



2 DESCRIPTION OF THE DOD: ITS CONTEXT, HISTORY AND POSITION WITHIN THE SOUTH AFRICAN GOVERNMENT, STRUCTURE AND ORGANIZATION

2.1 CONSTRUCT TO GUIDE THE MANAGEMENT OF THE DEFENCE ENTERPRISE INFORMATION SYSTEM IN THE DOD

Subsequent to the establishment of the new order in the RSA after 1994 a new national Constitution was put into effect. In addition to this a new Defence Act was also promulgated. When read in conjunction with other legislative documents, such as the Public Service Act (PSA)²⁴, the Public Finance Management Act (PFMA)²⁵ and other relevant Acts of Government as well as its supporting Regulations, - to be referenced later -, it sets the scene for the management of Defence Information, Defence Information and Communication Systems and ICT within the DOD. When referencing the Defence ICT system it is referred to as the Defence Enterprise Information System (DEIS) in its systemic context. At product system level it is referred to as the Command and Management Information System (CMIS). This understanding sets the organizational scene and defines the paradigm for the management of the DEIS.

The first order implication at national level for the management of the DEIS is derived from the RSA Constitution (Chapter 11) that indicates that there is to be a separate SA National Defence Force and a Defence Secretariat. The Defence Act of the Republic of South Africa (Act 42 of 2002) and especially Sect 8 apportions certain functions to the Secretary for Defence (Sec Def), whilst Sect 14 indicates those functions that are appropriate to the Chief of the South African National Defence Force (C SANDF). These functions are in support of the Constitution of the Republic of South Africa (Act 108 of 1996): Chapter 11, Section 198 to 204. As such the allocated functions also provide the basis for the management of information, information and communications systems (ICS) and the utilisation of ICT in the DOD, and the relationship between the Government IT Officer (GITO) and the Chief of Command and Management Information Systems (C CMIS) that are part of the Defence Secretariat and the SANDF respectively.

²⁴ South Africa. Parliament. 1994. *Public Service Act, Act 103 of 1994*. Pretoria: Government Printers.

²⁵ South Africa. Parliament. 1999. *Public Finance Management Act, Act 1 of 1999, Sect. 36 (Act No. 1 of 1999)*. Pretoria: Government Printers.

The aim of providing this context is to enhance the understanding of the nature of the organization and its implications that influenced information and ICS/ICT management in the DOD and the participation of role-players and of stakeholders in the management of Defence Information. It also provides insight into the implications of managing the ICT function within the DOD as aligned with normal practice in the DOD. Such a systemic perspective as defined by Checkland and Scholes (1990:18)²⁶ set the paradigm for the institutionalisation of an appropriate strategic ICT planning process for the DOD.

2.1.1 Functional Approach for Strategic Information Management in the DOD

As per the strategic approach²⁷ for the management of the DEIS as well as Information, Information Systems and ICT solutions management with the commensurate capacity of the CMIS Division as eventually approved by the Secretary for Defence, it will be “*managed in a structured, yet clearly defined and approved approach as well as an approved business plan for the management of command and management information solutions and service delivery through unambiguous direction, implementation plans and robust control mechanisms*”. This definition was eventually developed by the GITO as a result of this research and confirmed in 2005 at the strategic work session of the Defence Secretariat of 2005 attended by the Secretary for Defence and members of the Defence Secretariat. Some of the participants in this collaborative process were the Chief of Policy and Planning, Chief Director HR Policy and Planning and the Chief Financial Officer of the DOD.

2.1.2 Functions of the Secretary for Defence as Relevant to DEIS Management

In addition to the functions ascribed to the Secretary for Defence in terms of the Defence Act²⁸ he/she is also the ‘Head of the Department’ in terms of the Public Service Act and the Accounting Officer in terms of the Public Finance Management Act. As such he/she serves as the primary advisor to the Minister of Defence on matters related to defence policy. He/she also performs tasks that are necessary or

²⁶ Checkland, P.B. & Scholes, J. 1990. *Soft Systems Methodology in Action*. Chichester, England: John Wiley & Sons.

²⁷ South Africa. Department of Defence. 2005. *Strategic Business Plan for the GITO Function in the DOD: 2005/06 with reference DS/GITO/R/303/3 dated February 2005*. Pretoria: The Department.

²⁸ South Africa. Parliament. 2002. *Defence Act, Act 42 of 2002, Sect. 8, par. a. - g*. Cape Town: Parliament.



expedient to “enhance civil control” and as such he/she provides the “contextual construct” for the defence function to the C SANDF. This in turn results in the requirement for the C SANDF to in terms of the Defence Act “issue orders and instructions and to give commands to any specified member” (of the SANDF).

The responsibility of the Secretary for Defence to contribute towards enhancing civil control has him monitoring compliance to policies and directions issued by the Minister to the C SANDF and reporting thereon to the Minister. The Secretary for Defence is also as quoted from the Defence Act, “responsible for discipline, administrative control over and management of employees, including their effective utilisation and training”. The above functions of the Secretary for Defence lead directly to the nature of the functions that the GITO performs in executing his duties.

