Working together for transformation
sharing stories of change
Each of us is a knowledge worker and a learning champion in this knowledge economy. We all have a role to play in turning the Public Service into a “Learning Public Service for Quality Service Delivery”. Let us pursue this ideal by using the Service Delivery Review as a facility for sharing our experiences, successes, mistakes and methodologies and for growing our own intellectual capital.

Muthanyi Robinson Ramaite
Director-General:DPSA

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The Funny Side
The restructuring of State assets has, over the recent months, been a hotly debated issue. And, mostly, for all the wrong reasons. The crux of the matter is that certain sections of the media have insinuated that the move was nothing but a wholesale disposal of State assets which, because it was a knee-jerk reaction to market realities, was not planned and would lead to commercialisation of basic services such as health, water and sanitation.

In turn, the commercialisation would lead to downsizing and the attendant problem of job losses.

But, as the case study on the Zebediela citrus farm in Limpopo province shows, this is far from the truth. The restructuring effort is a well-thought out strategy meant not only to turn around enterprises that were loss makers, but also to empower communities through creating entrepreneurial opportunities and jobs for them.

But we shall not dwell on the debate for now, suffice to draw your attention to the case study on Page 73 on the successes achieved through the restructuring efforts in Limpopo.

The focus of the current issue of the journal is, as many of you will guess, arguments and thoughts emanating from the Service Delivery Learning Academy held in Durban recently.

In many instances, gatherings of this sort tend to be dry, academic talk-shops; but in the case of the Learning Academy, over three days people shared tangible, experiential knowledge of which the Zebediela experience is an important part.

Also of particular interest is the case study focusing on the Friends of Mosvold Scholarship.
This scholarship is important because it is an example of a community taking its destiny in its own hands, rather than “waiting for things to happen”.

By taking charge of their destiny, through grooming their own medical personnel, the people of Mosvold have paved the way for other rural communities who have no access to reliable health care services. It’s an inspiring project which puts people first, a tenet of Batho Pele.

Through exercises such as the Learning Academy, we have the opportunity of realistically looking back on what has happened to service delivery over the past ten years, since the advent of democracy.

Our endeavour to champion change in service delivery relies on the leadership’s familiarity with service delivery issues in the country.

Successful leadership in service delivery requires purveyors of change who are grounded in knowledge management, and have experience of the coal-face.

As we point out in our summation of the events elsewhere in this journal, “Instead of being seen as separate entities, leadership and management are two complementary values that need to be integrated to ensure success. By managing and leading at the same time, managers would rise from the confines of theory to becoming more practical.”
In this speech delivered at the recent Learning Academy, Minister Geraldine Fraser-Moleketi inspires public servants to continue wielding the mighty torch of learning and knowledge management: Our aim in setting up the Academy was to facilitate the sharing and exchange of experiences in the public service, particularly among those officials who work in critical areas of service delivery. These are public servants who interact with people on a daily basis, attempting to end their anguish and frustration. A vital link in our service delivery chain, these public servants are for many reasons often overlooked by the system.

Presentations at this year’s Academy proved that the public service has made some commendable strides in turning the tide. The Academy has provided a unique national platform to showcase the strides and progress we are making in this country — from challenges in making services accessible to citizens in very dire circumstances in Limpopo and the Eastern Cape through the use of technology and other innovative approaches, to transforming public institutions at national and local government level, and making government institutions work in an integrated and accountable manner. Other impressive demonstrations of progress were physical infrastructures and community participation processes that are innovative in approach. Ordinarily these achievements and cases would go unnoticed, but because we have created a platform for learning and sharing, citizens and society in general, and even the world at large, can now know that we are indeed an innovative and learning-focused public service.

I would like to take this opportunity to once again convey my gratitude and appreciation to those public servants, senior managers and leaders in the public service and other public entities who demonstrate the willingness to go the extra mile. They not only do this but are willing to share experiences on change management and transformational issues pertaining to service delivery. Finally, I also give a word of appreciation to all those who travelled the length and breadth of South Africa to attend the conference. Beyond this I am appealing to each and every one of us to continue to network, both formally and informally. More than that, remember to carry the spirit of learning further by sharing with your fellow employees the information and knowledge that we acquire from our various interactions.
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- Relevant work experience

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Limpopo Learning Network Launch

The Limpopo provincial learning network was officially launched on 21 August 2003 at the Magoeaskloof Hotel, near Tzaneen. Approximately 60 people attended from the different provincial departments, other provinces and the National Departments of Public Service and Administration, and Public Enterprises.

The Provincial Director General, Ms Manching Monama, officially welcomed those present. Dr Jabulani Mzaliya of the Department of Public Enterprises made a presentation on the restructuring of state assets and outlined the progress that government had made in restructuring them as well as lessons learnt in the process.

This was followed by a presentation on the province’s macro economic strategy by head of the Department of Finance and Economic Development, Mr Ben Mphahlele. Mr Mphahlele outlined the process involved in developing the strategy and progress made thus far, singling out tourism, mining and agriculture as “icons” of the province’s economic development strategy.

This was followed by various presentations and case studies on, among others, the restructuring of Zebediela citrus farm; experience from implementing Batho Pele in GJ Crookes hospital in KwaZulu-Natal; service delivery improvement programme of the Department of Public Works and Roads; and turn-around projects in Letaba and Maphutha Malatji hospitals.

The last part of the day saw a presentation by DPSA on ideas to sustain the learning network initiatives in the province.

Dr Pheme from the Premier’s Office gave a round-up of the day’s events and an outline of the learning network programme of the province to be pursued after the official launch.

After the day’s proceedings, a gala dinner was held and was blessed by the presence of the Premier of the province, Advocate Ngoako Ramathlodi, and senior members of the provincial cabinet and the administration.

A short video outlining the achievements of the province was played, wherein the provincial director-general also outlined the importance and significance of these projects, and what lessons the province was learning from them.

In his keynote address, the Premier outlined the political journey that the province had embarked on in the past 10 years.

How Ethekwini Informal Settlement Project Works

By Vincent Mabunda

A group of about 30 participants in the 2nd Annual Service Delivery Academy visited the Ethekwini Informal Settlement Project in central Durban on the afternoon of 10th July 2003. Mr Faizel Seedat made a presentation to the group.

The group learnt a lot from the site visits, and lessons included exposure to how the city of Durban (Ethekwini Metro) has proactively embarked on a preparatory project before actually embarking on a project.

This is part of their planning process, which involved an audit of the existing informal settlements, which included among others:

- Data collection;
- Land assessment;
- Evaluation; and
- Categorisation of settlements.

The above information was captured onto their Geographical Information System (GIS). It is important to note that they have a good GIS, which serves as a powerful tool that helps them to plan accordingly. It was clear from their presentation that their GIS contributed greatly towards the success of their project.

Prioritisation

They developed different categories for various informal settlements and prioritised them according to what is planned for it. This helps them to have ready answers when complaints about the particular settlements arise from the landowners and business communities.

The noted critical success factors of the project included:

- Well developed GIS;
- Clearly defined project purpose;
- Realistic goals;
- Buy-in from all stakeholders;
- Intensive communication strategy;
- Acknowledgement of external factors;
- Existing capacity within and the promotion of capacity building;
- Stable political climate; and
- Existing funding.

Implementation Strategy

The implementation of the project was characterised by:

- Proactive identification of risk areas and mitigation strategy;
- Easy establishment of informal settlement relocation working committee;
- Project was allocated to urban edge to avoid further invasion of land; and
- A land invasion unit was established within the council.

Sustainability Factors

The project was sustainable because of the support from all stakeholders, and continued funding.

Replicability

It is very easy to follow similar steps with a bit of improvement for similar projects elsewhere.

At the end of the site visit, the participants felt that in future site visits should offer participants an opportunity to interview members of the communities.

They also mentioned that more time should be allocated for site visit to see actual project outcomes, as opposed to presentations on what happened.
Visit to Development Project

One of the learning journeys that took place was a visit to the Cato Manor Development Project. The Cato Manor project was a Platinum winner of the 2002 Impumelelo Awards Programme.

Cato Manor lies just outside of Durban. The learning journey started with a short tour of the Cato Manor Heritage Centre. The photographic display of the history of Cato Manor provided a suitable orientation to delegates, many of whom were not entirely familiar with the colourful and painful history of the area.

The walk-through set the scene for a brief presentation on the project and its successes by a team led by the CEO of the CMDA, Mr Clive Forster.

The learning journey concluded with the most exciting section — a bus tour around Cato Manor. Participants were exposed to a range of projects including low-cost housing, the creation of business parks and innovative school building projects.

The tour provided participants with the opportunity to interact with the CMDA team on issues of concern to them. The questions posed were interesting in two respects.

Firstly, due to the large-scale nature of the project, combined with the fact that it has been in place for almost a decade, the project enabled a wide range of different issues to be explored.

These included models of infrastructure development, community participation, dealing with warlords, stimulating local economic development, development of partnerships across the different levels of government and between the public and private sectors, leadership, institutional models of delivery, and mainstreaming and replication of successful innovations.

Secondly, the questions were extremely action-oriented with participants using the project to derive lessons that can be used to address current challenges that they are facing in their own work environments.

SA Institute for Sustainable Development

South Africa is to launch an institute to co-ordinate the country’s response to agreements made at the World Summit on Sustainable Development, held in Johannesburg last year.

The Department of Environmental Affairs and Tourism will launch the multi-stakeholder South African Institute for Sustainable Development, which will offer support to government departments to meet targets agreed at the World Summit.

The department’s director for sustainable development, Blessing Manale, said that the department will develop the institute’s business plan by the end of 2003, while functioning mechanisms should be in place by the end of 2004.

“The institute should support government and help to monitor agreements, and also generate some innovative thinking on how the programme can be implemented,” Manale said.

Manale was speaking after a high-level meeting of ambassadors, government officials and heads of United Nations agencies in Sandton, Johannesburg last week for the first anniversary of the World Summit.

The meeting reviewed South Africa’s response to the Johannesburg Programme of Action adopted at the Summit, and discussed approaches to implement the country’s own Summit targets.

The Johannesburg Programme of Action endorsed the Millennium Declaration goals of halving the number of people living in poverty by 2015, halving the number of people without clean water and adequate sanitation by 2015, curbing the loss of biodiversity by 2010, securing the safe use of chemicals by 2020, and restoring fish stocks by 2015.

Manale said the institute would strive to attract donor funding to South African “flagship” sustainable development initiatives, such as the Alexandra renewal programme, while also supporting and cooperating with agencies such as Telkom and Eskom.

DBSA gets loan from African Dev Bank

The African Development Bank (ADB) has given the Development Bank of Southern Africa (DBSA) a loan to help in the provision and improvement of infrastructure services in SADC countries, the bank said in a statement on recently.

DBSA’s deputy treasurer Disebo Moepuli said the 14-year US$100-million (about R750-million) loan agreement was signed in Tunis, Tunisia.

“The loan will provide financial resources to DBSA to support and strengthen the institution’s lending capacity, to enable it to provide loans and other developmental services for infrastructure and economic development in these countries. In this way the loan will contribute to the goal of improving the economic integration of countries in the region,” she said.

Through its lending and investment activities, Moepuli said the DBSA was a key catalyst for infrastructure and economic development in South Africa and within the countries in the Southern African Development Community region.

The DBSA and ADB have, over the past five years, established a strategic partnership spanning different areas of their operations, she said.

“Both institutions are key resource centres for the New Partnership for Africa’s Development initiative, and both are actively promoting economic integration among African countries,” she said.
Symposium focuses on Premiers’ support staff

The vital role of support staff in the public sector came under the spotlight when some 200 delegates drawn from Premiers’ offices throughout the country converged in the Eastern Cape to share experiences at the first Annual National Public Service Secretary/PA Symposium. The two-day event followed a holistic programme which focused on lifestyle as well as performance issues.

Most of South Africa’s Premiers had to manage without some of their key support staff this week as the first “Annual National Public Service Secretary/PA Symposium” was well attended by secretaries and PAs from Premiers’ offices around the country. Only Gauteng and Western Cape failed to be represented at the event, which was held at the Fish River Sun in the Eastern Cape.

“Secretaries in the public sector have many responsibilities specific to their positions. The most adhere to at all times, for example, to a strong code of ethics, and always project the right image. They must also be acutely aware of confidentiality and security issues. Because this is the first symposium of this kind we started by targeting the secretaries in the Premiers’ offices because they have additional responsibilities and pressures to cope with”, Deputy Director-General (DDG) of the Eastern Cape Provincial Government, Bono Hackula said. Her office initiated and organised the event, lead by her secretary Marjorie Peters.

The topics covered ranged from addressing issues of confidentiality and security, corporate image, motivation, managing personal finances, personal development, and the Batho Pele principles, to acting as an Ambassador for the Public Service.

Speakers ranged from representatives from the DPSA, Foreign Affairs, National Intelligence Agency, the Public Service Commission, the South African Reserve Bank and the popular motivational speaker, David Matlala, whose topic was: “If you are not growing you are dying”. Hackula spoke on “Managing your Boss”. The private sector also participated with speakers from Johnson & Johnson and DaimlerChrysler who had started as secretaries and progressed to senior management positions.

“The private sector is well served already with an event of this nature, but there has been a need for an annual symposium dedicated to tackling issues related specifically to the Public Service and to the empowerment of women in this sector.”

“I think the fact that we had over two hundred delegates from all over the country is a clear reflection of this.” said Hackula, adding that the 2004 symposium would be held in the Free State.
Sharing Stories of Transformation

Now that the 2nd Annual Service Delivery Learning Academy has come and gone, one cannot help hoping that all the lessons from case studies and presentations as well as valued experiences and inputs from delegates are not eroded with time.

The Learning Academy is an important annual milestone in the government’s endeavour to promote learning and sharing of knowledge among public officials.

Over the three days during which this important event took place, public officials shared experiential knowledge. Different from theoretical knowledge, experiential knowledge comes from actual participation in projects, through getting one’s hands soiled with dirt and grime while grappling with day-to-day service delivery challenges in the communities. Being “doers”, delegates at the learning Academy were able to draw from their actual fieldwork expertise to teach and learn from each other’s projects, reflecting on the “do’s” and the “don’ts” as well as what worked and what did not wok. Each presentation, case study or input was a story and all the stories viewed as a whole gave an...
insightful picture of our service delivery transformational journey. Almost ten years into the new democracy, we have to essentially review our progress over time, as regards where we were, where we are and where we are going. As the journey continues, there are certain aspects whose importance in service delivery forces us to continuously reflect on them:

• Leadership and management challenges: As leaders do we understand our environment?
• Management service delivery: How do we shift the mindset of managers towards delivery on the ground?
• Viability and sustainability of development — the need for integrated planning and co-operative governance: Abject poverty still prevails in spite of our service delivery improvement strategies. Change does not happen where the people are.
• Placing the citizen at the centre of service delivery: Have we managed to get public involvement in service delivery transformation? Have we managed to put citizens at the centre of our delivery plans?
• Gateway to quality service delivery and information management: Is the pace of innovation too quick in relation to our readiness to absorb change?

These as well many central issues in service delivery improvement were thoroughly discussed at the Academy in Durban to consciously build on the public service pool of knowledge.

Leadership and management

Our endeavour to champion change in service delivery relies on the leadership's familiarity with service delivery issues in the country. Successful leadership in service delivery requires change leaders who are grounded in knowledge and experience of the coalface. Practical, experiential knowledge on real life challenges for both communities and service delivery foot soldiers rather than assumptions lead to solid and relevant decisions. It will prevent wrong decision-making and unnecessary pressure to expedite transformation in service delivery.

By managing and leading at the same time, managers would rise from the confines of theory to become more practical. They would become more proactive “doers”, who not only “do the right thing” but also “do the things right”. While mindful of the circumstances on the ground, leaders have to develop the sense of urgency, of getting things done and the ability to go the extra mile and show dedication to their work.

In our struggle to transform the public service to reinforce its ability to deliver services effectively to the citizens we face many contextual leadership challenges such as:

• The ability to make things happen and see them through to completion.
• A commitment to service delivery.
• Confidence and competency and the spirit and energy to participate in an evolving public service culture.
• Creativity, innovation and entrepreneurship.
• Good values and ethics.
• Continuous learning and development culture in a dynamic environment.

Change management

Change management is widely spoken about and recommended as the most acceptable leverage for organisational improvement these days. However, on its own and out of context, change management can end up as a costly, fruitless engagement. Our context is service delivery improvement and all efforts directed at change management should reflect that.

In addition, other than being a once-off or continual occurrence, change management is a culture that needs to be practised daily. Officials across levels who deliver services need to adopt change into their approach also keeping in mind that people, both the community and service deliverers, are the main champions whose understanding of the process would determine its success.

