would be able to structure his/her office and how this would relate to the present Office of the State President is not discussed here at all. Information is included on the present functions and size of the State President's office, although details are not available.

This note attempts to raise some questions on the structuring undistorting of the Head of State's office in order to facilitate preparatory planning for the office of the President under the Interim Government and the Government of National Unity and Reconstruction. The extent to which the existing State President's office would be restructured during the Interim Government period and how the functions of the Head of the Interim Government and existing state offices would relate and be structured is a complex area, which is not addressed here. The factual basis presented here should be used to enrich the discussion which should be taking place within the President's Office, Secretary General's Office, Civil Service Commission and the NWC about the structures of Government and how the ANC relates to these structures.

The organisation of the Head of State's Office needs to be approached dialectically. On the one hand, the office must be a well run, organised and clearly structured executive team. On the other hand, the Head of State (HOS) requires a degree of flexibility in his/her office to deal with the "rapidly changing dynamics of the political environment. The chief of staff function appears to be crucial and central in terms of organisation, access and office communications, thereby protecting the HOS from the storm of changing set of state issues and demands. From research, it is clear that there is very little to suggest that there is a best way to organise the office of a HOS, given the personal and political nature of the office. Organising a personal staff should be an early priority for a Head of State and it requires regular attention during the term of office as the Head of State's programme and leadership style develop over that time. Each Head of State (HOS) creates a structure consistent with his or her personal style and the political priorities facing that HOS, and selects a staff that balances the need for expertise in specific policy areas with personal loyalty to the HOS. For example, a HOS who responds best to oral communication requires a staffing system that relies on senior staff with expertise in policy matters and oral communication, rather than a staffing system with senior staff skilled in the production of memoranda. Similarly, a HOS who requires direct input from a variety of expert advisors should not design a system which closes the door to senior staff.

The efficiency of the H08 office will have a major impact on both the HOS's image and the performance of state government. The HOS plays a critical role in the initial determination of structure and operating procedures. Such decisions reflect the H08 management preferences and involve choices about the type of staff, the flow of paperwork and other written and oral communication, and the office functions that will be given priority. These decisions set the foundation for hierarchy and lines of accountability. There are three key questions which need to be addressed:

1. How is the H06 office structured?

What organisational model is to be followed and how are office functions and staffing levels defined. Stenbiing the HOS' style on the office is the starting point. As argued above, the office system needs to be tailored to the personal style of the H08 and to the political tasks facing the Office. In ascertaining what the style of the H08 is, the following questions can serve as guidelines:

t Is the H08 comfortable with supervising a large number of staff or does he/she prefer that supervision and management responsibilities are delegated?

t Does the H08 expect completed staff work, or does he/she prefer active involvement in defining issues and developing options?

t Does the H08 prefer oral or written briefings?

t Is the H08 comfortable in large meetings or does he/she prefer face to face or small meetings?

t Is the HOS comfortable making decisions during meetings or does he/she prefer to make decisions in private?

t Is the H08 comfortable with delegating decision making, or does he/she prefer to be involved in detailed operations in the office?

Does the HOD prefer an "open door" policy or a more structured use of his/her time?

In considering these factors, account must be taken of the time and energy constraints. At times there may be a preference for an open door, verbal consultation process, but time and energy factors militate against this. Although these questions are posed as either/or questions, the answer may involve a more complex approach.

Once the style of the H08 has been mapped out, there are broadly two possible models - a hierarchy under the H08 with lines of accountability going through various layers; or a spokes-of-the-wheel model, with the H08 in the centre, directly linked to a number of staff. Here again there could be a combination of both models, in which the H08 has a series of staff contacts, under each of which is a hierarchy of accountable staff.

Whichever model is chosen however, there is a need for a senior member of staff to serve as staff manager/chief of staff/staff co-ordinator. The task of this person is to provide organisational accountability; to co-ordinate the policy and administrative elements of the H08 office and often to assist the H08 relations to the cabinet and legislature.