2.1.3 Functions of the C SANDF as Relevant to DEIS Management

The functions of the C SANDF²⁹ as the Commander of the SA National Defence Force are focused on the fact that he/she serves as the principle advisor to the Minister of Defence on military matters and as such “must comply with any direction by the Minister under authority of the President” (as the Commander-in-Chief). To ensure that the C SANDF can realise this commitment he/she is responsible for formulating and issuing military orders and doctrine and executes his command by issuing orders, directives and instructions, and by giving commands.

The C SANDF is also responsible for direct management and administration of the Defence Force which includes “capacity development for members of the Defence Force” and “employees of the Department where so required by the Secretary for Defence”. He/she also has the responsibility to “execute approved programmes of the budget for the Defence Force” and “must supply the Secretary for Defence with such information with regard to the Defence Force as may be required by the Secretary for Defence”.

It is therefore clear that the C SANDF is responsible for the employment of the Defence Force, the training of its members, the maintenance of such military response capability as authorised by the Minister, with appropriate planning for contingencies

²⁹ South Africa. Parliament. 2002. *Defence Act, Act 42 of 2002, Sect. 14, par. a. to m.* Cape Town: Parliament.

that may require the use of the Defence Force. As such he/she must manage the Defence Force as a disciplined force, and is also responsible for the development of a non-racial, non-sexist and non-discriminatory institutional culture within the Defence Force in accordance with the Constitution and departmental policy on equal opportunities and affirmative action. The above functions of the C SANDF lead directly to the nature of the functions that the C CMIS performs in the execution of his/her duties.

2.1.4 Defence Enterprise Information System Management Context

The depiction presented in Figure 2.3 provides insight into the relationship that exists between the President of the RSA as the Commander-in-Chief of the SA National Defence Force, the Minister of Defence as the political executive for the Defence function and the Department of Defence and his/her interaction with the Secretary for Defence and the C SANDF. These relationships exist in terms of the stipulations of both the Constitution of the RSA as referenced and the Defence Act as referenced. From this relationship the focus of the Government IT Officer (GITO)³⁰ of the DOD is on strategic direction, governance and control in respect of the DEIS as supported by the Performance Agreement between the Secretary for Defence and the GITO³¹.

The GITO also assists the Chief of Acquisition and Procurement (C Acq & Proc) as the Head of the Defence Acquisition and Procurement Division (DAPD) in exercising governance over the process of ICS acquisition and procurement. Consequent to this the C CMIS, as the primary CMIS integrator, is the single highest level point of execution for ICT solutions and services at product system level. The mechanisms available to the DOD to obtain ICT solutions are the State IT Agency for ICT solutions that have an administrative nature and the Armscor (“Armaments Corporation”) for ICT solutions that have a distinct armaments nature. In addition to these mechanisms there are defence contracts where procurement is done by the DOD itself. Other capability owners that have Command and Control systems embedded in

³⁰ South Africa. Parliament. 2000. *Cabinet Memorandum 38a of 2000, dated 4 August 2000: Establishment of a Government Information Technology Officer (GITO) function in Government and a Government Information Technology Officers council (GITO Council)*. Cape Town: Parliament.

³¹ South Africa. Department of Defence. 2005. *Performance Agreement between the Secretary for Defence and the GITO for the Period 1 January 2005 to 31 December 2005 dated 9 February 2005*. Pretoria: The Department.

their Services and Divisions will therefore be subject to the direction and control of the system integrator. This relationship can be presented as follows:

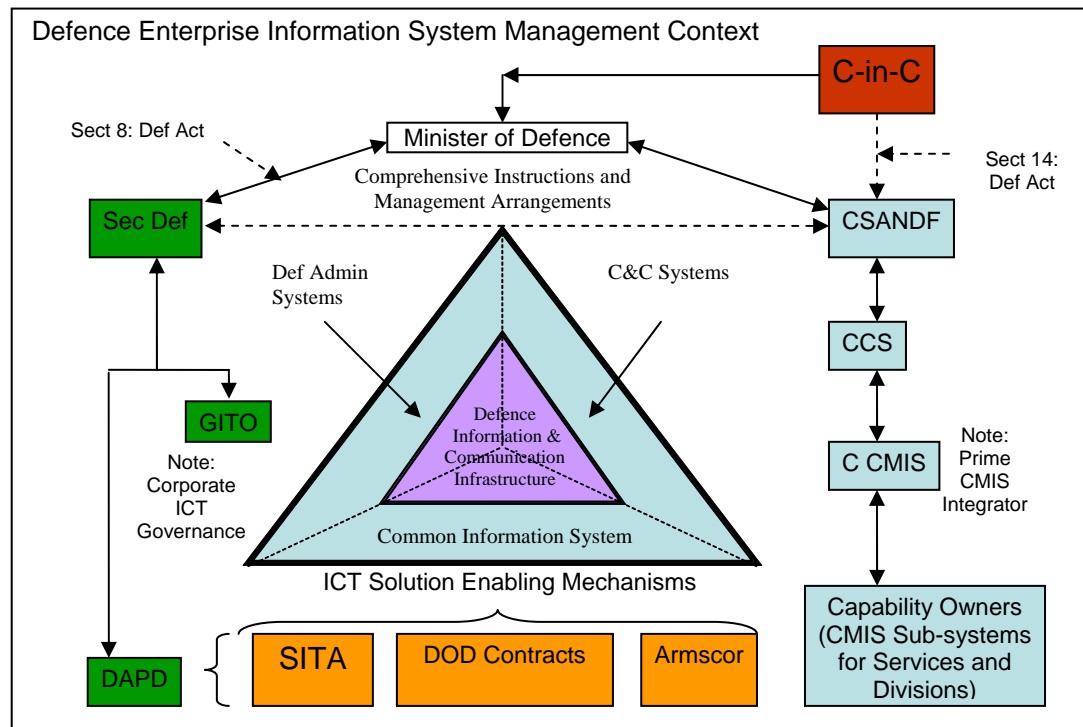


Figure 2.3: Defence Information System Management Context

Given the description and presentation of functions provided above the mechanisms available to ICT and acquisition functionaries to interact appropriately with the ICT industry, certain mechanisms facilitate this interaction. The State IT Agency (SITA) has a national obligation to ensure ICT solutions management for government as part of “public service and administration”. As such its primary focus is on administrative and commercial solutions. Another sector of ICT, the “Armaments Corporation” or Armcor, focuses on military solutions. Both of these mechanisms for solutions management are enhanced with an internal ability of the DOD to manage tenders and contracts towards ICT solutions via its procurement division and DOD contracts.

2.1.5 Comments on the Strategic DEIS Management Context

With due consideration of the context as decomposed from national level to the internal management arrangements within the Department of Defence there is a clear and distinct implication for the management of the Defence Enterprise Information System (DEIS) as the corporate higher order user system. Given the nature of the relationship between the Secretary for Defence and the C SANDF and the fact that the

GITO forms part of the Defence Secretariat whilst the C CMIS forms part of the SANDF, their roles and responsibilities are separated in a manner similar to those of the Secretary for Defence and the C SANDF. In addition to this both the GITO and the C CMIS have an interactive relationship with the Chief of Acquisition and Procurement (C Acq & Proc) related to strategic governance and ICT solutions management respectively. To facilitate the requirement for national coordination a GITO Council³² was established to ensure coordination for all ICT initiatives of government between all national departments and provincial governments.

The DEIS is currently being managed in terms of a total systems management approach and a total systems life cycle management approach with due consideration of the systemic implication of the information system and its functioning within the bigger DOD as a system of systems. The DEIS Management Arrangements and Mechanisms³³ were defined as the result of approximately four years of work-in-progress and structural review to ensure that an appropriate understanding of the relationships, roles and responsibilities for managing the DEIS was established. This review formed the basis for the research undertaken.

2.2 STRATEGIC CMIS MANAGEMENT APPROACH

2.2.1 Functions of the Secretary for Defence and the C SANDF

Given the considerations of Sect 8 and Sect 14 of the Defence Act as referenced, there is a clear and distinct, yet complementary relationship between the Secretary for Defence and the C SANDF. This can be demonstrated by the following, as it has a direct implication on the allocation of powers, functions and duties to the GITO and the C CMIS that represents the interest (functions) of the Secretary for Defence and the C SANDF respectively³⁴.

³² South Africa. Parliament. 2000. *Cabinet Memorandum 38a of 2000, dated 4 August 2000: Establishment of a Government Information Technology Officer (GITO) function in Government and a Government Information Technology Officers council (GITO Council)*. Cape Town: Parliament.

³³ South Africa. SA Department of Defence. 2006. *DOD Implementation Instruction 10/06: The Implementation of the DEIS Management Arrangements and Mechanism as part of the Comprehensive Instructions to Guide the Management of the DEIS Function of the DOD with reference SD/GITO/R/501/9 dated 7 April 2006*. Pretoria: The Department.

³⁴ South Africa. SA Department of Defence. 1998. *Department of Defence Transformation Design and Migration Plan with reference MOD/R/502/9/1 dated 9 February 1998*. Pretoria: The Department.

2.2.2 Functions of the GITO and the C CMIS as Related to the Functions of the Secretary for Defence and the C SANDF Respectively

From the functions of the Secretary for Defence and the C SANDF it is clear that there is a dialectic relationship by design. This dialectic nature of the relationship is carried through to the GITO and the C CMIS as a system of checks and balances between strategic direction and execution. Taken from the functions of the Secretary for Defence and the C SANDF, it is considered as imperative that there should be a direct correlation between the nature of the functions of the Secretary for Defence and the GITO and those of the C SANDF and the C CMIS. The nature of the relationship between the GITO and the C CMIS should be based on collaborative interaction to realise synergy without negating the ability to manage common or transverse ICT solutions with due consideration of unique requirements and solutions as referenced from relevant documentation.

2.2.3 GITO Functions in Support of the Secretary for Defence

In terms of the functions of the Secretary for Defence and the fact that the GITO³⁵ functions in support of the Secretary for Defence, he/she serves as the primary advisor on information management for the DOD. In this capacity he/she provides strategic ICT direction, including the formulation of the DOD strategic business plan for information management. The GITO also exercises functional authority over information management to include enhancing civil control. The GITO is also the information system manager for the Ministry of Defence and Defence Secretariat in a coordinating capacity. The focus of the GITO is on the Defence Enterprise Information System as opposed to the C CMIS that focuses on ICS management as relevant to the Command and Management Information Systems (CMIS) and related services.