Considering that the people are government's main clients, they need to be encouraged to participate in making decisions around their needs and how they should be met. This reinforces the importance of accountability within departments, between government spheres and between government and the people.
People-centred service delivery

Our success as government to provide service to the citizens requires us to adopt a new outlook. We should bridge the gap between government as provider and citizens as recipients. We should move from government as experts in terms of the needs of the citizens.

Our planning should be rooted in the actual needs of the community rather than those that are based on our own assumptions.

We should encourage participation and support of the community in delivering services through among other things, community based public works, rehabilitation of “criminals” etc. The fact of the matter is the community knows what they want and, in addition, how these services should be delivered.

Citizen-centred service delivery revolves around honesty and openness. As government we should refrain from the spin doctoring of feedback and openly admit failure and take responsibility where need arises. Amid all the developments, for instance, government is still perceived as lagging behind in terms of empowerment and capacitating of the community to claim what is rightfully theirs.

Our approach to service delivery should include empowerment and equality. Many people, especially at municipal levels in rural areas, still lack basic services. Our approach needs to be more issue-oriented to deal with problems and allow criticisms and suggestions.

Accountability and ethics: promoting anti-corruption

In our endeavour to manage change in institutions we should be mindful of those who undermine our efforts through corruption. Corruption is the single greatest enemy of progress of any kind that should be rigorously combated.

Corruption impacts adversely on service delivery as it diverts resources away from actual beneficiaries. Those least educated, for instance, and who are earning the least income, are more vulnerable to corruption as they depend on government services. Corruption also erodes confidence in the system of service delivery and in democracy.

What fuels corruption in institutions is the dire lack of accountability. Culprits who get involved in corrupt engagements escape untouched as there is no system of monitoring to forewarn managers about the phenomenon.

One method of limiting breeding grounds for corruption would be the inclusion of training in workplace ethics for staff members.

Viability and sustainability of development

While many efforts are introduced to improve the delivery of services at all levels, many complications appear as a result of lack of a focussed allocation of responsibilities. There is a conflict between the need for integrated planning and co-operative governance and division of responsibilities based on the sphere system of government. As a result, change is often misdirected to take place where it is not relevant, e.g. building houses for the poor away from economic growth centres resulting in huge transport costs for job seekers. This takes place generally as a result of lack of basic planning aids such as community profiles.

Promoting new ways to improve service delivery

Real strides in service delivery can benefit a lot from our recognition of the potential for growth in rural areas.
Instead of bringing in people from other spheres of government, we need to build local capacity and in that way empower rural people to take charge of their own lives.
If people were allowed to take ownership of their own development they would put more effort into the projects and thus ensure sustainability.

The advantage of using local manpower is that it allows you to meet multiple social objectives. These would include delivering an infrastructure service whilst creating more jobs at the same time, emancipating women and promoting HIV/AIDS awareness.

Our approach to service delivery needs to be such that it transcends the structural divisions in favour of partnerships and institutional co-operation. We need to operate and behave as a single government and less on the basis of distinctive spheres.

Co-operative governance across sectors will enable better use of existing resources.

In addition we need to take note of the following:
- Public-public can help share scares skills across sectors, e.g. the deployment of SMS staff.
- Privatising of services does not necessarily improve services. Rather, we should focus on contracting our non-core services.
- We should explore the possibility of commercialising only certain services, e.g. introducing user pay, rather than charging the poor for basic services.

Our attempt to introduce changes in our approach to service delivery should be accompanied by the adoption of a new mindset, e.g. that of viewing poor people as partners capable of deciding on their own fate.

**Service delivery through public entities**

Much has been said about institutional change as part of transformation to improve service delivery; that service delivery improvement requires the buy-in of all stakeholders.

To that effect, public entities were created in accordance with the Constitutional values of responsiveness, transparency and accountability to give impetus to government’s effort to improve service delivery.

Public entities are part of the government’s machinery of service delivery. By their nature, public entities are more focussed in that they each deal with a specific area of service delivery. In addition, quite different from government, their approach is business-oriented and thus they are well equipped to deal with inefficiencies, redundancy and duplication.

**Balancing policy change and institutional change**

Historically, bureaucratic institutions have been associated with a lack of urgency and slowness of pace, particularly as regards implementation. This occurs as a result of numerous factors chief of which is classical structural configuration with its firm and uncompromising long-drawn procedures. This has major implications on our ability to make strides in delivering services, particularly in provinces where a lot of backlogs exist.

All transformational efforts should centre on clearly spelled out outcomes whose achievement we should proactively pursue. Among other things, we should strive to balance out policy formulation and implementation. Spending too much time on policy formulation has major retarding implications on our ability to match the socio-economic demands of the citizens.

In addition, we need to narrow the gap and strike a balance between policy change and institutional change. Integration and co-ordination in service delivery calls for a synergy between the various elements involved. Institutions serve as the service delivery interface with the public. Not only should we explore new ways and strategies to improve service delivery, we should also adopt matching institutional configurations. Policies cannot be effective if they are created oblivious of the state of institutions.

In introducing institutional changes we should promote integration to obviate silos, duplication and fragmentation.

**Conclusion**

Transformation implies change, and historically the introduction of change of whatever kind has always been met with a whole host of enormous challenges. These could be in the form of resistance by staff members who fear creeping out of the comfort zones, that is, fear of the unknown; human resource scarcity, that is, insufficient capacity, as well as strategies and plans that, though good on the surface, tend to be inapplicable and ineffective perhaps because of hasty formulation.

The 2nd Service Delivery Learning Academy has sent a clear message on many things. We now know from a whole host of presentations and case studies that governments can make considerable progress in tackling these challenges by networking with other stakeholders and jointly exploring innovative solutions such as technology. Service delivery should not be viewed as the responsibility of government alone. Instead, through partnerships, institutions are able to work together and complement each other’s shortcomings, be it in terms of experience, human resources as well as finance.

In a nutshell, while talking about service delivery improvement, we should not succumb to the false notion of viewing improvement in isolation. Far from being an add-on, service delivery improvement is an integral part of our daily engagements, e.g. planning, restructuring etc.
Let the Proceedings Begin!

Adv RK Sizani, Director-General, KwaZulu-Natal Provincial Government, offered the following opening remarks at the 2nd Annual Service Delivery Learning Academy in Durban

This, the second Annual Service Delivery Learning Academy — the first having been launched in Mpumalanga in July 2002 by the honourable Minister for Public Service and Administration, Geraldine Fraser-Moleketi — is a great and commendable innovation piloted by the Minister and the Department of Public Service and Administration. The Learning Academy, and all the various learning events or networks as they are called, contribute enormously towards service delivery improvement.

Collectively they are a peer learning programme for public servants, particularly at operational as well as project management levels, and other interested partners to network as partners and colleagues with common roles and challenges; share and exchange experiences and examples of best practices; and interrogate systems and programmes that have been put in place for innovative improvement of service delivery.

The benefits of these mechanisms to all public servants and the general populace are self-evident. Through this sharing of experiences, managers will be able to avoid reinventing the wheel each time a programme is started. Best practices held in our country and abroad can be adapted and successfully used within different contexts. We can minimise delays and costs due to many workshops, as is normally the tendency with public servants to defer implementation through countless workshops. In addition, they provide a conduit for knowledge flow and resulting enhancement of service delivery.

It is common knowledge, as pronounced by both the Honourable Ministers for Public Service and Administration and Finance, that every year our government allocates reasonable or sufficient resources to social services. Unfortunately we the officials or the public servants fail to deliver. Subsequently, year in and year out there are roll-overs of capital expenditure — this, regardless of the many challenges that our country faces. These include the high unemployment rate, poverty, the HIV/AIDS pandemic and high illiteracy and homelessness — all of which are a legacy of apartheid. It remains the overall responsibility and obligation of the public service to introduce programmes and projects that will address these social challenges.

The opportunities presented by these learning networks allow managers to share experiences on what works and what does not work and how to unlock blockages in service delivery. Remember, whether you are from the national, provincial or local government sphere, you are part of government. We therefore need to ensure, wherever we are, that through enhanced service delivery the citizens of our country can experience government positively, and we can as a country progressively roll back the frontiers of poverty.

It is now generally accepted that our challenge for delivering services is growing in line with the dynamic needs of our people. There is therefore a greater need to reflect, deliberate and collaborate in the public service. The public service therefore needs to adopt the principles and culture of a learning organisation. Issues of integration and innovation whilst remaining a problem need to be addressed.

Indeed our Department of Public Service and Administration should be commended for its efforts to instil the principle of Batho Pele on a national basis through the use of information and relevant mechanisms of knowledge sharing called the Learning Academy.

To this end, I would like to declare the Second Annual Service Delivery Learning Academy open!
Over the past few years, most of you would have been aware of the numerous big technology projects in both the public and private sectors. To a large extent these projects promoted technology as an answer to most of the problems we have in delivering services to the citizens. However, with time, most of these projects have either fallen by the wayside or simply failed to live up to expectations, proving that on its own technology cannot serve as a panacea for all kinds of problems.

The success of technology as a facilitative tool is more dependent upon the sort of environment that it is introduced into. As a result any talk about introducing technology as a way to transform service delivery has to be preceded by a more intense look into our respective institutions, most of which operate on moribund and backward business processes.

Then, of course, added to this is the problem of boardroom hatched service development plans. Concrete, first-hand, on-site experience gained while one is faced with very poor infrastructure, HR complications such as skills shortage, staff retention etc. These factors and many others combined often lead to the blind deployment of technology most unfortunately with results contrary to those anticipated. Departments have to recruit to solve skills crises, introduce incentives and other forms of staff retention policies to retain rare skills. Transformation and service delivery improvement go beyond technological sophistication.

However, technology does play an important role. For starters, government is essentially about the processing of information, and this is the key fundamental concept behind the Gateway project. In all the departments, be they Health, Home Affairs or Social Development, the processing of information forms the crux of their operations.

Be that as it may, information management is a common problem in most, if not all, government institutions. In general, government departments seldom share information.

Firstly, by its nature, government is organised in silos or departments. Each department keeps information for its own purpose. The end result becomes very high levels of inconvenience as public servants have to spend a lot of time processing information that already exists and is hoarded in some other department.

The Justice system is a classical example. Though divided into segments, e.g. the Departments of Correctional Services and Justice, the whole system functions like a continuum. A person starts by being arrested and prosecuted. They then get out of the system either by being acquitted or eventually released after serving their sentence.

Three or four years ago the police had no way of establishing that the person that they were looking for has a previous criminal record or, even worse, whether he was already in custody for some other crime. The result would be that lots of energy and time would be wasted hunting for someone who was already behind bars.

The absence of information sharing...
mechanisms in government has dire consequences. These can be in the form of backlogs, inconvenience to citizens, etc.

There, indeed, are concerns with how some aspects of government are structured. For example, why is it that the Department of Home Affairs carries the responsibility of registering children at birth? Logically this task would fall within the ambit of the Department of Health given that children are born in hospitals.

From the above example one thing becomes more evident: information should be the basis of our understanding of service delivery and how it should be arranged. It is one thing to start organising information processing in a manner that is logical to needs-informed service delivery (Batho Pele) and another to manage information according to the way in which government is organised. Logically, thesequence of action should be such that after a child has been registered on the database of the Department of Health, the birth certificate should be automatically generated without the problem of going to other departments.

Managing information properly creates the possibility of predicting regularity of services required at a certain point in people’s lives. This is called the life-events approach to service delivery and its underlying philosophy is that government structure the sequence of services based on an individual’s needs at a given time in their lives as they grow. For instance, birth certificate at birth, child welfare grant (if and when necessary), immunisation card, school, etc.

Be that as it may, it has to be mentioned that South Africa has made considerable strides in this regard. From the dishevelled state that it was in three to four years ago, the Justice system has dramatically advanced with the introduction of the the Integrated Justice System (IJS). The IJS has now automated the entire process between arresting a person to when they come out on the other side.

Through the integrated criminal justice system public servants are now able to work more easily than before.

Internationally, in countries such as Australia and New Zealand, government tax return forms are sent to taxpayers for them to ratify whether the information captured is correct or not. The level of convenience for the citizen is very high.

A typical South African problem that has to be considered when exploring technology as a solution is the lack of compatibility and connectivity among systems used within government departments. Different government departments use different computer systems. Because departmental systems cannot communicate with each other, they cannot share information. That aside, there are also problems of access whereby access to PCs, particularly in rural areas, is very limited, if it is available at all. However, among the many strands that are being explored, government is also looking into intermediaries such as post offices for their more accessible infrastructure. Ex-ploring intermediaries also means that government can license people to run corner shops to give certain services on behalf of the government while government remains doing quality assurance and authentication.

Another possible solution is using government malls. A government mall is a building that contains or offers all government services. Discussions are also ongoing about using the countrywide lottery infrastructure for service delivery. The advantage with the lottery technology is that it does not depend on the availability of a fixed line network since it uses satellite connections.

The idea is to adopt a phased approach in the introduction of all these transformational changes. The initial phase will involve provision of information about government services and where nearest they are provided. In the second stage some of the services — such as paying traffic fines, applying for ID books and passports — will be offered on line. To avoid the risks of fraud, particularly with relation to authentication, there is a range of ideas being juggled about such as using fingerprint reading technology to identify a person.

The Gateway will be launched in September. There will be a four-digit number that will connect to a call-centre. Citizens would be able to call and enquire about any services that they require from government. If a citizen wants to know about anything pertaining to government there would be a voice on the other side to answer their query in their own language. Government is getting closer to offering citizens more and more information to improve the convenience.
Building a Strong, Willing and Capable Leadership

By Professor Patrick Fitzgerald, Director of Wits P&DM
The leadership issue is quite ancient. It goes right back to the ancient history of humanity. But to be absolutely honest about it, especially before the twentieth century, leadership was mostly centred around a couple of great men and women here and there.

Interesting leadership concepts, theories and typologies really accelerated in the twentieth century. There was a lot of writing about leadership during this time, resulting in a lot of paradigms of absolute leadership emerging. These were, amongst others, the trait theory, behaviourist psychology theory, contingency transactional leadership theory, etc.

There are so many programmes that generate so much interest. There are leadership courses anywhere, in business schools as well as public management schools. Every-body talks about leadership and leadership development. But never before, until now in the twentieth century, has the whole notion of leadership been not only important but also so pervasive and universal.

The rapid pace of technological, social and institutional change simultaneously evokes the need for managers to be multi-skilled, interdisciplinary and trans-disciplinary. Managers are pressured to develop the ability to act effectively and appropriately in many situations, including those that they are not used to, something quite extraordinary in the olden days.

With all this litany of expectations it is almost as if we have exhausted all the art-competencies in the literature that is used to manage the world. But all these invaluable skills that supposedly form the backbone of a modern day manager — Accountancy skills, Engineering skills, Human Resource skills, etc. — have proved inadequate in enabling one to progress to manage and develop the country and produce a globally competitive society. One needs to complement them with something else, hence the subtle return these days to virtues that were exhaustively written about in the past and are often mockingly referred to as soft-skills, namely being master-like, resilience, creativity, integrated thinking, inter-personal skills, spiritual, ethical and cultural sensitivity.

Our developmental path as regards leadership has brought us full circle, to a point of cul-de-sac. With everything rather exhaustively explored, we are now in a phase where we integrate rather than explore, we pull scattered things together or converge them. Government thinking these days, for...
instance, is dominated by integration, converging its various structures and institutions together for a more collaborative approach to development. Our quest is to make things fit together in order that they can work to deliver services to the citizenry.

The general trend in leadership is basically drifting away from the idea of separateness, viewing things in terms of binary oppositions. Classically, for instance, leadership and management would be put into separate baskets. Quite familiar, phrases such as these below would be worth memorising:

- The manager does things right, the leader does the right thing.
- The manager is of the present, the leader is of the future.
- The manager seeks order, the leader relishes change.
- The manager contains risks, the leader takes risks.
- The manager appeals to reason, the leader appeals to knowledge.

While certainly not advocating a radical stance of claiming that the two people, a leader and a manager, are exactly the same, the position is that viewing them as total opposites is equally obsolete.

In an era where more emphasis is put on multi-skilling, rounded-up character, as the highly sought-after virtues of a leader, it would sound more relevant and responsive to the needs of the time to have a combination of both in one person.

The question is, how does this link affect public service issues in South Africa now?

In South Africa, we can certainly boast about a conventional wisdom that has become more apparent lately, that we are moving from the old rule-bound and conservative public administrative approach to a more proactive, creative public management paradigm.