The purpose of the organisational model is to assign authority and responsibility for particular tasks and to provide channels of communication and of accountability. The structure is essential in ensuring that the H08 office adequately address the many and varied tasks in a coherent way. In this model, it is important not to confuse access to the H08 by staff with the question of the extent of the H08 involvement in the administration of the office.

There has been a detailed survey of USA Governors Offices, which provides some useful statistical information. The key functions and staff numbers within the Governors' offices are summarised as follows:

Function	Average No. of Professional Staff	Average No. of Clerical Staff
legislative relations	3	2
press/public affairs	2	5
scheduling/appointments	1,5	2
correspondence	4	6
policy development	5,5	5
legal advice	3	3
appointments to Boards and Commissions	1,5	2
constituent services	3	4,5

However, it should be noted that there is very little uniformity in the number of people employed in each category.

The size of Governor's Offices in the MSA range as follows:

less than 20 people (18%)

20-30 people (23%)

30-40 people (18%)

40-50 people (18%) more than 50 people (23%)

The average division between professional staff and clerical staff in 35 states that were interviewed was 47% professional and 53% clerical, with the smaller offices having a majority of professional staff and a smaller clerical component.

The procedure for staffing the H08 office is most usually by appointment, although interviews and job screening may be done for Clerical and lower hierarchical jobs. At times the staff appointments are handled through the staff manager/co-ordinator/Chief of Staff.

2. How do staff members gain access and provide information to the H08 as issues develop?

This issue of controlling access to HOS is a complex issue, raises several political questions, including the need to maintain channels of information from a variety of sources and the H03's desire to be perceived to be an open and approachable as possible. These concerns have to be weighed against the need to control the H08 schedule and limit the briefings to those most essential at the time.

Open door policies, scheduled meetings with staff either through the appointments secretary or through the chief of staff are not necessarily applied uniformly to all categories of staff. In the USA Governors Office survey, the following categories of staff had regular access to the Governor: Chief of Staff, Key administrative Staff (Personal Secretary, Office Manager, Scheduler/Appointments Secretary), Press Secretary, Legal Counsel, Key Legislative Staff. In reality, access to the H08 is more fluid than the organisational structure implies.

The HOS usually monitors the operations of their offices through regular, daily, weekly, or monthly meetings with the Chief of Staff/Staff Manager and other senior staff and through formal memos on matters requiring attention. There are few states in America that utilise regular full staff

meetings with the Governor as management tools. However, regular staff meetings not including the Governor are an important part of management.

3. What functions are carried out by the HOS' offices individually? A key area is the task of defining the decision making process. The HOS is required to make many decisions on a daily basis, and the manner in which a particular HOS takes decisions has a major impact on the way the staff operate to provide the necessary back up. The staff have to assist with the collection of information, structure it, present it, in either or both written and oral forms. Decision-making in USA Governors' offices tends to be on the basis of consultation with the Chief of Staff and briefings from other office staff and from senior civil servants from other offices. Seldom are decisions taken purely on the basis of written memoranda, although most HOS rely on written material for background to and opinion on the decision that has to be made.

There are various other issues that need to be considered in the setting up and running of the office of a Head of State.

Staff Development is a crucial part of the HOS office, particularly given the demands on the office change and grow during the term of office of the HOS. Staff are therefore constantly being faced with new situations and increased job pressure requiring not only new skills but also changes to the administrative management process. Staff development is often conducted through one-day or weekend staff retreats (Lekgotlos). Topics for such Lekgotlos relate most often to policy and planning issues, with some emphasis on staff training and development of communication.

Communication Technology is an important part of a modern HOS office, with most of the offices being linked by computer and electronic mail to other state offices. Hardware and software in order to facilitate the particular needs of the HOS Office and its communication with other offices is widely available.

The present South African State President's Office provides the President with the following services:

- t secretarial
- t advisory

t liaison i  
t legal  
t household.