2.2.4 C CMIS Functions In Support of the C SANDF

³⁵ South Africa. Department of Defence. 2005. *GITO Performance Agreement with Reference Def Sec/R/105/2 dated 9 February 2005*. Pretoria, The Department.

The functions of the Chief of Command and Management Information Systems (C CMIS)³⁶ in support of the C SANDF establish him as the primary advisor on Command and Management Information Systems (CMIS) and Services for the DOD. In the capacity of being the primary integrator of the CMIS the focus of the C CMIS is on the physical system and services as opposed to the systemic solution referred to as the DEIS which is the domain of the GITO. The C CMIS is therefore responsible for strategic direction, including the formulation of the SANDF strategic business plan for Command and Control Systems management. The C CMIS also contributes towards the function of Command and Control to enhance operational effectiveness.

In his capacity as the primary systems integrator for the CMIS and Services for the DOD consisting of the Ministry of Defence, Defence Secretariat and SANDF he/she ensures that there is sufficient and appropriate capacity in the DOD to manage the Defence Enterprise Information System.

2.2.5 Contextual Construct For The GITO And The C CMIS

As appropriate to the function of ICT management the corporate management arrangements can be described as follows with the Council on Defence (COD) that is chaired by the Minister of Defence as the political executive for the defence function of the RSA with the Deputy Minister of Defence, the Secretary for Defence and the Chief of the SANDF as members being the highest management forum for the DOD. In support of the COD the Defence Staff Council under the Chairmanship of the Secretary for Defence as the Head of the Department and the Accounting Officer and co-chaired by the Chief of the SANDF as the Commander of the military force is responsible for strategic corporate management of the DOD. From a functional ICT management perspective strategic corporate management is done by means of the Defence Enterprise Information Systems Board (DEIS Board) under the chairmanship of the Government IT officer for Defence with full representation by the C CMIS as the primary Command and Management System integrator and all the ICT Managers of the respective Services and Divisions in attendance. These ICT managers are representative of the respective Budget Authorities that are also the heads of the

³⁶ South Africa. Department of Defence. 2004. *C CMIS Performance Agreement with Reference CJ Sup/R/105/2 dated 24 March 04*. Pretoria: The Department.

Services and Divisions and function as semi-autonomous business units within the DOD.

The following representation can be made regarding the defined functions as appropriate to the GITO in support of the Secretary for Defence, and the C CMIS in support of the C SANDF. This representation clearly reflects the collaborative nature of managing the National Defence function to realise departmental strategy in an unambiguous and robust manner.