The most fashionable tenets which dominate our new paradigm include devolution, decentralisation, complexity and management at all levels (all-round management) where we empower the frontline to be able to service and solve the problems.

Public servants at various levels are now expected to think and to take certain levels of decisions to apply complex rules and formulae at their level and indeed to be entrepreneurial in how they use those resources innovatively. Such a public service should be able to constitute some kind of intelligence base that would be able to take the society and the economy forward and, of great significance, development issues forward in this information era in the compact world in which we live as part of the knowledge society.

This is the ideal, aspired position. What remains is: Are we there yet?

Where else can public servants and their accomplices, namely politicians, find the answer than, in line with the Batho Pele ground principle, from the masses. From the many strands of thought that come forth, there’s one that can pass for a general anecdote, “It’s not happened or it is not happening”, meaning that things are not coming together.

Take, for instance, the fact that many public servants take their children out of public schools due to complaints about the quality of education, horror stories about the health services, the justice system that cries out for improvement, and a whole basket of complaints. And then it’s the question of illiteracy, rural development problem, problems in the squatter camps, etc? Some people argue that the public service has abandoned the poor, that access to vital services such as houses, water, electricity and sanitation is non-existent.

**Globally competitive**

If only public servants could be really aware that the extent to which they perform is important and will eventually spell out the country’s fate in these turbulent days. Fact is we have virtually moved from those days of Reaganism and Thatcherism when outsourcing in every aspect was the preferred route. Ironically, outsourcing never even worked in those countries that championed it.

If modern literature is anything to go by, a dynamic private sector alone with good entrepreneurial companies and innovate industries would not hold the key to success in any country. Government has to take the lead and provide an educated workforce, keep safety and security, and have the right trade regulations in terms of the transport system, the telecommunications, legislation, etc.

It is quite evident that every single aspect of the government is part of the
global community and in that sense the public service is not a monopoly. The South African public service competes with the public service in Mexico, Brazil, Malaysia, etc. for trade, investment, tourism and IT services. Whether there is any urgency to make things happen in our public service remains to be seen.

**Nation building**

In the early nineties, a lot of literature came out of the public service representing the notion of diversity in action, collectiveness (collectivity) and commitment to build South Africa.

A quite common phenomenon, especially in countries that have just emerged from some kind of traumatic experience, e.g. post-war Japan or Malaysia, is the image of the vanguard or samurai-like public service. Why does it seem that South Africa has lost some of those leadership benchmarks? These are some of reasons that are most often advanced:

- **Lack of resources.** Admittedly, compared to many countries, South Africa is well endowed as regards those resources, huge structures with huge budgets. Perhaps what remains is whether these are used properly.
- **Capacity:** While capacity is generally there within the country, it is quite evident that there is unevenness in terms of its distribution.
- **The wrong kind of careerism:** Could it be that the inefficiency in some of our public servants is because of the wrong career choice, or are there other factors such as class consciousness?
- **Rapid transformation after a change of regime.** Is it the case that people are propelled by individual gains, getting that job and promotion rather than what the job demands of them?
- **Corruption:** It takes one corrupt person in the value chain to contaminate the whole chain. Corruption drives a wedge between the public service and the citizenry, and destroys trust.
- **Is our environment still too rule-bound?** While rules might be considered enslaving and channelling, there is admittedly a lot that can be done within those rules. Within those rules there has to be an allowance for flexibility, a chance for anyone to show initiative, leadership and competency. It is a chicken and egg situation where one is bound to work along the principle that certain rules need to be reconstructed. People should be able to use their own discretion, to maintain a delicate balance between being strangled by rules and using the rules to their advantage without bending them.
- **Our target in transformation is to achieve post-bureaucratic, proactive, progressive public management culture.** If that is the case, has there been real restructuring in the overall sense of the word? While there are admittedly considerable though rather slow steps towards restructuring and development, the problem is there is a general tendency to manage around problems, regarding them as unsolvable rather than tackling them.

**Where to now?**

We have to be much more self-conscious about leadership in the South African public service, both institutionally and individually. We have to develop that contextual leadership knowledge in the public service. This can happen in many different ways.

The fact is, it might be happening but the possibility is that might be at too abstract a level. Maybe we need to have more grounded programmes and make our leadership development programmes a little less rhetoric and more action-oriented to make sure that the public service acts.

In addition, the public service should feel comfortable with the leadership. In conclusion, we need to challenge the leadership concepts of our era for dynamism and continuity.

As a conclusion, looked at carefully, these maxims might perhaps possibly add some orientation into each public servant’s outlook towards their work and add a little more enthusiasm and readiness to serve:

- **Service and sacrifice.**
- **Confidence and competence.**
- **Delivery and completion.** We do deliver but we sometimes don’t complete (seeing things through). We produce reports as demanded in our KPMs (output) and ignore the outcome (the actual solution to the problem targeted).
- **Continuous learning and self-development.** Everybody needs to be committed to learning as the world is changing.
- **Good values and ethics.** No corruption.
- **Creativity, innovation and entrepreneurship.**
- **Spirit, energy and participation in an evolving public service culture.**

We have to be much more self-conscious about leadership in the South African public service.
Service Delivery, Change Management and Accountability

In this paper delivered at the Service Delivery Learning Academy, Commissioner of Correctional Services, Mr Linda Mti, shows why change management is important within the realm of correctional services.
Change, it is often said, has become a permanent feature of the world's daily lives. In our case in South Africa, it is a necessity we cannot live without. We are just about to celebrate the first decade of our freedom, and in doing so, the world is watching and the majority of our own citizens have remained unbelievably patient for quite some time.

The majority of the citizens of this country, patient as they be, remain deserving of quality services and a better life. For years many have remained without adequate basic services such as housing, water, proper sanitation, electricity and other related infrastructure.

Transition to democracy introduced many forms of freedoms. For the first time in many decades, media can exchange views with government, instigate public reaction, choose to represent or misrepresent government actions without fear of harassment, banishment and censorship. Many of our people have come to terms with their right to public services, right to organise themselves in various civil societies and to engage government in various ways.

Our individual aspirations are not aimed towards similar goals, let alone our ethical conduct and commitment to serve the public with humility and excellence. Across various layers of our organisations, many government departments continue to be content with mediocre provision of services, cynicism at government policies, complacency driven by false pride or arrogance, pessimism, etc. Many continue to be bedeviled by corruption and mismanagement. Many continue without adequate practice or systems of accountability both within themselves and to the public through Parliament.

The Departments of Public Service and Administration, Trade and Industry, Communication are at the forefront of leading the public service into e-government, an innovation in both service accessibility and delivery, and in public accountability. At the centre of their work is exposing both ourselves as government employees, and the broader public, to the amazing world of technological innovation and development, and its pervasive intrusion into our public and private lives.

Many of these issues result in constant and unprecedented change for many of our organisations. I have said at the beginning that we live in tumultuous times when change is not an option but a necessity. The change one is talking about is not one focused only on organisations but also focusing on own attitudes and behaviour. I hope to demonstrate this point in this input by making reference to one’s own department — Correctional Services — where change management is both integral to delivery of our core mandate of rehabilitation of offenders, and a necessity amongst our members, members of other departments and the community in order to be able to deliver such services.

The issues I was asked to speak about — “Service Delivery, Change Management and Accountability” — are collectively subjects that one can easily confuse if not attended individually. I must also start by admitting that they are interrelated in many ways yet distinct.

**Service Delivery**

In general terms, service delivery means to deliver on intended objectives to a customer. It is frequently asked whether service delivery has any place in Government, and the answer is yes indeed it does have a place, and a very specific meaning in the context of democratic government.

For the public sector, service delivery means to deliver on the expectations of the citizens, of all citizens, but most especially to the most vulnerable in society. To do this, Batho Pele requires that all government departments ensure that the eight service delivery principles be implemented. These principles highlight the need to:

- Regularly consult with customers;
- Set service standards;
- Increase access to services;
- Ensure higher levels of courtesy;
- Provide more and better information about services;
- Increase openness and transparency about services;
- Remedy failures and mistakes; and
- Give the best possible value for money.

What, then, does service delivery mean for each department? It is Batho Pele service delivery principles that define the core business of each department; that identifies the key clients and the services to be provided. These must inform the objectives of each department, which are then translated into programmes of the department, on which is based the budgeting and resourcing of departments. Well-defined service delivery ranges are critical to properly defined prioritisation and proper funding of departments.

Let me speak to our own experience in DCS, where over the past year or two we have redefined the vision and mission of the Department, the key service delivery range, the strategic planning programmes and activities related to them, and are now cascading that into the budgeting, human resource planning and facilities planning.

We have defined the key objectives of the correctional system in South Africa as being:

- Breaking the cycle of crime — The purpose of the correctional system in South Africa is not punishment, but protection of the public, promotion of social responsibility and enhancing human development in order to prevent recidivism, or the return to crime. Sentences do provide a deterrent to repeat offending if justice is seen to be swift, effective, consistent, but the essence of deterrence is rehabilitation, a conviction that crime does not pay and that good citizenship is the duty of all. It is rehabilitation and not punishment that breaks the cycle of crime.
- Security risk management — The correctional system is tasked to provide appropriate measures to ensure public safety from correctional clients. While this forms part of the rationale of the particular sentence handed down in court, the Department must balance this responsibility with the need to provide circumstances appropriate to rehabilitation.
- Implementation of sentence of the courts — The Department of Correctional Services is obliged to provide correctional and developmental opportunities to all correc-
tional clients both in and out of correctional centres.

- Providing an environment for controlled and phased rehabilitation interventions — The function of incarceration or correctional supervision is, while ensuring public safety, to create a controlled environment for intense and needs-based correction and development.
- Providing guidance and support to correctional clients within the community — The function of community correctional supervision, which covers all non-custodial measures and forms of supervision, is to ensure that there are alternative routes to rehabilitation than that through correctional centres, and that the reintegration of correctional clients into the community is a supervised process, with adequate provision of services to the individual.
- Provision of corrective and development measures to the correctional client — The purpose of the Department is for the State to have a vehicle to address the offending behaviour and indirect causes of and contributing factors to such offending behaviour through submission of correctional clients to programmes, addressing, amongst others, the offending behaviour itself, social responsibility and ethical and moral values, alternative lifestyle choices, development needs and the future employability of the correctional client.
- Reconciliation of correctional client with the community — The Department must address the reconciliation of the correctional client with the community, and heal the relationship with the victims including restoration of trust and/or loss where applicable as an integral part of rehabilitation and reintegration.
- Enhancement of the productive capacity of correctional clients — Employment and contribution through production to the wealth of the community is a key component to rehabilitation and prevention of recidivism. The Department has the responsibility therefore to ensure that correctional clients are appropriately skilled in market related skills to take their place in the economically active and gainfully employed sector of society on their release.
- Promotion of healthy familial relationships — The Constitution obliges correctional officials to ensure contact between detainees and their families, but moreover the achievement of rehabilitation is premised on the building of healthy familial relations. The importance of these external relations to both correctional client and family is of such importance that disciplinary measures should not infringe on these Constitutional rights. Control of visitation rights for example should not be used as either a punishment or a privilege; visits should only be limited by resource availability.
- Assertion of discipline within the correctional environment — This should aim to reinforce and not undermine the objective of correction and rehabilitation, and should most importantly aim to instil self-discipline through a restorative justice approach in all correctional clients. Forms of disciplinary measures or sanction within a prison environment should take the form of community service directed towards other correctional clients.

These objectives are to be realised through service delivery ranges focused on the offender, on the correctional official and on our external relationships.

The key service delivery areas to the correctional client are:
- Corrections, which refers to all those services aimed at assessment of security risk and criminal profile of individuals under correctional supervision based on their social background and developing correctional sentence plan targeting all elements associated with the offending behaviour/s. The initial focus will be to target the actual offence for which a person will have been convicted and sentenced to community correctional supervision and/or remand in a correctional centre and/or placed on parole.
- Development, which refers to all those services aimed at development of competency through provision of social development and consciousness, vocational and technical training, recreation, sports and opportunities for education that will enable correctional clients to easily reintegrate in communities and serve as productive citizens.
- Security, which refers to all those services rendered by the Department aimed at ensuring provision of safe and healthy conditions for all persons under its care in conditions consistent with human dignity, while providing protection for its personnel, security for the public against persons under its care, as well as the safety of persons under its care.
- Care, which refers to needs based services aimed at maintenance of the well being of persons under departmental care; providing for physical well-being, nutrition, social ink with families and society, spiritual and moral well-being and health care.
- Facilities, which refers to all physical infrastructures provided by the Department for those legally entrusted to its care as well as to personnel, aimed at ensuring availability of minimum facilities requirement pursuant to rehabilitation responsibilities and objectives.
- After Care, which refers to all services focused on persons under the care of the DCS in preparation for the completion of sentences, to facilitate social acceptance and effective reintegration into their communities.

The key services that we believe we must deliver to our members are: appropriate recruitment and induction strategies, appropriate facilities, the necessary training and development, a Management Information system that empowers the members, appropriate employee benefits and support services, and the necessary procedures and processes for members who need to, want to or have to exit that Department. Our objectives are only achievable if we focus on the following external relationships: Community, Family, Educational Institutions, Criminal Justice Cluster, Social Sector Cluster, Private Sector, Other State Departments, CBOs, NGOs, and FBOs, Parliamentary Legislative Structures, and finally International Relations.

This process of defining the vision,
objectives of the Department and the key service delivery ranges has informed our approach to Change Management.

**Change Management and Accountability**

Our own government is committed to making a clean departure from the world wide, and in particular, academic projection of public service as a rigid, bureaucratic and hierarchical machinery capable only of consuming public finances without demonstratable proof of value for money. In 1997 when government launched a White Paper on Transformation of Public Service Delivery a commitment was made to the public to relentlessly judge public service by practical differences people will see in their daily lives.

This meant a radical process-based change that will seek to understand the legitimate expectation of our citizens and endeavor to exceed them, within given resources. In this context change means for us understanding the fundamental expectation of all persons committed to the correctional facilities — both members of the community and the offenders themselves.

Targeting offending behaviour, managing programmes intended to change them and simultaneously providing interrelated services like development and training, provision of security to staff and “prisoner” population and the public in general.

Process-based change is not comprised of our own internal organisation processes but rather begins with understanding the expectations of the customer and aim towards achieving them. In this specific case, for instance, our customer requires a change in attitudinal behaviour of offenders as a precondition for successful integration into society. In dealing with this challenge, one of the programmes we will be introducing is what we call After Care. This will be a programme aimed at constant evaluation of societal commitment and willingness to accept confidently within their means a person who was once treated as an outcast —welcoming him or her with full understanding that s/he has changed and willing to be a model citizen. With constant feedback from community of origin the department aims finally to give credits to such a person towards elimination of his or her criminal record/s.

This example is provided to demonstrate the meaning of process-based change management required within the context of a public service and in particular the Batho Pele principles. There will be instances that are exceptional to the rule demonstrated here — for instance when a process is initiated by some date (e.g. renewal date for driving licence). However, in many instances process-based change starts and ends up with a customer.

At the core of our processes in public services are our government employees. Employees remain critical in ensuring successful management of change and its intended impact. People are always afraid of change. In my case for instance I continue to be asked questions ranging from “What do you know about prisoners?”, “What do you mean by Rehabilitation — we have always been rehabilitating prisoners in this department?”, “Do you think that what you are saying is new?”, etc.

Sometimes some are rather cynical about it. In my own department one will receive comments ranging from: “The previous Commissioners said the same things — where are they now?”, “Leave him alone — he will also burn out just like the others”, “Prisoners are prisoners — once you understand them you will understand our attitudes to them”, etc. The resistance will also take various forms: total withdrawal, indifference, union reaction and fear that change is targeting their own members.

Introducing change in organisation requires leadership and collective commitment of senior management. The latter is often problematic when senior manager themselves often become resistant to change. Several case studies abound where top executives and senior managers were able to implement successful change processes, particularly in private businesses. But if we were to be less humble, certainly some of you know some of our own colleagues in public service as well who were able to steer change and manage it successfully amidst difficult forms of resistance, even from own senior managers.

In dealing with this specific matter of introducing change, the recent case study research by Kotter and Cohen assumes significance in demonstrating salient points of change management. Before briefly stating these, I would like to comment on how I approach these. They are not useful as chronological steps in change management, they are
better understood as principles that guide the process of change management. Dynamism is an essential element of change management, and the skill or success of change management lies in the ability of leadership to be flexible in approach, to craft one’s strategy to the reality that one faces.