It falls under the President and the Minister for State Affairs. It is headed by a Director General and has three Chief Directorates, namely Administration, Cabinet Secretariat, and Legal and Operational Services. There are also two other Directorates: Liaison Services and Secretariat for the President's Council. The size of the staff of the President's office is 113 people. Attached is an extract from the UWC School of Government/ANC research project on government structures that deals with the tasks of the State President as of the moment. (Annexure 1)

PROPOSAL RE FUNCTIONS IN THE OFFICE OF THE STATE PRESIDENT IN AN ANC GOVERNED SOUTH AFRICA:

Head of State  
Chief of Staff/Staff Manager/Director  
Legislature Liaison  
Executive/Cabinet Liaison  
Policy Analyst  
Special Assistant on Waheh's Issues  
Special Assistant on Youth and Education  
Press Liaison  
Speechwriting  
Legal Advisor  
VBOGrds/CONNISSiOHS Appointnehts  
Liaison to ANC Party  
Liaison to Alliance and MDM

Appointments Secretary  
Secretarial staff  
JAS/lS July 1993



MEMORANDUM TO ANC PRESIDENT  
FROM PRESIDENT'S OFFICE RESEARCHER

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TOPIC: How Fidel Castro's Office Works.

SUMMARY: 1. The office is co-ordinated by 0 Head of Staff, through whom all contact, appointments etc is directed. The Party PB, the Vice President, those Ministers who foil directly under him (as opposed to those who fall under the Vice President) and the Head of Staff are the people who have daily free access to him. However, all such meetings are arranged even if at very short notice through the Head of Staff. Not even his Vice President just arrives and expects to be fitted in.

2. He has 0 Co-ordinating Support Group of 15 very skilled, senior people, mostly from the Central Committee, who do research, analysis and write memoranda on issues that he wants to follow through on. This group is coordinated by the Head of Staff, and issues researched are determined by the President.

3. The Head of Staff is not a public figure, leaving the office only when Castro is on a trip and he/she is accompanying him. In the absence of the Head of Staff, one of the Co-ordinating Group, in order of seniority fills in for her/him.

4. The office consists of 11 offices/collectives:

Co-ordinating Support Group - analysis

News Office - news briefings

Historic Office - archival material and life history

Correspondence Group - process and draft responses to all letters

Confidential Office - top secret material

Translation service - translate written material and verbal.

Typography service - record everything that Castro says in public

Speechwriting and press - prepare speeches and brief Castro re press.

Catering Group - prepare food and drinks in office, coordinate receptions.

Security group - safety of President

Health group - under security group, monitor health of Castro.

5. The Co-ordinating Support Group does not work office hours. They go into the field in the morning and then are in the office until dismissed for the day by Castro, who works until about 3 an.

The eleven offices or groups in the President of Cobb's Office are all managed by one person, the Head of Staff. This person prepares Castro's agenda, his appointments, sorts through his reading material to prioritise documents. He/she is backed up by a group that reads through documents underlines important sections and prioritises them. All appointments and even visits from the Party PB, his Vice President, Ministers are organised and okayed through the Head of Staff. The Head of Staff also takes responsibility for the decor of the office - floors, indigenous plants, local Cuban art, etc as well as seeing to his official clothing, presents that he receives from visitors, and presents that he takes on trips with him, etc.

Working very closely with the Head of Staff is the Head of Security within his office. The Security group consists of a cook, waiter, body guards, drivers and they work very closely with both the regional government security groups and with the police. Under this group is a Health section, ,i ----- which sees to Castro's health needs. He is accompanied on all trips by the same doctor, who is also a soldier. The Health group organises that there is a special ambulance with intensive care unit whenever he is on a trip. The Co-ordinating Support Group consists of 15 highly skilled people, mostly from the Central Committee of the Party who work on issues that Castro wants followed up. They prepare written reports on the basis of broad research, consulting all interested and relevant parties, such as the Government Dept, the Party Department, the Provincial Government, trade union etc. What is vitally important is that the President is well briefed with all sides of any issue so that he can make a balanced and factually based decision. The group hardly ever meets as a group, and the issues are determined by Castro, and communicated through the Head of Staff who allocates work to the members of the group. At times, a person may be allocated a six month research project, for example the pharmaceutical industry; at other times it may be a task that takes a couple of days. The personnel in this group are not chosen because of particular expertise in a set field, but rather because of their ability to take on any issue and analyse it.