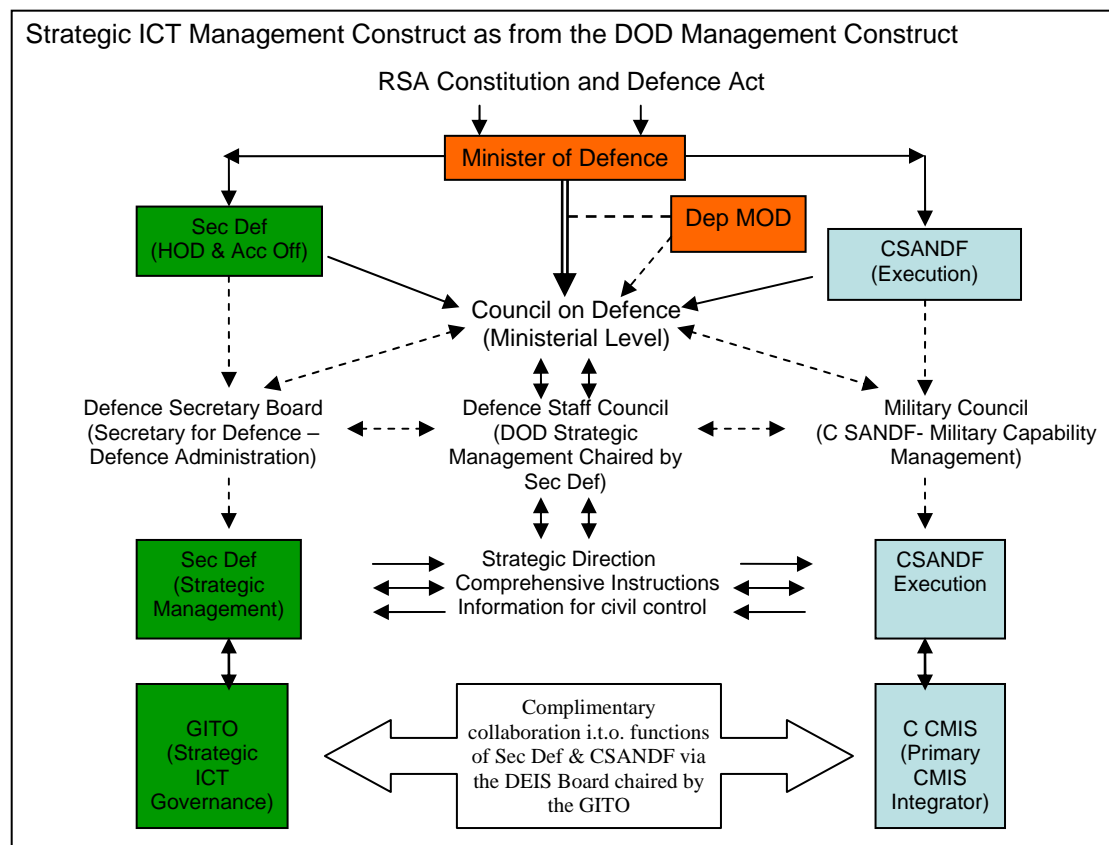


Figure 2.4: Strategic ICT Management Construct from the DOD Management Construct

From Figure 2.4 it is clear that there is a direct correlation between the functions to be performed to ensure alignment of effort to realise the Defence Mission, being “Objective Defence for a Democratic South Africa”³⁷. In view of the above the DEIS is not managed in isolation by the GITO and the C CMIS, but are influenced by their environment and its stakeholders and role players that are elucidated next. All of these contribute to the ability of institutionalising an appropriate strategic ICT planning process for the DOD.

³⁷ South Africa. Department of Defence. 1996. *Defence Review and White Paper on Defence of 1996*. Pretoria: The Department.

2.2.6 Primary Stakeholders

Given that the main role players for the management of the DEIS has been described above, the following stakeholders can be indicated in summary with due consideration of appropriate governance and their respective roles therein.

- The Minister of Defence as the political executive for the function of defence and a member of Cabinet and Parliament
- The Deputy Minister of Defence as the deputy to the Minister of Defence
- The Secretary of Defence as the Head of the Department, the Accounting Officer and the Head of the Defence Secretariat
- The C SANDF as the Commander of the SANDF as the military force
- The GITO as the functional authority for the Defence Enterprise Information System and ICT management. The researcher is currently serving as the GITO and was the central participant and/or researcher throughout the process of developing and institutionalising an appropriate strategic ICT planning process for the DOD.
- The C CMIS as the prime system integrator for the CMIS and ICT products and Services for the DOD
- The Chief of Acquisition and procurement as the Chief of the Defence Acquisition and Procurement Division (DAPD) and responsible for the function of acquisition and procurement
- The SITA as the primary solution provider for Administrative ICT solutions for Government
- Armscor as the primary solutions provider for weapons related solutions for the DOD
- Users as the owners of ICT requirements and the users of ICT solutions as realised by the DEIS managers and role players

2.2.7 Participation In DOD Management Forums

Given the constant nature of change and the requirement for the DOD to continuously improve itself as an organization the Secretary for Defence and the C SANDF³⁸ issued the “DOD Implementation Instruction” that had the objective to guide the improvement of the organization by also establishing the Department of Defence Organizational Development Work Group (DODW). With the GITO and the C CMIS both being full members of the DOD and the DOD Implementation Instruction also including ICT management, the mechanism was set in place for collaborative approach towards this objective. As such it supported the opportunity to institutionalise the strategic management (and planning) of ICT in the DOD.

From the DODW a number of DOD forums were developed and identified as being relevant to DEIS management within the DOD, even though not as functional ICT management forums. With reference to Figure 2.4 the Defence Staff Council (DSC) is the highest internal management structure functioning at enterprise or corporate level in the DOD. The Defence Secretary Board (DSB) serves the Defence Secretariat under the chairmanship of the Secretary for Defence and the GITO is a permanent member of the DSB. The focus of the DSB is to address strategic defence governance – direction and policy – for the DOD with due consideration of functions of control as appropriate to risk, performance and compliance management. The DSB is chaired by the Secretary for Defence.

On the part of the SANDF the Military Command Council (MCC) under the chairmanship of the CSANDF exercises Command and Control over the SANDF and its Services and Divisions. The C CMIS is represented in this forum under the authority of the Chief of Corporate Staff. The primary focus of the MCC is to ensure that the military capability and structures are management to ensure the successful execution of military operations. As such the SANDF is the “executing” side of the DOD whilst the Defence Secretariat is there to “enhance civil oversight”³⁹.

Other focused management forums such as the Accountability Management Committee (AMC) serves as a staff mechanism for the Defence Staff Council with the focus on accountability management. The AMC is chaired by the Secretary for

³⁸ South Africa. Department of Defence. 2005. *DOD Implementation Instruction 15/05: Implementation of Ministerial Directive dated 25 April 2005 with reference DS/PPP/C/518/3/1 and CSANDF/CCS/C/518/3/1 dated August 2005*. Pretoria: The Department.

³⁹ South Africa. Parliament. 2002. *Defence Act, Act 42 of 2002, Sect. 5 – 17*. Cape Town: Parliament.



Defence supported by Secretariat Staffs – including the GITO – with the CSANDF supported by his chiefs – including the C CMIS – are held to account for assets and resource utilisation with the emphasis placed on risk, performance and compliance management.