**Getting the vision right**

I, for example, would argue that getting the vision right is an essential starting point, and that part of the urgency flows from the gap analysis between the vision and the reality. In the best cases, the guiding team creates sensible, clear, simple, uplifting visions and sets of strategies. In the less successful cases, there are only detailed plans and budgets that, although necessary, are insufficient. Or there is a vision that is not very apt in light of what is happening in the world and in the enterprise, or a vision that is created by others and largely ignored by the guiding team.

**Increase in urgency**

Kotter and Cohen argue that an increase in urgency is imperative. Whether at the top of a large private enterprise or in small groups at the bottom of a non-profit organisation, those who are most successful at significant change begin their work by creating a sense of urgency among people. In smaller organisations, the relevant are more likely to number 100 rather than five, in larger organisations 1,000 rather than 50. The less successful change leaders aim at five or 50 or 0, allowing what is common nearly everywhere — too much complacency, fear, or anger, all three of which can understand change. A sense of urgency, sometimes developed by very creative means, gets people off the couch, out of the bunker, and ready to move.

**Pull together a guiding team**

With urgency turned up, the more successful change agents pull together a guiding team with the incredible skills, connections, reputations and formal authority required to provide change leadership. This group learns to operate, as do all teams, with trust and emotional commitment. The less successful rely on a single person or no one, weak task forces and committees, or complex governance structures, all without the stature and skills and power to do the job. The landscape is littered with task forces ill equipped to produce needed change.

**Communication of the vision and strategies**

Communication of the vision and strategies comes next — simple, heartfelt messages sent through many unlogged channels. The goal is to induce understanding, develop a gut-level commitment, and liberate more energy from a critical mass of people. Here, deeds are often more important than words. Symbols speak loudly. Repetition is key. In the less successful cases, there is too little effective communication or people hear words but don’t accept them. Remarkably, smart people under-communicate or communicate poorly all the time without recognising their error.

**Empowerment**

In the best situations, you find a heavy dose of empowerment. Key obstacles that stop people from acting on the vision are removed. Change leaders focus on managers who disempower, on inadequate information and information systems, and on self-confidence barriers in people’s minds. The issue here is removing those obstacles not “giving power”. You can’t hand out power in a bag. In less successful situations, people are often left to fend for themselves despite impediments all around. So frustration grows, and change is undermined.

**Short-term wins**

With empowered people working on the vision, in cases of great success those people are helped to produce short-term wins. The wins are critical. They provide credible resources and momentum to the overall effort. In other cases, the wins come more slowly, less visibly, speak less to what people value, and have more ambiguity as to whether they really are successes. Without a well-managed process, careful selection of initial projects, and fast enough success, the cynics and skeptics can sink any effort.

**Change leaders don’t let up**

In the best cases, change leaders don’t let up. Momentum builds after the first wins. Early changes are consolidated. People shrewdly choose what to tackle next, then create wave after wave of change until the vision is a reality. In less successful cases, people try to do too much at once. They unwittingly quit too soon. They let momentum slip to the point where they find themselves hopelessly bogged down.

**Make change stick by nurturing a new culture**

Finally, in the best cases, change leaders throughout organisations make change stick by nurturing a new culture. A new culture — group norms of behavior and shared values — develops through consistency of successful action over a sufficient period of time. Here, appropriate promotions, skillful new employee orientation, and events that engage the emotions can make a big difference. In other cases, changes float fragilely on the surface. A great deal of work can be blown away by the winds of tradition in a remarkably short period of time.

It must be acknowledged that it is not an easy task to always apply these when one is overwhelmed by challenges we face in transformation of Government departments.

Our experience in Correctional Services has emphasised the need for the introduction of the tasks given in change management into the Performance Assessment system to ensure that service delivery is realised. Our Key Result Areas (KRAs), focus on delivery on the core business of the Department while the Core Management Criteria (CMCs) serve as the general guide to practice of management.

Our experience has also indicated that it is invaluable, in the process of change management and utilisation of project management, to combine different
experiences and expertise, and develop agents of change and pockets of momentum.

**Accountability**

There is a general thread linking all of these three issues — service delivery, change management and accountability. To monitor whether any entity is delivering on the intended objective and on the identified services, there is a need for accountability. It is for that reason that Batho Pele insists that each Department develop a service delivery improvement programme, and that Departments report on this programme’s implementation.

In private sector and parastatals, one talks of accountability to Board of Governors or Trustees. In the public sector, the state is accountable to the people, the general populace or the voters.

The populace has its elected representatives that do the monitoring and evaluation of government work on its behalf.

These include the Executive Authority of the Minister, the Portfolio Committee and Select Committee, the Public Protector, the Auditor General, the Standing Committee on Public Accounts (SCOPA), and finally the Public Service Commission as the monitor and evaluator of functioning of departments. These instruments of supervision and oversight are critical and must be seen to ensure effective delivery on services by any state department.

Accountability, both within the organisation and to the outside stakeholders be they other Government departments, the community, or the public representatives, has a uniquely South African dimension of change management. This accountability sustains the momentum of change, while at the same time, ensuring that change becomes the norm, that what is seen now as the new, the changed becomes what is the expected, the regular service delivery that Government is mandated to deliver.

In a state of flux and change, accountability can easily be the casualty, and with it the proper exercise of responsible management. South African processes of integrated governance, of accountability to Parliament, of Batho Pele and of legislative and policy formulation, all contribute to providing the mechanisms through which change becomes entrenched.

It should be borne in mind that change management, exciting and innovative as it is, comes with its stress on both senior management and on the staff expected to implement change. The process of being held accountable, of codifying this change as the service delivery system of a Department or institution is key both for sustainability of delivery, but also for sustaining the resources of the senior management and personnel of the institution.

Change management also requires an ongoing educational component of those to whom one is accountable. DCS has, for example, over the past two years put enormous energy into ensuring that the Portfolio Committee in the National Assembly, the JCPS Department’s senior leadership, the Cabinet itself, and the external community stakeholders, have a deeper understanding of both our mandate, and the challenges that we face in getting to a point where we are able to comfortably deliver the appropriate services.

This accountability has also begun to have spin-offs that feed back into the change management process in the Department — this year’s Budget Vote speech in the National Assembly has contributed directly to enhancing the work of the Change Team within DCS, and steps are being taken to ensure that those speeches are communicated to the members of the Department — both as an inspiration and reinforcement of the work that is being done, and an indication of what is expected from the Department.

**Conclusion**

The anti-corruption drive adopted by Government must be seen as both an attempt to promote good governance ethos within the public services for efficient and effective public service delivery, and also as a means to ensure an accountable civil service and a deterrent to those who do not comply.

It is clear that there are linkages to all topics under consideration, from e-Government, service delivery, change management and accountability. Transformation of the public sector to what the people of this country desire and need requires the daily practice of change management, of ongoing service delivery improvement and thorough and far reaching accountability within government departments, between government departments and by government to the people.
In Search of Solutions for Rural District Hospitals

The Case of the Friends of Mosvold Scholarship Trust

Dr Andrew Ross, part-time medical doctor at St Mary Hospital in Durban and lecturer at the Nelson Mandela School of Medicine, argues that although medical schools are churning out an increasing number of black doctors, the system is still failing to support rural service delivery, leaving people in these areas behind in terms of access to high standards of health care. Using his experience at Ingwavuma, he highlights some potential intervention...
Due to the large number of South African medical graduates emigrating and the inability of hospital managers to recruit (foreign) medical graduates, many district hospitals are struggling to maintain service standards and some services are on the point of collapse. The vast majority of the population around these district hospitals have no choice but to accept whatever standard of health care is offered as they have no alternatives.

One thousand two hundred doctors graduate each year from the medical schools in South Africa. Currently, “success” for the medical school is assessed on the percentage of black graduates emerging from the medical school and no attention is given to the impact that these graduates have on service delivery — especially in the rural areas.

A significant proportion of these medical graduates have provincial bursaries with a “work back” component. However these provincial bursaries are not structured in a way that supports rural service delivery and only a small percentage of graduates fulfil their work back commitment in rural hospitals.

The Friends of Mosvold Scholarship Scheme (FOMSS), a locally based scholarship scheme in Ingwavuma, highlights some potential interventions that could, if there was the political will, go a long way towards resolving the need for professional health care staff in rural areas. The FOMSS creates synergy between local communities, schools, health care providers and provincial bursary funds in an attempt to optimise human resource development for service provision in a rural area.

The Challenge

Mosvold hospital is a rural district hospital similar to many rural district hospitals throughout South Africa. It has 246 beds, serves a population of 110 000, had 13 000 admissions and 204 000 outpatient contacts in 2002 and has a major challenge in finding and keeping all classes of professional staff.

The Solution

In response to this challenge a locally based scholarship scheme exclusively for scholars in the Mosvold catchment area or sub-district was established in 1998. The scheme made the following assumptions:

a. local students have the potential to become health care professionals; and
b. local students are more likely to return to the area (Reid S, De Villiers E)

To be considered for a FOM scholarship, students have to:

1. be from the Mosvold sub district;
2. be accepted at a tertiary institution to study in a health science field;
3. be selected by a local selection committee;
4. do two weeks voluntary work at the hospital (prior to selection); and
5. sign a year-for-year work back commitment to Mosvold hospital.

In addition students selected are expected to participate in the MESAB (Medical Education for South African Blacks) mentoring programme, report regularly to their co-ordinator at Mosvold hospital, do four weeks work per year at Mosvold hospital, run an outreach programme to their own...
school, teaching about HIV/AIDS and the need to stay negative and to encourage students to dream their dreams and work to make these dreams a reality ("it is possible to progress to university even if you have had a rural education").

The FOMSS provides the following:
1. funds for university tuition, residence fees and food, books;
2. a co-ordinator at the hospital who has regular contact with each student, helps co-ordinate holiday work and community outreach projects;
3. remuneration for holiday work;
4. training in HIV/AIDS education so that each scholarship student can be a peer AIDS educator; and
5. career guidance days twice a year for the high schools in Ingwavuma.

Results
To date remarkable achievements have been made.
1. Forty four students have been supported across 14 health disciplines. These are: medicine, nursing, dentistry, dental therapy, physiotherapy, occupational therapy, speech therapy, optometry, pharmacy, radiography, nutrition, social work, medical technology and environmental health. Two students graduated in 2002 and five are expected to graduate in 2003.
2. Eight hundred scholars have attended the career guidance days over the last five years.
3. Eighty students have done voluntary work experience and have applied for financial support.
4. Eighty local scholars have been trained as peer AIDS educators and 15 scholarship students have been trained as peer AIDS educators.

Issues and lessons
The FOM scholarship scheme has shown that, even in a deep rural area, it is possible to:
1. build relationships with local schools and promote careers in health science courses; and
2. identify students with potential who are able to succeed at university.

The weakness of this model is that:
1. universities are currently only selecting students on merit and not on potential;
2. universities have no obligation to train for service delivery needs;
3. funding for students is a major challenge for the Friends of Mosvold Trust; and
4. provincial bursaries are not tied into district hospital service delivery needs.

Moving forward: a proposed model of funding medical education
Based on our experience with the FOM scholarship scheme, we would like to propose the following model:
1. Each district contributes a certain number of students in each health discipline according to the population density in that district and their need for professional staff.
2. University of Natal/Durban, Westville/ML Sultan are primarily responsible for training for the service delivery needs throughout the province.
d. forward these names to the District Human Resource Committee; and
5. a District Human Resource Development Committee should be established.

This committee should:
1. allocate provincial business to local students (who would have a local work back contract to the district)
2. have a working relationship with the local medical school/technikon — and it should know how many places have been allocated to the district for the training of doctors, dentists, physio etc and what the minimum entrance requirements are to access these places (a precedent has already been set by medical schools that train for the health delivery needs of other SADAC countries) to meet their service delivery needs;
3. ratify choices made by committees around each hospital; and
4. in conjunction with the local committees, monitor progress of students at university and ensure that graduates fulfil their work back obligations to the district.

Conclusion
If local and District Human Resource Development Committees are established and they, together with those who allocate provincial bursary funding and the universities commit to this model, it will allow hospital managers and district managers to develop a comprehensive human resource development plan that will lead to improved service delivery in the rural areas.

“The future belongs to those who believe in the beauty of their dreams.”

Nelson Mandela
Mailakgang Primary School

Overcoming Obstacles

Mailakgang Primary school, where Mrs Evelyn Badimo has been a principal for a number of years now, is situated in Mmasutlhe 2, a semi-desert area approximately 40km from Mafikeng. Mmasutlhe 2 is largely dry with vast acres of barren and parched land that is occasionally punctuated by little dots of randomly strewn thorny shrubs. In winter the dry and brittle soil is buffeted by cold winds while in summer the soil cracks under the searing heat of the scorching sun.

Life is harsh in Mmasutlhe 2 and many families have no option but to try and eke out their living from these arid conditions because of high levels of unemployment.

The schools itself was no different from the destitution and squalor in its surrounding. Many classrooms stood bare with gaping doorways and windows, the work of bands of youth that, because of grinding poverty, frustration and hopelessness turned themselves into vandals and burglars to make a living. This was more of a trademark of Mailakgang Primary School and of course typical amongst many rural schools in South Africa where because of poverty the community is unable to generate enough money to repair the damaged buildings.

Amidst all this chaos, teachers and pupils were left totally demoralised as it was difficult to continue with normal teaching and learning under such adverse circumstances. Conditions were really untenable particularly in winter and during rainy days where the harsh realities of nature would become so unbearable and adverse, often resulting in children being sent back home.

These conditions went on until Mrs Badimo took over the reins as a principal of the school in 1994. It was clear from the onset that quick action was required if Mailakgang Primary School was going to redeem its name and perform as a learning institution.

There were all sorts of challenges that initially seemed insurmountable.

As the principal and leader in the school Mrs Badimo felt obliged and accountable to make the school functional for the sake of the community of Mmasutlhe 2 and their children because, as she puts: “Quality education is a non-negotiable in South Africa”.

Then of course added to that was the dire lack of resources and funds due to a high level of unemployment and abject poverty with subsequent demoralising effects on both parents and children. There was also a general disinterestedness amongst most parents who felt that schooling is the responsibility of teachers.

In addition, there were those prejudiced men who could not accept a female principal in their school.

However, true to her calling and against all these odds, Mrs Badimo never looked back.
The vegetable garden and greening programme

They say, when tossed hither and thither by huge waves, the decision is yours whether you sink or you swim. Together with a dedicated team of teachers Mrs Badimo had no choice but to pull herself up with her own bootstraps.

As the school already had a good water supply, she decided to establish a vegetable garden and a greening programme with the aim of raising funds for the school as well as improving the school environment. Having agreed with teachers, she then sold the idea to the school governing body who also enthusiastically gave her a go-ahead.

The vegetable garden and greening programme started in 1998. The provincial Department of Agriculture was running programmes to promote environmental education among the youth. Fifty learners from Mailakgang Primary School who had taken Gardening as a subject were registered to take part in this programme and eventually got seedlings as a starter.

Of all the projects that were started in North West during that time, only Mailakgang Primary has managed to sustain theirs up till today.

Through progress made, in 1999 Mailakgang Primary School was nominated to represent North West Province in the finals of the Eduplant competition — a national annual competition that is run by Food and Tree for Africa with Eskom Foundation and the Department of Water Affairs and Forestry as major sponsors. Each year, 63 schools are nominated from the nine provinces. All finalists in this competition receive prizes in the form of cash, educational resource materials and seedlings to help them improve and sustain the projects. The school received a trophy and a certificate for their garden project that was the best in the province.

Although Mailakgang did not win, they were highly motivated. Parents, educators and learners gradually developed more interest in the project. Learners volunteered to look after the gardens during weekends and school holidays as they valued the benefits and opportunities it provided.

Results

As a result of the greening programme the dusty and bare surroundings of Mailakgang Primary School were transformed into a beautiful landscape with a sprawling lawn and pretty flowers. In addition, the school now has a flourishing vegetable garden.

The two projects are indispensable for the survival of the school as they generate highly desperately revenue. The school is able to take part in many competitions provincially, nationally and internationally and win some money to sustain itself. In 2002, the school won a total of R85 000 in the two environmental competitions that it participated in.

At that time, the school had only R300 in its coffers.

The projects also have an educational purpose in that they are used to impart skills such as agricultural, business and communication skills thereby bringing hope to the lives of the youth and making them more eligible for employment; and also creating their own projects.

The two projects are now assets for the school and, most importantly, for the entire community. Parents enthusiastically participate in the clean-up campaigns organised by the school governing body on a quarterly basis. The spirit of ownership and partnership prevails between Mailakgang Primary School and the surrounding community.