On a daily basis and three times a day, the News Office prepares a 60-70 page news briefing from the news on about ten international press agencies, including the Cuban one, PL. This briefing is not a general one, but is specifically prepared for the President. One is available early in the morning, another in the early afternoon and the last at about 10ah. If so requested by the President, this group also follows up with packages on a particular topic.

The Historic Office is the archives of the President, both in terms of work he does in office and his life history. All meetings, speeches, conversations are recorded and stored. In addition, biographical information about his life, even prior to being in office is gathered.

The Correspondence group processes correspondence, researchers matters, refers to relevant departments and drafts responses. When letters arrive, they are photocopied and sent to any other Government Departments that are relevant or to Party departments. Most of the letters from the President's Office are signed by other members of staff, but his office has a reputation for replying to every letter and to seeing that the matters raised are attended to. The people of Cuba know that if they are having problems that other Departments cannot solve, that if they write to Fidel, they will definitely see some progress.

A very small and carefully selected Confidential Office deals with confidential material. Most of the material the President deals with is confidential and this group would sort the sensitive material from the rest. A far tighter approach to confidentiality is adopted in that office than we have in the ANC.

Although this is not a fulltime position, there are a few translators offering the President's Office a translation service. The comrades who do this work have prioritised the work of the President, even though they are not fulltime. These are highly trusted people as they have to sit in on top level meetings and deal with sensitive documents. The group consists of translators of Russian, French, Portuguese and English.

The Typography service works very closely with the Historic office to

record the activities of the President. On every trip, a member of this group goes with Castro and records everything that is said. This is particularly important as Fidel prefers to speak off the cuff than from written speeches. In this way there is a correct record of everything that he says. Once these have been transcribed or written up, they are sent to the Historic office.

The Speech-writing and press group works closely with the President to write speeches, brief him for press conferences, interviews etc. It is always the same few people so that the voice of the President is consistent. They start with a briefing from Castro as to what he wants to say, where he will speak, to whom and for how long and then they work on a draft. The draft is brought back to Castro for discussion and reworking. These same people prepare the President for Press conferences and interviews so that again he has a consistent manner of appearing in public. The Catering Group is responsible for providing all catering needs in the office, and for organising all receptions even if catering done by outside places.

Castro prefers to take decisions on the basis of written briefings and so the office is structured accordingly. There are two related offices - one in the Party and one in the Executive Council - that are in charge of documentation for meetings. These relate closely to the President's Office. No document over 5 pages is ever given to the President. Where necessary additional material is put into an appendix or annexure. Documents are classified as documents for decision, or documents for information. One of the very important tasks of the President is to go down to the people. In this way he can listen to the voices of the people and balance what he hears from his advisors, from international statespeople etc against the views of the people. This is particularly important in the present context in Cuba where the government due to the economic blockade by the USA is not always able to deliver what the people want. Through these meetings with his people, he can hear their problems and also ensure that they understand the issues facing the country as a whole.

In discussing faribrebaratiOh for this memo, the comparison was drawn to the pending election canpaigh. It was argued that as a future Head of State, it is very important that Madiba go dawn to the people in order to hear from the people and also to teach the regional leadership about the Head Quarters should be sent out to the regions for the 4 - 5 month duration of the campaign and the President should be part of this downwards cabbaigh. This contact with the people is particularly significant in the light of the fact that the Gaverhheht of National Unity and Reconstruction will be unable to deliver what the people expect. The President as future Head of State faces the task of sustaining the faith of the people in a government that is not up to their expectations.

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