Another focused forum in support of the Defence Staff Council is the Defence Budget and Planning Evaluation Committee (DPBEC) that has the objective of ensuring that defence plans and budgets are aligned and executed over the short, medium and long term. This forum is attended by all the DOD Budget Authorities – delegates who have budgets allocated to them – and is co-chaired by the Chief of Policy and Planning (CPP), the Chief Financial Officer (CFO) and the Chief of Corporate Staff (CCS). The CPP and the CFO resort under the Secretary for Defence and the CCS under the CSANDF. This forum reports back to the Defence Staff Council.

The DOD Planning Forum as a staff mechanism for the Defence Staff Council is a corporate planning mechanisms that It also serves to align defence and military matters between the Defence Secretariat and the SANDF under the chairmanship of the CPP and the CCS and reports back to the DSC. Matters relating to the DEIS are also addressed here to ensure alignment and integration within the full spectrum of defence-related planning.

2.2.8 DOD Internal DEIS Management Mechanisms

To manage the DEIS as a departmental (corporate) responsibility the DEIS Board⁴⁰ was established under the chairmanship of the GITO with its focus on strategic and corporate management of the ICT function. For purposes of execution (solutions management) the CMIS Capability Management Board was established under the chairmanship of the C CMIS to run the operations management of the CMIS and Services. Both of these have as its members duly delegated representatives that are congruent to the level and nature of management as appropriate to the respective forums. The functional management of the DEIS between the DEIS Management Division of the GITO and the CMIS Division of the C CMIS is done in the Joint Information Systems Management Board (JIS Board) that is co-chaired by the GITO and the C CMIS. The difference between the JIS Board and the other two Boards is

⁴⁰ South Africa. Department of Defence. 2006. *Constitution of the Defence Enterprise Information Systems Board with reference DS/GITO/R/302/2 dated April 2006*. Pretoria. The Department.

that the JIS Board has no user or supplier representatives as members, but only representatives of the GITO and the C CMIS. These arrangements are the result of the development and implementation of an appropriate strategic ICT planning process and structural development via the DODW.

The ICT management function within the respective Services and Divisions is done as an integral part of their respective management forums and is also addressed in their respective Strategic Business Plans (SBP's). All of these are coordinated and integrated via the departmental management forums and arrangements into the DOD SBP. These management arrangements were in place prior to transformation, but are now centrally and [collaboratively managed.

2.2.9 External Information Systems Management Mechanisms

To ensure that the DOD does not function unilaterally, but within the wider context of government certain external management arrangements have been established by government. The most important of these that has been established to ensure interdepartmental alignment in an effort to coordinate the national ICT objectives of government is the National Government IT Officer's Council (GITOC)⁴¹ and its sub-structures with the GITO as the primary representative of the DOD. Certain interdepartmental programs have also been launched to contribute to national initiatives and to leverage the collateral utility of Defence ICT solutions.

2.3 THE INFORMATION SYSTEM MANAGEMENT FUNCTION WITHIN DOD

2.3.1 Context for IS Strategy Formation and Formulation as Part of the ICT Management Paradigm

Due to the transformation of the ICT management function and its intention to ensure credibility, the Plenary Defence Staff Council confirmed the establishment of the centralised ICT management function within the DOD in April 1998 of the CMIS Division. Part of this approval was that the function would be based on sound practice and theory. The focus on continuous improvement given this imperative served to

⁴¹ South Africa. Parliament. 2000. *Cabinet Memorandum 38a of 2000, dated 4 August 2000: Establishment of a Government Information Technology Officer (GITO) function in Government and a Government Information Technology Officers council (GITO Council)*. Cape Town: Parliament.

trigger the process that lead to the institutionalisation of an appropriate ICT planning process and this research.

As already indicated, the DOD can be considered a diversified organization with the added implication of having a ‘Head of Department’ and a ‘Chief of the National Defence Force’ by virtue of the SA Constitution⁴² and the SA Defence Act⁴³. The SA Defence Act also separates the functions for departmental strategic direction, policy and strategic control from the execution (operations) environment between the two incumbents respectively. This is partially commensurate with the separation of corporate management and business unit management as appropriate to a diversified organization.

2.3.2 Historical Context for Establishing a New Strategic ICT Management Approach in the SA DOD

Subsequent to the establishment of the new South African political dispensation in 1994 and with due consideration of the DOD strategic transformation guidelines⁴⁴ within the context of the National Public Service Administration imperatives⁴⁵, the need emerged for the establishment of a centralised function to manage ICT in the DOD. As indicated previously the intention was to provide a centralised function that would address the total Defence ICT system with due consideration of the systemic implication of managing the ICT system within the context of the DOD as an integrated system. This system was eventually referred to as the Defence Enterprise Information System (DEIS) as ratified by the Plenary Defence Staff Council of 14 August 2005⁴⁶. The rationale for this strategic imperative was due to the inherent functional and technical ICT problems and concomitant high financial investment that

⁴² South Africa. Parliament. 1996. *SA Constitution, Act 108 of 1996. Chapter 11, Sect 198 – 204*. Pretoria: Government Printers.

⁴³ South Africa. Department of Defence. 2002. *SA Defence Act, Act 42 of 2002, Sect 8 and 14 respectively as indicating the functions of the Secretary for Defence and the Chief of the SANDF*. Pretoria: Government Printers.