The projects earned the school two overseas trips. For two years in succession, two ten-year-old learners were included in a group of children from South Africa to attend an international children’s conference on the environment. In addition, the school has managed to attract many high-profile leaders such as the Premier of North West province, Mr Popo Molefe, and the MEC for Education, Mr Zechariah Toolo. During the Imbizo week in April 2003, State President Thabo Mbeki also visited the school thereby giving the children a memorable opportunity to interact with him and ask him questions.

Lessons

What happened in Mmasutlhe 2 village at Mailakgang Primary School was not a miracle at all. Far from that, it was a deed of courage, determination and dedication combined with tireless hard work by a visionary principal together with her supportive staff.

Together they stood by their dream and obligation to defy all odds and give the desperate community of Mmasutlhe 2 a picturesque, therapeutic environment full of trees, lawns and flowers; good health with fresh vegetables and most importantly a school that gives good, quality education to equip the youth with invaluable skills to face the future.

Perhaps everyone should take a leaf from these courageous public servants and realise, as Mrs Badimo puts it, that “nothing great is created suddenly and hard work brings prosperity.”
The Community on Wheels and Mass Registration Projects

Mrs Shirlee Vassi, Transformation Programme Manager, Eastern Cape Department of Social Development, shows how community involvement in a project creates opportunities for a buy-in, which enhances the impetus of such a project.

Poverty, unemployment and poor access to social, institutional and physical infrastructure are major challenges facing the Eastern Cape, particularly the former Ciskei and Transkei. The provision of basic services to disadvantaged communities needs to be accelerated although this may pose problems due to low affordability levels.

Other more fundamental issues are the need to create sustainable employment and income opportunities through a provincial, as well as spatially defined, growth and development strategy. The Department of Social Development (EC) is one of the key provincial government departments working to achieve this objective.

This is clearly illustrated in the Department’s vision: “to be a proactive and dynamic Eastern Cape Social Welfare Department striving towards self-reliant individuals and communities within a secure socio-economic environment”.

A key principle in Social Development is creating access to services for every individual, family and community, as stated in the white paper for Social Welfare (1997):

“The Community on Wheels and Mass Registration Projects”

“Organisations and institutions will be easily accessible and responsive to all those in need. All barriers will be removed which have made it difficult or impossible for some people to participate equally in all spheres of life. Special programmes will be provided to facilitate the development of accessible services”.

“Restructuring the partnership between stakeholders to develop a system which is socially equitable, financially viable, structurally efficient and effective in meeting the needs of the most disadvantaged sectors of the population, and to involve communities in planning and delivery of services”.

The approach

The mechanisms by which the Department is delivering services to the clients include:

- Mechanisms
- Key functions
- Provincial Office
- Programme Management, Strategic Planning and policy development
- District Offices
- Operational management
- Service Centres
- Interface directly with the public
- Mobile Services
- Deliver services to rural areas of the province. Currently, only applications for Social Security is done this way
- Help Desks

Situated at pension paypoints. It deals with enquiries from grant and pen-
sion beneficiaries, hound out application forms, record requests for the transfer to current paypoints and forward / direct enquiries that cannot be solved by the Help Desk.

- Call Centre
  A centralised call centre that assists with Social Security enquiries.

There are, however, some problems associated with the current process of service delivery, including:

1. People need to travel vast distances, and at great cost to themselves, to access services delivered by the Department at district offices and selected service centres. It often happens that the individual or community delegation needs to return to the district office more than once before they are registered to access the services available. It should be remembered that the people accessing social development services are usually the most disadvantaged and do not have the finances to follow the above approach. In certain cases public transport is not even available.

2. Apart from the above there, are also community members in the deep rural areas not accessible by road, who are not aware of the range of services that the Department of Social Development offers.

3. Help desks have not been established at every paypoint due to personnel shortages and a lack of relevant equipment and transport.

4. The current budget is inadequate to address infrastructure requirements of the Department.

In addressing the above problems, the challenge for the Department is to provide more service points which are nearer to the community and within the boundaries of district offices.

There are two main options available to the Department regarding the increase of access to departmental services by individuals and communities. The first option is to build more satellite offices and other fixed infrastructure to act as service centres within the boundaries of each district.

The second option is to provide each district with mobile units that can travel to several remote service points within the boundaries of each district office. These mobile units will assist the Department to take the necessary services to the communities, instead of the communities coming to the department at great cost.

The Department opted to test out the concept of mobile units. There are two mobile service approaches the Department adopted:

1. Mass Registration Campaign; and
2. Community Services on Wheels approach.

**Mass Registration Campaign**

The purpose was to register Child Support Grant applications in the rural areas of the province, especially in rural Transkei, where 20 areas were identified to form part of the project. In total, the area that was covered by this cam-
The campaign was 30,757 km², while the number of villages reached through this initiative was 1,451.

This was a combined effort between the Department of Social Development and the Department of Home Affairs. The duration of the project was 71 working days, i.e. 14 weeks.

The equipment that was used for the approach was:

- Six SAML 50 4X4 trucks
- Five Customised trailers that included:
  - three photocopiers
  - two generators
  - tents, tables and chairs
  - water cans and medical aid kit
  - all stationery required

**Outcomes**

There were quantifiable and non-quantifiable benefits of this initiative. Among these were:

- improved take-up of child support grants, i.e. exceeding 100,000;
- improved departmental profile amongst communities in the Eastern Cape;
- greater intergovernmental cooperation;
- greater awareness of Child Support Grants;
- more than 30,000 backlog applications were captured; and
- new birth certificates issued exceeded 60,000.

**Community Service on Wheels**

The purpose of the project is to create better and easier access to services delivered by the Department for individuals, families and communities.

Mobile units will assist the Department in bringing services to the community, instead of the community needing to travel at great expense to access services at district offices and other service centres.

The concept is graphically presented above.

The objectives of the community service on wheels are therefore to:

- create accessible and effective delivery of social welfare services that emphasises the people-centred participatory approach;
- provide social services, information and education to within 15 kilometres from where the community resides in the three district offices;
- deliver a tailored package of services which address the individual, family and community in a holistic manner;
- enhance communication through continuous information gathering and dissemination processes where customer interface is a priority; and
- involve stakeholders in the planning of services and programmes offered by the Department of Social Development.

The advantages of delivering services through this mechanism are:

- reduce costs of fixed infrastructure;
- addressing needs of the community — accessible services;
- flexibility of services/service points;
- integrated/holistic approach;
- will have valid base-line information;
- reach the poorest of the poor;
- improve information dissemination;
- improved communication between stakeholders;
- taking service to community — reduce beneficiary costs;
- customer involvement in all phases of service delivery; and
- improved profile of the Department and addressing Batho Pele principles.

**Project approach**

The project consisted of two phases:

**Phase 1: Planning and Scoping of the Initiative**

This phase commenced in April 2003 and ended in June 2003. The approach followed in Phase 1 included:

- establishing a project structure;
- compiling a detailed work plan indicating steps that were followed in obtaining the required information;
- identifying the need for additional service points;
- identifying the services to be rendered on the vehicle (feasibility of programmes);
- identifying suitable vehicles, accessories and IT equipment needed to operationalise vehicle;
cost plan to finance vehicles;
identifying, monitoring and managing structures;
compiling a communication plan; and
developing a detailed operational plan for the implementation phase.

Some of the actions taken were:
- extensive consultation with community members in the selected areas;
- analysis of research conducted in these areas regarding demand for services, topography, demographic profiles, etc;
- workshops with established steering communities in districts;
- discussions with the centre for public service innovations;
- interviews with provincial Transport Manager, Provincial Site and Project managers in other departments of similar projects (Department of Health); and
- interviews with vehicle engineers to discuss vehicle design and specifications.

The envisaged services and accessories for the mobile include:
- Generator — Address lack of electricity
- Water containers — Address lack of drinking water
- Pull out veranda — Address lack of shelter
- 10 x Chairs — Address lack of seating
- 2 x Wheelchairs — Address need for disability requirements
- Basic medical kit — Address need for basic medical treatment
- Public Announcement System (PA) — Communication to community
- Television/VCR set — Show life skill videos
- Tracking system — Security of equipment

**Phase 2: Implementation**

This phase will commence in November 2003. It will initially be rolled out in three areas:
- Mount Frere, characterised as a deep rural area in the former Transkei;
- Cradock, which is characterised by the farmland area surrounding it; and
- Peddie, in the former Ciskei, which is classified as peri-urban, as it falls under the East London district office.

**Points for consideration**

The process so far has produced some experiences and lessons learnt which need to be considered. Among these are:
- The involvement and inputs from the communities are essential, specifically in identifying additional service points.

- The distances, terrain and condition of the road that need to be travelled, require that sufficient time be allowed with regard to service hours at service points, i.e. do not visit more than two service points per day. However, where possible, more than one service point should be visited per day.
- The purpose of mobile units is to reach communities that reside far away, i.e. it is not necessary to open new service points within a 10-20 kilometre radius of the district office.
- Planning must go into the routes to be travelled by the mobile units so as to cut down on travelling time and allow more time for actual service delivery.
- In identifying new service points, communities preferred to use current pension pay points, since they know where these pay points are.
- Whenever possible, mobile units should visit the same service points where pension payments are made, on the same day when pension payments are made. This will provide a one-stop service to clients.
- There is a need to integrate services with other departments such as Home Affairs and Health, which should be taken into account.
- Other innovative service delivery options need to be considered. For instance, the future role of the Centre for Public Service Innovations (CPSI) must be determined.
- The management of the mobile units must be done as stipulated in the Departmental Transport Policy Documents. Department of Transport officials will therefore play an essential role in this process.
- Mobile units should not be seen as replacing structures.

**Progress to date**

The first phase of the project is complete. Currently, the Department of Social Development is in the process of procuring the vehicles, after which it will be customized to meet the needs of the Department. It is anticipated that the vehicle will be rolled out in November 2003 in three districts Cradock, Peddie and Mount Frere.
Making Service Delivery Work Through Good Partnerships

The Lentegeur Hospital Experience

Lentegeur Hospital is situated on 106 hectares of land in Mitchell’s Plain, Cape Town. It is one of four Psychiatric hospitals in the Metropole Region and is part of the Associated Psychiatric Hospitals (APH).

The hospital opened its doors in 1986 with a total of 1,555 commissioned beds. Now, in 2003, 17 years later, the hospital has 984 usable beds. Clearly, the management of this hospital decided long ago to embark on a journey of discovery, where they build bridges, forging new partnerships and try to live out this new vision.

What happened?

How did a 1,555 bed psychiatric hospital built in 1986, develop into a multi-departmental complex with different partners on the same premises, each involved in their own core business — yet, managed independently within a co-operative relationship? Lentegeur Hospital had 1,555 usable beds in 1986, but in 2003 had only 984 usable beds with many different different departments (partners) on the premises.

The Partners

The management, through a formulated process, made excess facilities (wards that were closed down) available to other departments. More important however, was the need to form partnerships, to improve inter-sectoral co-operation as well as to destigmatise mental illness.

The following departments benefited through this process:

- 1988: LSEN (Learners with Special Educational Needs) Training School – Education Department;

Mr Charles Bamardo, a Deputy Director: Health at Lentegeur Hospital, presented this case study at the annual service delivery conference in Durban.
• 1998: Office Accommodation — Education Department;
• 1998: Office Accommodation — Department of Social Services (for two years only);
• 2002: Regional Hospital (Jooste Hospital) step down facility — Department of Health;
• 2003: Conradie Hospital Decommissioning process — Dept of Health;
• 2003: AIDS Hospice — Dept of Health and NGO;
• 2003: Office Accommodation for Regional Mental Health Team;
• Discussions to relocate the Emergency Response Base to the hospital is also in the process.

The process

The Planning Phase
The planning phase involves identifying excess (vacant) buildings; requesting a business plan from potential partners; identifying potential partners (many governmental departments and NGOs continuously requesting accommodation); discussions with potential partners to clarify issues and concerns. Hospital management will now make a decision whether or not to support and recommend the proposed partnership.

Implementation Phase
A full motivation is forwarded via the Regional and Provincial departments for official permission. A detailed service level agreement as well as ground rules is finalised between stakeholders. The identified buildings are handed over to the department/partner who is responsible for the commissioning process. The hospital will understandably be represented on the PCU (Planning and Commissioning Unit Team).

Monitoring and evaluation process
Operational meetings are scheduled between the hospital management and each partner on the premises. The objective of these meetings is to ensure and evaluate compliance as agreed to in the service level agreement and ground rules as well as to address any concerns, problem areas or positive contributions.

Results
The advantages for the service included:
• improved interdepartmental co-operation;
• destigmatisation of mental illness;
• sharing of resources;
• financial savings and revenue generation;
• improved safety and security on the hospital premises;
• improved networking; and
• improved service delivery.

Challenges and lessons
Before institutional management decides to support the process, a thorough needs analysis must be done — taking into account operational and strategic plans. Institutional management can only recommend the partnerships. Official permission must be obtained via the appropriate channels. Property management must become involved in the finalisation of the service level agreement. Agreements must be in writing and signed by duly authorised persons. Specific issues, i.e. pro-rata payment for water, electricity etc. must be clearly specified and agreed to before hand over.

Senior management must support the process. It is crucial that all stakeholders, including the workers and unions at institutional level, must be involved from the onset — this will prevent unnecessary delays and labour unrest.

Conclusion
Making service delivery work through the above initiatives necessitates a change in the hearts and minds of hospital managers. We did not use sophisticated systems and plans for better health care, but adopted simple principles to improve service delivery.

A well-thought-out and formulised process is the key to prevent staffing dissatisfaction, unnecessary delays and litigation.

The process outlined above was by no means easy or without mistakes — we however believe that we have learned from past mistakes and succeeded in improving service delivery through appropriate partnerships.

As managers we say let us indulge in innovative ways of making our institutions better places, where we can work closer and in harmony with other departments, within a transparent environment, for the betterment of the communities that we serve.
Developmental Local Government and Service Delivery Collaboration Across Government

The system of government in South Africa has been strategically organised to comprise three spheres: the National, Provincial and Local Government spheres. Of these three, the Local Government sphere, by virtue of it being at closest proximity to the population, can be regarded as the delivery arm of the entire government.

Ideally, municipalities and other locally based government structures are supposed to serve as ears, eyes and fillers to provide the entire government with authentic information that should essentially anchor and guide all forms of development initiatives.

However, looking at the approach towards development initiatives in South Africa, can it be confidently stated that these initiatives are clearly in line with the developmental needs and dynamics of the entire population? Alternatively, are the various endeavours towards development by our municipalities steeped in boardroom-spawned assumptions rather than the ordinary day-to-day social realities?

**Development trends in South African Municipalities**

In many municipalities in South Africa, developmental trends indicate an increasing tendency for development to take place further and further from the economic centres. There is a marked overemphasis on rural development based on the assumption that it is there where poverty is largely concentrated. Ironically, rural people continuously leave their villages for better living conditions in urban areas where they end up living in abject poverty in overcrowded city centres.

At the same time, with service delivery skewed in favour of rural development, very little is spent on the maintenance of city infrastructures thus resulting in “inner city decay”.

In addition, in the event where new infrastructure is being erected, these end up as white elephants because of neglect stemming from a general mismatch.
between capital and operating capacity.

Caught up in this compounded situation, many municipalities struggle to meet service delivery targets using the meagre resources at their disposal. Lists of unfunded mandates grow daily while municipalities gradually spiral into enormous debt.

These observations and many others that emerge as general developmental trends in most municipalities in South Africa are largely unsustainable in nature.

Because of outward growth municipalities are forced to spend on new platforms infrastructure with a high cost while the benefit ratio is disproportionately small due to the effects of migration in instability in the population.

On the other hand, other important responsibilities such as public transport are neglected. As a result, households in outlying locations incur high transport subsidy costs to access far off centres of economic development as well as vital facilities such as hospitals. This has far reaching economic implications on such households, most of which are without income.

Why we need to change

In our endeavour to deliver services and improve people's lives, we need to be observant of the various dynamics of our population locally as well as historical developmental accounts in other countries to learn from them and formulate our programmes and strategies accordingly.

For instance, population development trends clearly show a greater and greater concentration of the population in urban centres. This trend will accelerate in developing countries over the next 20 years to the extent that there will be few nations where rural populations exceed urban populations.

Already in KwaZulu-Natal well over half the population resides within an hour’s drive from eThekwini Municipality and on less than 15% of the land available.

The global village, of which we are part, requires rigorous changes if South Africa is to be a competitive role-player in many aspects. Economic systems between nations are converging and the increasingly dominant global economic process imposes on us multi-layered requirements. This brings increasing awareness of the fact that municipal infrastructure, connectivity and skills are central to national economics and their growth prospects.

The different structures of government need to be seen to be acting coherently and in collaboration with each other. This calls for a collaborative, integrated approach towards service delivery to avoid discord and miscommunication with subsequent confusion and other unnecessary complications.

In their approach to service delivery, municipalities need to create a synergy and balance between political, environmental and social imperatives. To be able to receive a favourable rating in international circles South Africa needs to combine solid local government track record with geographic positioning and latent economic potential to create world class municipalities.

What makes good developmental local government

Local governments need to be economically well positioned. This involves forming a lot of collaborative partnerships and contacts to keep abreast of developments both nationally and internationally, and to be able to seize opportunities where they exist.

Nationally, it should be able to build partnerships with the wider public sector, private sector, community and political organisations, trade unions and tertiary institutions.

A good developmental local government should be able to conduct its business efficiently, effectively and, most importantly, economically to avoid worthless, unplanned for and unaccountable expenditure. It should be able to fulfil its major obligation of effectively providing services to the people it serves, irrespective of their location.

To live up to the challenge of delivering services in an ever-changing dynamic climate, a good local government should continually restructure itself to fortify its weak links and enhance its overall performance.

Generic municipal focus areas

• Growing the economy by regenerating key economic zones.
• Focusing and integrating city delivery to maximise the impact on poverty reduction and job creation within a sustainable framework.
• Co-ordinating with other levels of government to ensure maximum
impact on crime and HIV/AIDS.

- Regenerating existing residential and business areas.
- Maximising the usage of existing facilities and infrastructures instead of always putting up new ones.
- Developing a financial strategy that balances developmental expenditure with a strategy to grow the income.
- Being more accessible and accountable, assisting citizen action and aligning all spheres of government to ensure a co-ordinated and integrated delivery.

Achievements by the eThekwini Municipality

Substantial progress has been made in extending household services to previously under-invested areas:

- Water: All residents now receive 6kl of water free of charge.
- Rates life-lines: Property owners with properties less than R30 000 are exempt from paying any rates, and if the property is valued between R30 000 and R60 000 a fixed amount of R20 per month is payed.
- Electricity: The expectation is that by July 2003, the electricity lifeline will have been made available to all residents whereby the first 50KwH of electricity will be free.
- Rentals: Write offs and limited increases. As is the case with other municipalities throughout the land, eThekwini municipality is faced with a major challenge regarding arrears.

What do municipalities need to do?

To cope with all the challenges of providing services to a dynamic population with diverse needs, municipalities need to manage their expenditure, to maximise delivery on their targeted services within the current levels of financing.

What is the importance of co-operative governance?

In a climate where countries are no longer only internally focused in their operations, but are largely influenced by other major elements in other countries, it is important that there be a strong national effort to manage the situation. Every country needs to build into its system of governance a strong element of co-operative governance to mitigate against the negative aspects of globalisation, and also promote those aspects that would favourably impact on the lives of its people.

In addition, co-operative governance provides an important reliable framework for partnerships that leverage resources.

A call to change mindsets

South Africa is making considerable progress in its transformational efforts. The service delivery boundaries of government are in the process of of being transformed but they still largely match the old boundaries of the apartheid government.

A change of mindset is significant, inevitable and to a large extent imperative to ensure that the country achieves its objectives.

The negotiated transition route that our government has opted for requires that we discard many of those old ways of thinking and doing things in favour of new strategies for the future. We have to rethink our strategies in relation to:

- urban versus rural provision versus municipal provision;
- retaining racial systems versus redistribution and creation of a new system;
- racially-based provision of services versus focus on needs and integrated development planning; and
- the poor being seen as a problem, not a resource.

To competently deal with the present day challenges, we need to become smart. Unlike in previous times, we now have the luxury of technology as an enabler to fast-track delivery. One of the great advantages of globalisation is that South Africa is now exposed to many new innovative ways of doing things as practised in other countries, both on the continent and elsewhere in the world. South Africa needs to bridge the global digital divide by choosing the right ICT systems to promote eGovernment and eParticipation.

Most importantly, whatever route or strategy is considered, it should be done with proper consultation with residents for whom the services are meant. Strategies should be based on properly collected and analysed information that provides an authentic picture of the societal needs.

Conclusion

The developmental trends in South Africa show that while there has been a lot of progress, there are many grey areas that require reviewing. There are many challenges and these need to be tackled not ignored.

While dealing with these challenges, municipalities need to remember that communities should be placed at the centre of all efforts as the main beneficiaries of the services delivered.

Firstly, municipalities need to work towards economic growth, to get their house in order in order to attract foreign investment. This would only be possible through co-operation with the residents. Secondly, they have to work towards empowering the local people to help them acquire more skills that would enable them to participate and contribute meaningfully towards the development of the local economy.

Finally, a good municipality is the one that views all its citizens as being equal regardless of their diversities, that takes time to listen to them and strives to effectively and efficiently deliver quality services at all times.
The Challenge of Making Service Delivery Happen

Government wants to improve the experience of government and governance by citizen by accelerating and integrating the delivery of public services.

Over the past 10 years, government has made considerable strides in pursuing its priority to restore human dignity to many people through access to more vital services.

Since 1994 there has been massive expansion of services throughout the nine provinces. Prior to 1994, a whole host of administrative structures and institutions were created by the previous regime, particularly in homelands.

Government has managed to integrate them, thus cutting away a large layer of duplications and redundancies that would have resulted in more bottlenecks against speedy service delivery.

Government has also showed its commitment towards the citizenry by placing them at the centre of its transformational drive.

There has been a considerable advancement in terms of policy frameworks which promote change towards putting people first. It is now imperative that the public service enshrines in its strategies and programmes the principle of Batho Pele, that is, putting people’s needs first.

However, if the feedback that is projected through the media is anything to go by, then it is evidently clear that not only is government having a major challenge in terms of the scope of services it has to deliver.

If anything, the major challenge is to revisit those programmes that have already been put in place and, guided by the feedback at our disposal, tackle those problems that impede all efforts of accelerating the delivery of services.

Over and above, the pace of transformation of government institutions has been relatively slow. This manifests itself in a number of areas, chief of which is the overall inability to match the need of services by citizens because of lack of capacity to deliver.

This has also had major implications on government’s ability to sustain some of the commendable initiatives to deliver quality services.

While much has been done to tackle redundancies and duplications in government institutions, the existence of instances thereof are still detectable largely in the form of overlaps, disjointed structures (fragmentation) which result in confusion.

One of the major challenges currently facing government is getting its institutions configured and properly managed (right sized) to enable them to meet the diverse challenges of delivering quality services at a required pace.

A number of interventions already exists that would hopefully enable government to achieve this enormous challenge. These are:

Khaya Ngema, DDG, DPSA, says one of the challenges facing government is getting its institutions configured properly.
Greater harmonisation by central departments

Central departments should harmonise their regulatory approach and initiatives so as to ease the burden of compliance on service delivery departments and institutions. These include regulatory approaches and initiatives on strategic and development planning, accountability arrangements, monitoring and evaluation, human resource conditions of service, etc. This should go hand in hand with an initiative to audit the existing burden of regulations on departments and service delivery institutions, with a view to simplifying these. The objective of this intervention is to enable greater integration and greater collaboration between departments and between spheres of government, given the reality that citizens do not care for the distinctions between these.

Optimise the service delivery value chain

The interface of government with citizens happens at the front office. All front offices are local, whatever the sphere of government the respective service delivery institutions may be part of. Citizens do not have to worry, or even know, what department or sphere of government the front office belongs.

However, for the front to be effective, the back offices of government, whatev-
prevalence of management by meetings.

**Optimal institutional development as prerequisite for optimal service delivery**

Investing in accelerated service delivery or accelerated infrastructure requires a proportional investment in accelerated institutional development. There is no magic about what makes organisations effective, and unless appropriate institutional development interventions are made, an increase in budget allocation cannot necessarily result in increased expenditure.

Partnerships and outsourcing are not the answer since for these to work effectively they require effective contracting organisations to be in place. Effective outsourcing cannot only be achieved by effective organisations. So the bottom line is that if we want accelerated service delivery we must have accelerated institutional development, for example the SARS case. There is no avoiding this. The focus is fundamentally on the quality of institutions, not always about the size of institutions. No proper mechanisms are in place for dealing with incapacity, nor enough effort and resources are being invested to build adequate capacity.

**Policy analysis**

When policy change is contemplated, or rapid budget changes envisaged, an adequate effort should be invested into understanding the possible institutional implications of such changes. For major policy changes, it is usually necessary, though not always feasible, that some institutional preparation be done in anticipation of the envisaged policy changes.

There is also a need to develop dedicated mechanisms to monitor performance, quantitatively and qualitatively, and inform policy change.

**Focus on operational management**

Most attention in the public service is spent on policy formulation and translation of such policies into strategic plans. Inadequate effort is invested in translating strategic plans into operational plans and delivery programmes/projects.

Even where such operational plans exist on paper they tend to be more symbolic than real. This is compounded by the fact that career progression in the public service is slanted towards policy and strategic management. Solid operational managers usually have to move to the policy level to reach more rewarding career levels.

It is also compounded by the highly misguided belief by some public servants that “implementation is the role of middle managers”. The reality is that some public service departments are fundamentally about service delivery, and thus their senior management must have as their core competence the management of service delivery operations, not policy. This is particularly true of most provincial departments.

It is also true that many departments, especially service delivery departments, are very large and complex organisations. They thus place a big premium on their leadership being solid managers. When that is not in place they collapse under the weight of their size and complexity.

Equally, some components of departments and service delivery institutions are massive and complex institutions. Entities such as Baragwanath Hospital are in and of themselves bigger than many national and provincial departments. Their management is more complex than some national and provincial departments. They need solid managers.

Equally there is inadequate emphasis and empowerment of the middle manager in the public service. Given the complexity and size of many public service departments, the middle manager is critical to the success of service delivery operations, yet they are frequently out of the loop in terms of decision-making and given very little delegations. Their career development and capacity building is usually inadequate.

**Conclusion**

If all these matters are given attention, we can finally close the gap between policy development and institutional development, which is usually expressed in the form of poor service delivery and failure to spend budgets of critical service.
Effective and Efficient Information and Service Delivery

The Cape Gateway Project

In May 2001 the Provincial Government of the Western Cape (PGWC) published a White Paper entitled “Preparing the Western Cape for the Knowledge Economy of the 21st Century” in order to align its strategies and projects to take best advantage of an ever more pervasive information society. The importance of such a long-term vision for countries and regions that have identified these trends and begun to equip themselves to take advantage of these developments cannot be underestimated.

However, for countries and regions that have not taken such a long-term view, and are ill-equipped to take advantage of these developments, the potential exists to dramatically increase existing poverty, inequality and marginalisation. The Provincial Government has taken the long-term view and identified the potential that the effective use of information and communication technology (ICT) offers and developed the Cape Online Programme of projects. The programme consists of a number of discrete yet related projects spearheaded by the Knowledge Economy and E-Government (KEEG) Branch within the Department of Economic Development and Tourism of the PGWC.

The overall focus of the programme includes improving internal efficiencies in service delivery, enhancing the overall competitiveness of the region, and improving the lives of the Western Cape citizens through improved access to government content and services. It does so via a multi-channelled environment, i.e. a walk-in centre, a contact (call) centre, and a web portal. The overarching Cape Online programme and the Cape Gateway project were launched in December 2001.

The Cape Gateway project is the first step in the staged introduction of e-government in the Western Cape. The project centres on developing an information resource which will be accessible to the public through an online portal, a telephone contact centre and a centrally located walk-in resource centre in Cape Town. The establishment of the Cape Gateway information portal is central to the PGWC’s efforts to introduce e-government to the Western Cape. The term
“e-government” focuses on the use of ICT by governments when applied to the full range of government functions. In particular, the networking capability offered by the Internet and related technologies has the potential to transform the structures and operation of government.

The impact of this transformation is felt in improved levels of service delivery, increased efficiency, reduced costs and greater government/citizen interaction. It is generally accepted that a staged introduction of “e-government” practices is the best way to achieve success and overcome resistance to change in what has hitherto been a bureaucratic and cumbersome process.

About the Cape Gateway Development Project

Cape Gateway Project overview within the Cape Online Programme of projects

A key focus of the Cape Online Programme of projects is the delivery of information and services through a networked environment. Numerous e-government and portal initiatives are at varying stages of formulation and implementation at national, provincial and local government level in South Africa.

The PGWC undertook an e-government e-readiness assessment to ascertain how existing national e-government initiatives would interrelate with provincial government attempts to coordinate e-government service delivery. The overall vision of Cape Gateway is to provide access to government services within a clearly defined and executed e-government strategy.

E-government is not just about service delivery through another channel, it is about improved service delivery. Also, it is about more than just the introduction of technology to the process, it is about an underpinning approach to the way(s) in which people have access to information. These are attempts to improve the efficacy of public administration service delivery.

However, these changes all take place within broader attempts at public sector reform which include steps to improve internal efficiencies, processes and begin adjusting processes and perspectives to take into account the manner in which information technology is changing the way the public administration is being run.

If successful, the programme could transform the nature of interaction between government and recipients of services in the Western Cape. By creating a mechanism through which citizens and business can experience seamless integrated government, the initiative could also have a profound effect on the current structures and processes of government, pushing existing institutions towards greater economies of scale, efficiency and service delivery improvement.

The internal information and communications environment within government could also be transformed, enabling internal users to benefit equally from the system.

In addition, by streamlining and modernising government, Cape Gateway could enhance the role that the Western Cape, and perhaps South Africa, can play within the global community, possibly increasing foreign direct investment and strengthening our global competitive edge. It could stimulate citizen confidence in the e-environment and therefore grow the local ICT sector and e-commerce industry.

On 25th July 2001 the Provincial Cabinet approved the establishment of the Knowledge Economy and E-Government (KEEG) Branch of the PGWC. Its vision is: “To provide a vision, leadership, policy, strategy and operational direction in order to promote E-Government and to get the Western Cape online, to ensure that the Province, its citizens and its businesses derive maximum benefit from the Knowledge Economy.”

As part of its strategy, KEEG developed the Cape Online Programme. Its vision is: “To develop an innovative e-environment, which facilitates a competitive knowledge-based economy that promotes economic growth and enhances the quality of life of all our people”. Its mission is:

- To enable government;
- To harness the capabilities of the Internet;
- To develop knowledge capacity and promote the appropriate use of ICT;
- To increase internal efficiencies; and
- To provide a better service to its citizens.

The Cape Gateway project was designed to provide easy access to quality Government information, resources and services, enabling Government to improve service delivery and to create an enabling environment for economic growth to the benefit of all in the Western Cape.

Its mission is to provide, manage and maintain easy access to Government information, resources and services.

Cape Gateway is a means of accessing information about government and its services, focused primarily (but not exclusively) on the Western Cape Province. It will have three channels of access:

- A telephone (contact centre) 0860 142 142
- A physical walk-in centre 142 Long Street, Cape Town
- A web portal www.cape-gateway.gov.za

Facilitated access will also be provided through other agents, including other government offices and authorised NGOs who are:

- trained to use the web portal;
- trained in government structures, processes and requirements;
- trained in facilitation; and
- provided with support in the form of a contact centre.

The service can be accessed directly by members of the public or access can be facilitated by Knowledge Officers. The
portal will provide multi-lingual content in English, Afrikaans and Xhosa. Content and services described are provided and maintained directly by the government departments responsible for them, and are compliant with standards for quality, reliability, breadth and depth.

Follow-up with users by Cape Gateway staff will be part of standard operating procedures to ensure fulfillment of user needs and to monitor product effectiveness. The Cape Gateway design is centred around citizen needs through identified life events and life stages. The Cape Gateway is not a citizens’ advice centre or a complaints department.

The envisaged benefits of the Cape Gateway are:
• It will be convenient. Each channel provides a single point of access to government information in the Western Cape. It will be available 24/7 online, available geographically anywhere via telephone, and available at no cost via the walk-in centre.
• It will be simple to use. It will be staffed by friendly, knowledgeable, trained facilitators. The information will be provided in normal language, organised from a user’s perspective (i.e. not from a government perspective).
• It will be empowering. It will enable anyone to access and use government services more efficiently with the least amount of effort. It will help users articulate their needs and link them to information and services that fulfill those needs. It will target the most frequently requested and used information and services (i.e. it is not designed for government specialists or experts).

Evaluating the Cape Gateway Project: key findings

Bridges.org was engaged as an outside consultant to conduct an independent evaluation of the Cape Gateway project, and was tasked with evaluating the strategies and actions that have been implemented to develop the portal element. Bridges.org did not seek to assess the project management methodology of the portal project, but rather sought to comment on the approach taken to date, especially in relation to criteria designed to assess whether the project delivered what is called Real Access to technology.