⁴⁴ South Africa. Department of Defence. 1998. *Department of Defence Transformation Design and Migration Plan with reference MOD/R/502/9/1 dated 9 February 1998*. Pretoria: The Department.

⁴⁵ South Africa. Department of Public Service and Administration. 2002. *Public Service Regulations, Chapter III, Section E, “INFORMATION PLANNING AND REPORTING” of the Public Service Regulation 2001 (Government Notice No. R. 1 of 5 January 2001), as amended by Government Notice No R 1346 on 1 November 2002*. Pretoria, Government Printers.

⁴⁶ South Africa. Department of Defence. 2005. *Defence Enterprise Information System Framework v1.2 (DS/GITO/C/516) dated 15 August 2005*. Pretoria: The Department.

was associated with a decentralised IS/ICT management approach that existed prior to the transformation of the DOD⁴⁷.

The pre-transformation ICT situation that was decentralised and largely uncoordinated resulted in a situation where there was serious fragmentation and duplication of ICT systems that in turn resulted in non-integrated and non-interoperable ICT systems across the DOD. This led to increased inefficiencies and exacerbated cost. The lack of coordinated ICT management lead to non-standardisation of functionality, and divergent ICS/ICT solutions that were not compliant with defence requirements or national imperatives and only served to further increase the problems encountered.

The decentralised or stove-pipe approach towards ICT management led to inefficient management arrangements and mechanisms. This overall situation also contributed towards an inability to realise rules of scale and collateral value throughout the Defence Enterprise Information System. To this end the requirement was to also correct the sub-optimal system management processes, including the strategic ICT planning process, to ensure focused strategic direction and alignment with defence requirements.

2.3.3 Historical Structural Arrangements and Intention With Organizational and Functional Transformation of the DOD and the ICT Management Function

The transformation of the ICT function in the DOD resulted in the dismantling of several decentralised and fragmented ICT management arrangements and the creation of a centralised ICT management function and structure as approved by the Plenary Defence Staff Council in March 1998. This structure was named the Command and Management Information System Division (CMIS Division) and eventually the GITO function was created with some new functions and some functions taken from the CMIS Division. To fulfil its mission, the CMIS Division and later the GITO – which equals the Chief Information Officer (CIO) of private businesses to a certain extent – initiated a complex change management process with the intent to consolidate and integrate corporate strategic governance for ICT systems and services in the DOD. This change management process could be considered the second iteration of the action research cycle.

⁴⁷ South Africa. Department of Defence. 1998. *Department of Defence Transformation Design and Migration Plan with reference MOD/R/502/9/1 dated 9 February 1998*. Pretoria: The Department.

Characteristic of the complex process of change management the strategic planning process of the CMIS Division and the GITO, through constantly applied leadership initiated several 'forced' evolutionary changes in the CMIS Division and GITO management and functional (line) structures. This resulted in the transformation of the CMIS Division and the GITO from a fragmented (decentralised) resource (ICT) oriented structure into a balanced capability with a process oriented structure with a dialectic collaborative relationship. The intention was to ensure adding value to business with the emphasis on information management requirements related to the defence function to continuously improve the competitive advantage of the DOD. This established the basis for changing the DOD from an ICT orientated organization to an ICS orientated organization and finally to being an information orientated organization⁴⁸. This change was subsequently reflected in the implementation report of the Department of Defence Organizational Development Work Group of 2006⁴⁹.

2.3.4 Expectations for the Delivery of DEIS Strategic Direction

Given the expectations for ICT management that would be focused on an appropriately centralised ICT management function that represents the nature of the organization in its complexity as explained earlier, the GITO was appointed by the Minister of Defence in the Defence Secretariat. To this end the following guidelines were relevant as taken from the Ministerial Approval for the establishment of the GITO⁵⁰ function and organization in the Defence Secretariat:

- “To ensure that there is sufficient and unambiguous mandate to perform the functions related to managing information, the enabling information systems by means of appropriate ICT.
- That there will be appropriate governance to guide the functioning of the ICT organization and the resultant systems and services.

⁴⁸ South Africa. Department of Defence. 2003. *DOD Information Strategy v2.1 (JSUP/CMIS/R/516/1) dated 15 Sept 2003*. Pretoria: The Department.

⁴⁹ South Africa. Department of Defence. 2006. Ministerial Directive: *DOD Organisational Restructuring under reference MOD/C/518/3/1 dated May 2006*. Pretoria: The Department.

⁵⁰ South Africa. Department of Defence. 2005. *Report on the Establishment of a Government Information Technology Officer and Capability at the Office of the Secretary for Defence with reference CMIS Div/R/503/5/12/ dated February 2005*. Pretoria: The Department.

- That there will be a structured and appropriate process to ensure total systems and through-life systems management.
- That there will be sufficient and appropriate capacity within the DOD to manage the ICT functions with due consideration of unique responsibilities and common or transverse responsibilities.
- That there will be sufficient direction with commensurate resources allocated to perform the functions and attain the strategic objectives and requirements.
- That the necessary management arrangements and mechanisms be institutionalised to manage the function for the DOD”.