The evaluation found that the Knowledge Economy and E-Government (KEEG) Branch of the PGWC has consistently tried to adopt best practice in their work, and to take full cognisance of the needs of the citizens of the Western Cape. Their methodology has been externally focused and driven by customer demand.

They have met all of the Real Access criteria set by the evaluators, and are committed to passing on the fruits of their work to others engaged in this kind of work, and at little or no cost. They have encountered a number of obstacles, the majority from external bodies and out of their control. Wherever possible they have overcome these obstacles and the lessons learned will be invaluable for the later stages of this project and others that KEEG and the PGWC will undertake in the future.

Principally, the need for more flexible and informal structures in the Provincial Government, the removal of bureaucratic hurdles, and increased awareness of the benefits that ICT and e-government can bring for all citizens and members of government are all issues that need to be addressed.

Key findings of the evaluation
• The broader Cape Online Programme (including the Cape Gateway Project) has received sup-
Case Study

• Cape Online broadly, and Cape more specifically, have recognised the importance of stakeholder involvement. The Cape Online Forum includes representatives from all spheres and departments of government, civil society organisations and the local business community. This is important as the local population of Cape Town represents 65% of the provincial population and generates roughly 75% of the provincial economy. Within Government, the Cape Gateway Development Project has formed a Portal Task Team to engage all internal government stakeholders in the process. This is supported by a detailed communications strategy that includes a roadshow to generate awareness and visibility and ensure that government employees understand the importance of this programme of work.

• The portal content collection process ensures that departments are the final custodians of the informational services generated. Content issues are considered by the Portal Task Team members who represent all PGWC departments. The decision to identify web authors (who will contribute content) and web custodians (who will have the overseeing responsibility of what goes live on the portal) within each department, will ensure that departments are custodians of their knowledge and carry the responsibility to regulate its quality and accuracy.

• The Cape Gateway Development has displayed flexibility, and devised effective methods to address challenges that arise. The team has recently instituted a process whereby an issue can be brought to the immediate attention of senior management. It documents the urgency of the situation and explains the need for immediate action. The document is signed, dated and an urgent meeting called that determines the immediate next steps to ensure that the progress of the project remains as close to schedule as possible.

• The Cape Gateway Development, and preparations for the portal, have adopted a strong usability approach. This is notable in that it focuses on the citizens that the portal seeks to serve, and the varying technical skills levels that the potential users of the portal will have (both internal and external to government). The Cape Gateway Development team drive projects along the core competencies of usability, accessibility and interface design.

• There are currently no formalised ongoing internal evaluation procedures built into the Cape Gateway Development, however there are some feedback mechanisms. These include undertaking an external evaluation of the project by bridges.org, as well as the beta and alpha testing of the content management system.

Lessons learned, constraints and opportunities

Unforeseen constraints and challenges arising that need to be addressed

The Cape Gateway Portal Development project attempted to identify foreseeable challenges and to account for them in the planning of the project. However, this did not preclude unforeseen constraints and external challenges arising over which the project team had little or no influence. This called for some innovative problem solving, careful diplomacy and creative working within existing government structures and processes.

• The Cape Gateway Development was faced with unexpected levels of resistance to both the structural and technological elements of the project. The separate departments within government are accustomed to structuring their operations within vertical department structures and not transversally across all departments. To date, no provincial level transversal system has been successfully developed and doing so requires significant high-level institutional buy-in and senior strategic direction to drive

The Cape Gateway Project has developed commendable and innovative approaches to working within traditionally slower bureaucracy and fast-moving electronic world.
such initiatives. Even where national cross-departmental initiatives are in operation (such as the national systems for finance, and personnel management), these are still operated on outdated legacy systems and are not technologically progressive or innovative.

- Despite broad consultation and the formation of a representative Portal Task Team, decisions within the team do not get implemented effectively within the departments. This can partially be attributed to the fact that the representatives attending the meetings do not have the support to bring the information back to departments that are receptive to the ideas and prepared to adjust their internal goals to achieve cross-departmental service delivery. This has been addressed in part through the internal road-show (pamphlets, CD-ROMs and presentations), but requires further strategic support at senior management level. This would involve a formalised and parallel change management programme that would inform management (who, more often than not, do not have a technical background) of the importance of such developments. Attendance at the Task Team meetings would then be enforced at a policy level and ensure that the time spent on the project would be followed with concrete deliverables. It is also anticipated that once there is a concrete deliverable, then support, commitment and solid participation will be more forthcoming from the departments.

- The PGWC is characterised by a lack of uniformity of key communications terminology and readily available content for the portal. The portal content team believed that they would only need to collect, collate, apply final touches and publish the content, as per the initial project plan. As the project developed it became clear that there was a lack of clarity within departments as to what the services were that were offered to the citizens, let alone having that information available. Where text did exist, there was a lack of communications standards across departments to communicate key provincial government concepts, and what content there was was only available in one or two of the official languages. The creation of uniform communications standards is also being addressed by the Joint Marketing Strategy, and the Provincial Cabinet will need to advise on the measures to incorporate the new promotional logo with the Cape Gateway brand identity at an early date. Lastly, most of the available content for inclusion on the portal is only available on paper and needs to be converted into electronic format.

- The efficient implementation of the Cape Gateway is hampered by the current cumbersome tendering process. The process is cumbersome both due to the amount of time required to complete the tender process, and from the perspective of compiling the tender advertisement. For example, projects over R30 000 are required to be on public tender for a minimum of 28 days, and then still need to be reviewed, considered, and awarded. The specific requirements for the wording of tender advertisements to be inclusive and non-discriminatory results in the paradoxical situation where far too many applications are received which then take time to process. This could have been averted through the setting of clearer parameters and more specific requirements to ensure that only the most suited applications are received.

- The Cape Gateway Portal is under severe constraints due to the fact that the Technology Team Leader position is still vacant. Recruitment specifications for the position were disseminated in December 2002. The preferred applicant turned down the position in favour of a more competitive salary in the private sector and by this time, the second possible candidate had accepted a job offer elsewhere. The entire process to fill this post has had to be restarted, with the Work Study Group required to do another evaluation of the post and determine what is needed before advertising. Unfortunately, as the Work Study Group is concerned with detailing the more traditional requirements of a government post, it means that insufficient emphasis is placed on ICT and technical skill considerations resulting in the position being allocated an inadequate remuneration package for the value of the skill-set required.

- Appropriate consideration needs to be given to the available resources and skills within government that can be allocated to the Cape Gateway
A series of related projects that address the various considerations of e-government need to be implemented in a prioritised and timely manner to ensure a smooth transition towards e-enabled government service delivery. These range from the need to have concurrent change management programmes for senior government officials, the need to undertake internal awareness creation programmes, and to support longer-term provincial infrastructure and telecentre access initiatives to ensure that the benefits of e-governance ultimately reach the people on the ground. Any portal initiative needs to be part of a broader solution targeted at the reform of the public sector and improved service delivery. Careful planning is required to prioritise and identify which projects need to be implemented concurrently.

- Lessons drawn from current successes
  - Ground-breaking projects need to be steered by a champion(s) at the highest political and administrative levels. This ensures the required political buy-in and overarching leadership, as well as the prioritisation and coordinated implementation necessary to ensure the success of transversal government initiatives.
  - A series of related projects that address the various considerations of e-government need to be implemented in a prioritised and timely manner to ensure a smooth transition towards e-enabled government service delivery. These range from the need to have concurrent change management
  - Departments should be the final custodians of the content and services generated on the Portal. Outsourcing the creation of usable content and allowing the relevant departments to review it perpetuates the misperception that content generation is an isolated task that lies over and above the department’s existing priorities. Rather, content generation should be seen as an integral element of government service delivery, and departments should have a vested interest in the process and a responsibility to the citizen to maintain the relevance and accuracy of the information presented.

- Key lessons learned in this project and opportunities for the future
  - Realistic and achievable timelines need to include an element of flexibility. Bearing in mind the resistance that is to be expected, and the number of concurrent initiatives that have to be undertaken to ensure the success of a portal initiative, an element of flexibility needs to be included in the project planning. This will help ensure managed expectations, as continually shifting the deadline undermines the importance of the project being undertaken. There is a need to adopt a demand driven approach and to be flexible enough to respond.

- Evaluation measures built into the process and a responsibility to ensure accountability and transparency.

- Stakeholder consultation is necessary to ensure participation and buy-in to the process. Planning to get the message across to all the stakeholders is an integral part of the process. It would be unwise to consider the communications function as something that can be outsourced at the end of the project to a communications service agency. Rather it should be a key element that is integrated into every step of the programme.

- Realistic and achievable timelines have concurrent change management
will often be met with organisational inertia and resistance. Government departments are heavily involved in meeting their own internal goals and objectives, and unless an e-government programme is driven from the highest levels, such projects will not receive the prioritisation required (for example in the realm of generating usable content for the portal). The value of running parallel change management programmes in such situations cannot be underestimated, as well as conducting provincial awareness campaigns. The sooner there is a concrete deliverable the more likely it is that government departments will be willing to participate in and support the process.

- Content generation and communications standards need to be agreed at the start of the project if they are not already in existence. The availability of relevant pre-existing content, in electronic format, should not be assumed under any circumstances. Only with strategic direction from top management will the generation of appropriate, relevant and accessible content be prioritised. Most of the content that is available provides detailed information on government vision and strategy, but there is little on what departments actually do and the services they offer.

- Creatively working with existing government processes whilst longer-term and more effective legislative changes are in the pipeline. The Pre-qualified Service Providers database has helped speed up the process, and now such projects can be on tender for only one week before tenders are considered and awarded, and it is advertised to a closed email list that was drawn from a public process.

- Never underestimate the specialised skill set that will be required in undertaking e-government projects, and the high cost of these skills. Ensure that posts are clearly defined and that the more technical skill-sets are accurately described and valued in order to carry out projects of this magnitude. The people required for such posts will normally be in employment, and there needs to be a quick turn around time to ensure that they are integrated into the project before accepting other offers in a faster moving private sector.

- Identify internal capacity and technical responsibilities at the outset of the programme. This will ensure that adequate resources are assigned to the project and that additional skill-sets required can be recruited in good time.

- Timelines need to be realistically determined and adhered to as closely as possible. This may necessitate instigating creative solutions when challenges to the project arise. It is important that promised deliverables are available as close to the scheduled dates as possible to ensure that government departments that have not yet fully bought into the process see the benefit of and commit to participating. Unnecessary delays will harm the credibility of the initiative.

- Project management. A project coordinator needs to be hired at the outset to coordinate the project progress before each individual component gets too entrenched in its own work. Work breakdown structures must be presented at the beginning of the project, detailing who is accountable to who and what the processes for reporting are. A representative and broad project team needs to be in place when these structures are determined, to provide a range of different perspectives on possible challenges that may arise.

- Issues of privacy, data protection, and security will affect the widespread use of the portal, sooner or later. With the increased migration of public records to electronic formats, existing legislation will need to be reformed and supplemented with more specific legislation to deal with the issues that will arise. This issue has yet to arise at this stage of the project, but needs to be born in mind for the future.

- Partnerships between different spheres of government are important. This is best achieved in small steps, beginning with a formalised framework for collaboration, followed by tackling small joint projects that lead towards full political sign-up.

- Get people in place first. This includes top management strategic support, to overarching project management and representatives from all government departments and stakeholders. Ultimately, despite it being a technology-based programme, it remains focused on the people who will conduct the work and on the people to whom these services will be delivered.

Concluding remarks

In May 2001 the Provincial Government of the Western Cape published a White Paper setting out a strategy for dealing with the challenges facing the province, in particular channeling the forces of globalisation for the elimination of poverty and the empowerment of people to lead fulfilling lives.

The Provincial Government identified the potential that the effective use of ICT offered and developed the Cape Online Programme of projects. The Cape Gateway portal was one of these inter-related projects that were designed to improve internal efficiencies in service delivery, and enhance the overall competitiveness of the region, and improve the lives of the Western Cape’s citizens through improved access to government content and services.

The establishment of Cape Gateway and its information portal are central to the PGWC’s efforts to introduce e-government to the Western Cape Province. The Cape Gateway project is the first step in the staged introduction of e-government in the Western Cape.
Our joint presentation will focus on the KwaZulu-Natal Department of Transport’s poverty alleviation programme known as Zibambele (Doing It For Ourselves) and emerging contractor programme known as Vukuzakhe (Arise And Build Yourself). Both of these programmes are integral to the Department’s Road to Wealth and Job Creation Initiative and we locate them in the context of how road construction and maintenance can act as a catalyst for development and place our rural economy on a labour absorptive growth path.

**Background and rationale**

A basic tenet of the Road to Wealth and Job Creation Initiative — presented at the October 1998 Job Summit — was to focus investments in road construction projects within the wider context of road network values and maintenance programmes. The logic here is that roads of different status — performing different functions — lend themselves to a wide range of design features. It is because of this variability in design that the socio-economic profile of beneficiary communities can be factored into road service provisions so as to maximise the impact of investments. Thus, for example, low order roads require minimal design and lend themselves to labour absorptive road construction methods which are also supervision intensive. They thus create job opportunities both for unskilled and clerical workers. Higher order roads require detailed designs and create opportunities for a wide range of professionals, contractors, suppliers, entrepreneurs and skilled and unskilled job seekers.

Road construction projects are, by definition, short term high-level investments. They are in the main the largest single capital investment made in rural development. For example, a kilometre of blacktop road requires a similar capital investment as a substantial school or clinic.

Capital investments in road infrastructure can be managed to kick-start and diversify stagnant rural economies and to restructure rural to urban leakage. Road maintenance, on the other hand, is associated with annual investments that are sustainable as long as the
road has value for the community that it serves. Road maintenance activities, therefore, can be managed to create long term and sustainable new opportunities.

The critical pillars of our strategic plan

The Zibambele and Vukuzakhe programmes then form two critical pillars of a larger KwaZulu-Natal Department of Transport strategic plan to reverse the spatial inequalities of apartheid planning and, at the same time, to create new opportunities for disadvantaged communities in terms of enterprise development and job creation.

These include:
- The accommodation of civil society structures as genuine community partners in all our programmes. We recognise that one of the legacies of separate development is the intellectual isolation of inaccessible communities. Roads do open rural areas to new ideas and new ways of doing things. Well informed civil society structures can assist resource-poor communities to better manage their integration into the mainstream economy.
- Organising rural suppliers and assisting them to become tax compliant.
- Locating road development initiatives within the wider context of integrated and sustainable rural development. This receives special focus in our African Renaissance Road Upgrading Programme (ARRUP) which addresses the upgrading of major rural transport corridors to blacktop surfaces.
- Rural mobility — we are currently initiating a pilot programme to test prototype cargo bicycles and tricycles that have been specifically engineered for the KwaZulu-Natal terrain. The objective of the pilot programme is to test the engineering efficiency of the design as well as community response. Should there be sufficient demand at a community level, appropriate franchise systems will be set up to create new opportunities for the distribution and maintenance of cargo bicycles and tricycles.

Before moving to a more detailed presentation on Zibambele and Vukuzakhe, we would like to stress that the KwaZulu-Natal Department of Transport is fully committed to utilising its budget to mobilise local communities into partnerships for economic developments that ensure a better life for all but especially for the poor and disadvantaged. In KwaZulu-Natal more than half of our population live in poverty and approximately 75% of poor people live in rural communities. The objective of creating a better life for all cannot be achieved without creating wealth among the poor. Creating wealth among the poor cannot possibly be achieved without policies and programmes that specifically target black economic empowerment. To achieve this the KwaZulu-Natal Department of Transport has gone beyond the recognised procurement policies and procedures designed to address an affirmative agenda.

1. Zibambele

Background

The Zibambele Programme, launched in January 2000, is a form of routine road maintenance using labour-intensive methods in which a family or household is contracted by the KwaZulu-Natal Department of Trans-
port to maintain a specific length of road on a part time basis. Zibambele is the Zulu name given to our adaptation of the Lengthman Contract System which was first developed in Kenya. In Kenya, as is in other Africa countries, the Lengthman Contract System was introduced as a cost efficient means of maintaining the road network in deep rural communities. Their employment of the Lengthman Contract System was a response to the difficulties government experienced in maintaining remote rural roads with their own work teams. The KwaZulu-Natal Department of Transport has used the Lengthman Contract System to meet the social conditions of our rural population.