2.3.5 Expected Future Challenges Subsequent to the Establishment of the DEIS Strategic Direction

The required and instructed focus on the ICT management process, and specifically the strategic ICT planning process, resulted in the integrated effort to formulate and promulgate – for the first time in the Department’s history – the DOD Enterprise Information System Strategic Direction. Subsequent to the establishment and institutionalisation of a strategic ICT planning process the DOD Information Strategy was completed and approved on 15 September 2003⁵¹ and the Defence Enterprise Information System Framework (DEIS Framework) on 15 August 2005⁵². These documents, that constitute the DEIS Strategic Direction when read in conjunction with the Defence Information Strategy and the Defence Information and Communication Technology Architecture (DICTA)⁵³ – containing the ICT strategic direction – must be supported by appropriate Regulatory Framework (Policy) for Information/ICS/ICT for the DOD that complies with National imperatives. This intention was developed as part of the Department of Defence Instruction on Policy⁵⁴.

⁵¹ South Africa. Department of Defence. 2003. *DOD Information Strategy v2.1 (JSUP/CMIS/R/516/1) dated 15 Sept 2003*. Pretoria: The Department.

⁵² South Africa. Department of Defence. 2005. *Defence Enterprise Information System Framework v1.2 (DS/GITO/C/516) dated 15 August 2005*. Pretoria: The Department.

⁵³ South Africa. Department of Defence. 2003. *Defence ICT Architecture: DICTA Synopsis RI(A4) with reference D3DDSYNO/78-01-0001 dated 29 September 2003*. Pretoria: The Department.

⁵⁴ South Africa. Department of Defence. 1999. *Department of Defence Instruction: Policy and Plan No. 8/99: Policy Process and Procedure for Development, promulgation and Maintenance of Policy at Departmental Level in the Department of Defence with reference DS/PPP/R/501/15B of 1999*. Pretoria: The Department.

The DICTA in its capacity as the ICT Master Plan, has been in existence for an extended period of time, but required alignment with the newly defined strategic direction regarding the information resource (DOD Information Strategy) and the DEIS Framework. This was done as a standing objective under the mandate of the GITO as reflected in his performance agreement via management arrangements and forums such as the then CMIS Staff Council and the Information Systems Planning Forum. The Information Systems Planning Forum served as the planning sub-committee for the CMIS Staff Council. The fact that the DICTA was in existence, but followed by the DOD Information Strategy and the DEIS Framework, serves to indicate the migration from technology to system to the management of information as a resource and a commodity.

With the DEIS Governance (strategic direction and policy) in place and in the process of continuous improvement and alignment, the CMIS Division in its primary roles of ICS/ICT systems manager and integrator now faces the challenge of implementing the strategic direction as instructed by the Plenary Defence Staff Council of 15 August 2005. Some comments as appropriate to the dynamically iterative feedback loop for purposes of planning as forthcoming from the control function will be indicated later in this report.

Given that both the institutionalisation of an appropriate strategic ICT planning process in the DOD and this research from a theoretical perspective followed the same basic timeline this timeline can now be summarised and be presented as follows:

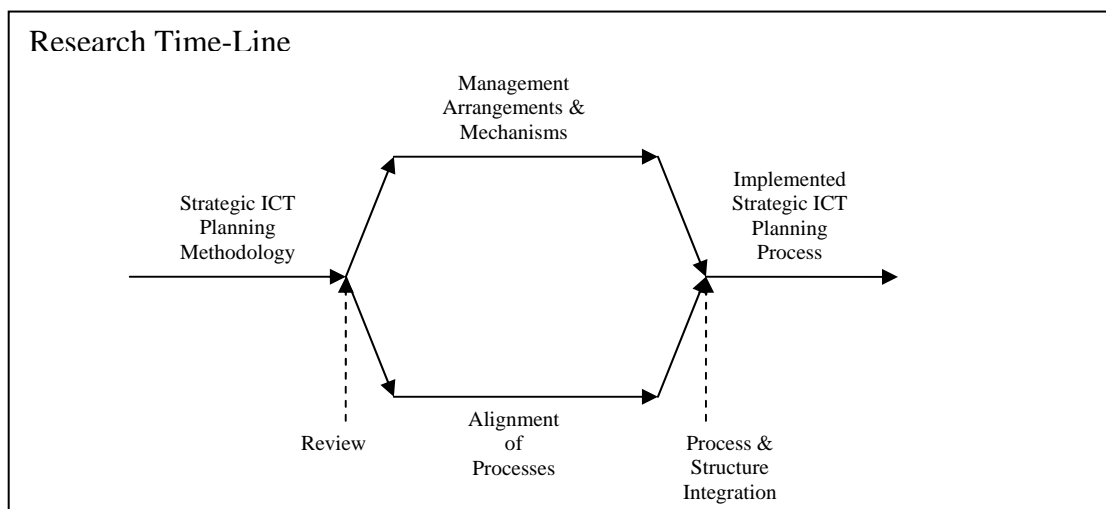


Figure 2.5: Research timeline for practice and theory



The time line as indicated will guide the presentation of this research in the following chapters of this report.