In rural KwaZulu-Natal there is a strong correlation between deep-rooted poverty and women headed households. This is the result of centuries of under development, first through colonial rule and then through apartheid, which resulted in a massive drain of skilled and unskilled labour from rural areas to industrial urban areas. For the most part the industrial labour market in South Africa favoured the employment of men and this has resulted in a situation where women far outnumber men in rural areas. In KwaZulu-Natal the number of women headed households has been dramatically increased through decades of civil conflicts which have seen thousands of women widowed and children orphaned.

The approach
The Zibambele system specifically targets the long term unemployed in rural communities. In its initial phase the programme has focussed on those families that rural communities themselves identify as most destitute. It is a strongly gender affirmative programme in that, 95% to 98% of all Zibambele contracts (14 800) have gone to women headed households. This, in itself, is a major breakthrough in rural development initiatives within KwaZulu-Natal. Although women are the majority gender in rural populations, rural society in KwaZulu-Natal is still strongly patriarchal. Where rural women have a voice it is often only through men and men usually are left in control of programmes designed to uplift women.

Zibambele has begun to remove barriers to women’s social and economic empowerment in rural KwaZulu-Natal in that the programme transparently targets women headed households for contracts in a social environment where there are thousands of jobless men, all of whom need meaningful work.

A recent independent social impact evaluation found that 96% of the respondents recorded that their lives have changed because of the Zibambele programme. The Zibambele programme allowed many heads of households to put food on their tables and to meet other pressing needs such as schooling and health care. The evaluation also found that there were benefits to contractors that could not be measured in monetary terms. These include that Zibambele contractors now feel skilled, respected and dignified. They are full of hope for their futures and that of their children.

Zibambele is more than the labour intensive maintenance of roads.
Zibambele can best be described as a social development programme through which our rural road network is maintained. It is an emancipation programme because women who share in the maintenance of a road are assisted to organise collectively around their poverty and solutions to their poverty. Routine road maintenance provides ongoing work opportunities that are sustainable. The fact that the work is ongoing provides a fertile environment in which to introduce training programmes that are designed to assist poor people in acquiring the life skills and organisational capacity that are essential if their children are to have a better future. The KwaZulu-Natal Department of Transport provides a packaged service to Zibambele households not only on labour intensive methods in road maintenance but also life skills training on how to organise collectively through credit unions and to assist them to invest savings in other productive activities.

Zibambele, then, is not only designed to stabilise poverty in the short term but to break poverty cycles in the medium to long term. Our intention is to assist Zibambele contractors to gear up their savings either through investments in Women Empowerment Investment portfolios or in small enterprise developments. Ideally such enterprises should also be labour intensive so as to create increased opportunities within rural communities.

**Achievements**

Through Zibambele the KwaZulu-Natal Department of Transport has used its public assets, namely roads, to create meaningful and sustainable job opportunities for destitute families. Zibambele has put people to work who would normally be left out of any opportunity both because of their poverty and because of their gender.

In the process the long term prospects of the family are enhanced through improved access to credit, to nutrition, to schooling, to training and to support groups.

Zibambele was awarded the prestigious Impumelelo prize for the most innovative and effective programme dedicated to the upliftment of poor people in South Africa.

Zibambele was independently assessed by SALDRU (University of Cape Town) as performing well both as a cost efficient road maintenance system and as an effective poverty alleviation programme. SALDRU found that in 2001/2002 73 cents of every rand spent within the programme accrued to Zibambele contractors who then numbered 10,000.

They calculated that with economies of scale in 2002/2003 the awarding of 14,000 Zibambele contracts would result in 83 cents in every rand spent accruing to contractors. This will place Zibambele among the top poverty alleviation programmes internationally.

**2. Vukuzakhe**

Vukuzakhe is designed to support emerging contractors to eventually compete on the open market. Vukuzakhe is a staged advancement programme in which each advancement entails higher levels of risk to the contractor in business and plant management and the corresponding removal of support mechanisms by the Department. For example, in Stage 1 contracts, contractors are required to provide only small hand tools and labour. The Department supplies the Stage 1 contractor with plant and materials. As contractors advance through the stages, their responsibility to manage and supply all plant and materials increases. Contracts within the Vukuzakhe programme are awarded against set, negotiated or competitive rates.

Other support services to emerging contractors include a relaxation of sureties and performance bonds, assistance in the supply of plant and materials, on the job training in both technical and business management skills and organisational development inputs to form associations, joint ventures and other forms of business enterprise.

The growth of our Vukuzakhe emerging contractor programme has been nothing less than phenomenal. In the past few years it has grown from a zero base to some 1,000 contracts being awarded annually with a contract value in excess of R200 million. This is expected to increase, this financial year, to almost 2,000 contracts with a contract value in excess of R370 million.
In the initial stages of the programme contractors were restricted to working on local roads. However, the recent introduction of the African Renaissance Road Upgrading Programme (ARRUP), which involves the upgrading of major rural transport corridors from gravel to blacktop surface, has extended the contract opportunities for Vukuzakhe contractors. Some 70% of the value of contract work on ARRUP roads is now reserved for Vukuzakhe contractors.

This is an important development as it creates synergies in supply and demand within the Vukuzakhe Staged Advance- ment programme. Local roads act as the “emerging contractor college” to gradu- ate contractors to work on ARRUP roads. The logic here is that local roads have low traffic volumes and “contract mistakes” do not carry with it a high risk of public liability and can easily be recti- fied. As such they provide an ideal training facility to graduate Vukuzakhe con- tractors through their stages.

The extension of the Vukuzakhe pro- gramme to higher order roads is reflect- ed in the revised contract values which now stand at:

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<tr>
<th>Stage</th>
<th>Contract Value (R)</th>
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<tr>
<td>1A</td>
<td>50 000</td>
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<td>1B</td>
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<td>2</td>
<td>500 000</td>
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<td>3</td>
<td>1 000 000</td>
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<tr>
<td>4</td>
<td>5 000 000</td>
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<td>(joint ventures)</td>
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The Vukuzakhe emerging contract pro- gramme has developed a growing reputa- tion, within rural communities, as a source of hope for work, entrepreneur- ial and wealth development opportuni- ties. This is evident in the rapid growth in numbers of contractors registered on the Department’s database.

After several years of consolidation in which all contractors on the database were screened and audited to ensure that they complied with the Department’s black economic empowerment criteria, the Vukuzakhe database was reopened to the public in April 2001. At that time the “cleaned” database number- ed 1 504 contractors. In less than two years, since reopening registration, more than 17 500 contractors have registered with the Department.

Moving forward
Despite its phenomenal growth our Vukuzakhe programme is still in the experimental stage of its development. We have committed funds to tackle those persistent barriers that still com- promise the performance of emerging contractors and restrict the normalisation of the construction industry in KwaZulu-Natal.

Without access to appropriate train- ing, credit and affordable plant, contrac- tors will never emerge and compete effectively in an open market economy.

The Department has partnered CETA to provide 100 learnerships to Vuku- zakhe contractors. We are finalising plans to set up a dedicated technical, financial and management support pro- gramme for Stage 2 to Stage 4 Vuku- zakhe contractors. We also anticipate concluding the piloting of plant depots through a public/private sector partner- ship with a major plant manufacturer and financial institution. We believe that the combination of these initiatives will go a long way to removing persistent bar- riers that still constrain the performance and profit taking of the emerging con- tractor sector. These include credit worthiness and the procurement of affordable supplies and plant.

Achievements and results
One of the most striking achievements of the Vukuzakhe programme is the ability of contractors to create sustain- able employment opportunities. The relatively poor economic performance of KwaZulu-Natal has meant that many jobs have been lost in the formal econo- my. The number of unemployed people in our province has increased to over one million. Of these 94% are black and 53.5% are women.

An independent evaluation of Vukuzakhe has indicated that Vuku- zakhe contractors currently provide work to approximately 17 500 people. We anticipate that by providing more than R370 million worth of work to Vukuzakhe contractors this financial year some 30 000 jobs will, in turn, be created.

We have assisted Vukuzakhe contrac- tors to form associations and we shortly anticipate the launching of a provincial Vukuzakhe association which will pro- vide for a more powerful emerging con- tractor voice.

Conclusion
The KwaZulu-Natal Department of Transport has gone from concept in the Road to Wealth and Job Creation Initiative (1998) to implementation in a very short space of time. Zibambele was only piloted in the year 2000. We have 14 800 contracts in place are targeting 17 390 contracts in 2003/2004. Vuku- zakhe has grown from a zero budget to a contract value of more than R370 mil- lion in 2003/2004. This is a remarkable achievement.

Both the Zibambele and the Vuku- zakhe programmes have been independ- ently evaluated as part of the KwaZulu- Natal Department of Transport’s spon- sored social impact study to gauge the effectiveness of its Roads for Rural Development programme and the Road to Wealth and Job Creation Initiative.

The study provides irrefutable evidence that our budgets are having a posi- tive impact on the daily lives of rural communities. Not only has there been a dramatic improvement in rural mobility and community access to services, we now have sufficient evidence to demon- strate that the injection of cash into impoverished communities through our Zibambele and Vukuzakhe pro- grammes is starting to bear fruit for the contractors concerned, their families, their communities and the market econ- omy of the province.

The Zibambele programme allowed many heads of households to put food on their tables and to meet other pressing needs such as schooling and health care.
Bringing Core Services Closer to the People

When Sibongile Tsotsobe started working at Tamara village near King William’s Town two months ago, she was fascinated by the challenge of teaching women to sew. She felt she was transferring her skills to people who desperately needed them, so they could put food on the table through sewing.

She never imagined that it would be so difficult — not because the women were old, young or illiterate but because sometimes they would not come to the sewing class because of one reason or the other.

“Sometimes they would tell me that they have to go to clinic tomorrow and because the clinic is so far away, they will have to miss the class as they will have to walk to the clinic as early as 5am. They had to be there in time and may come back in the afternoon,” said Ms Tsotsobe.

Other reasons ranged from having to go to a Home Affairs office in town to get a birth certificate or for a child support grant or pension. These excuses annoyed Ms Tsotsobe as she had to repeat the lessons for those who were absent.

At the core of Ms Tsotsobe’s challenge is the fact that the majority of people in rural areas do not have access to government services and information. This has made it difficult for Ms Tsotsobe to see progress in her project, as she had to put up with the continuous absence of the women.

However, the introduction of the Multi-Purpose Community Centres (MPCCs) to communities such as these is bringing those services closer to the people. On July 31, Premier Makhenkesi Stofile launched the Centane MPCC and a police station.

For the 97 000 population of Centane it was a day they will not forget as they will no longer have to travel long distances to get to the services they need and spend the little money they have to pay for taxi or bus fare to get to those places. More than R1 million was spent by the Department of Public Works in making sure that the centre will be able to cater for the needs of the Centane community.

The MPCC will offer registration of birth, marriage, death and identity documents. There will also be a tele-centre and an office where people can get advice and information on government-related activities. The police station will host the Correctional Services office, the South African Police Service, the promotion of justice system, social security office and a health care and day care centre.

Ideally the government would like to see every district council having at least one MPCC. Thirty-seven centres are currently operational countrywide and more than 500 services are offered in areas where they were not there before.

In the Eastern Cape, we have six MPCCs already. The first MPCC was started in Tombo in December 1999. It comprises one building with a number of offices. It accommodates 12 institutions, which include government departments, the Port St John’s municipality and the non-governmental organisations. The MPCC is closer to the people and they receive relevant government information in their own language.

The challenge facing the centre is a shortage of accommodation for existing institutions and lack of privacy in offices. For instance, social workers are struggling to counsel people in a manner that guarantees confidentiality because of lack of privacy due to space restrictions at the centre. Other problems include the fact that there is no ambulance for the centre’s patients, according to acting center manager Butsha Bomela. “Despite all these challenges the centre continues to give hope to the people of the Tombo area, making their lives better every day,” said Ms Bomela.

Government plans for the 2003/2004 financial year include rolling out 23 more centres, so as to reach the target of 60 MPCCs by December 2003.

A number of programmes are run at these centres including social grants, child and family welfare, elderly and disabled care, social development, women and youth empowerment, skills training, job creation programmes, labour and other service advice centers, education, safety and security, and library services.

The core focus for the MPCCs is customer service oriented and meeting the needs of the community. The criteria used for the MPCCs is that they should be located closer to the people, as all these MPCCs are.

The MPCCs should provide appropriate facilities to the service providers using it. They are cost-effective to construct which implies maximising the use of existing infrastructure as far as possible. The MPCCs should also be sustainable in the long-term.

The Government Communication Information System (GCIS) has been tasked with the co-ordinating of the MPCCs in close collaboration with national, provincial and local government structures. This is in line with the recommendations of the Cabinet approved Comtask Report which spoke of providing development communication and information to the public to ensure that they become active participants in changing lives for the better.

The central message for MPCCs is that access to information is a basic human right and that access to such information and other services of government are a hallmark of a democratic society. The government has prioritised the delivery of services and citizen access as critical to transformation and development.
Cameroon is a beautiful, warm and diverse country. This diversity is reflected in the linguistic, ethnic, cultural, religious and physical features, in the flora and fauna, on the ground and in the subsoil. It is this diversity that has given Cameroon its strength, wealth and pride.

The manner in which Cameroonians successfully and interchangeably utilise two major languages of inter-state politics and commerce in Africa (French/English), is fascinating and provides Cameroon with a key advantage when hosting international events that cut across languages. The Cameroonian people and the responsible officials proved to be more then capable of organising and hosting the IIAS international conference. This was notably the first time that the conference was hosted in West Africa.

The conference, which focused on “Shared Governance: combating poverty and exclusion” was held in Yaounde, the capital of Cameroon. Given the relevance of the topic, over 250 participants from 50 countries and 10 international and regional organisations attended the conference. Included amongst these were over 10 participants from South Africa. In addition to the Minister of Public Service and Administration, there were public servants and academics.

Central to the Ministers participation at the conference, was a presentation by the Minister at an Africa Panel on “Can Civil Society be an efficient partner in combating poverty?” This panel, amongst others, demonstrated that the IIAS conference was both intellectually challenging and practically relevant.

In introducing the conference topic, the organisers sought to encourage reflections on an existing and emerging reality that, in today's world, national governance is increasingly shared, not only by public servants and ministers, but also by many other social and economic formations. Central to the reflections on shared governance was also the critical examination of the role of civil society in the policy and delivery process and an
engagement with the nation of “international and regional governance”.

Both these broad areas of engagement reflected that, whilst the conference was international in its orientation, there was a very specific concern with Africa and in particular with issues of “poverty and exclusion” in the continent.

The conference, as guided by the General Rapporteur, Ms Jocelyn Bourgon, President Emeritus, Canadian Centre for Management Development, was organised to focus on the roles and responsibilities of four major governance actors: national government and public bodies, citizens and civil society, international and supranational organizations, and sub-national and local governments. These themes lent themselves to wide spectrum of papers and contributions at the conference. Many of the papers and contributions were guided by a wide consensus that effective public sector institutions are a necessary conditions for development.

In reflecting on the substantive content of the conference, the introductory and closing reports of the General Rapporteur provide a useful base for extracting some of the conclusions that emanated from the conference. The summary reflection seeks only to extract five of the issues that were of particular relevance to the challenges of public administration in Africa. This, whilst being mindful of the reality that many of the issues may be relevant for all countries across the globe.

- Moving from macro policy to the micro-level realities: Many of the discussions point to the limits of macro policy interventions and the importance of focusing on micro-level realities. This was particularly relevant to discussions and papers that grappled with measuring poverty and engaging with local communities in the delivery process.
- Integrated Governance: Within the frame of shared governance, there was a strong realisation that the complex causes of poverty and exclusion cannot be compartmentalised into a single government department. An interesting case, in this respect, was the establishment of cooperative government systems in Brazil and the introduction “inter-municipal consortiums”.
- Governance and Accountability: Many of the presentations focused on mechanisms that enhance accountability and the credibility of the state. Interestingly much of the debate focused on the accountability of transnational institutions and the need for higher degrees of transparency and ensuring that developing countries have a say in the decisions that affect them. Debates on accountability also moved beyond the tendency to assign blame when mistakes are made by specific political formations. Whilst there was deep recognition of the values and strengths of civil society, participants where mindful of its limitations and the need to enhance accountability and governance across all “actors” in the development process.
- Public Consultation: A number of papers and inputs highlighted the benefits that can be derived from increased consultation and engagement with citizens and groups in the development of policies and programmes. A clear emphasis in the deliberations was that many programmes and interventions fail because there is inadequate local involvement and an inability to create a sense of ownership and responsibility in the development process. Central to this process was the need to establish trust between various governance actors and ensuring that institutions and power is structured such that it gives real voice and space to poor people.
- Knowledge and Information Exchange: Whilst knowledge exchange was integral to the overall conference and the essence of why many attended the conference, this was, in itself, an area that emerged as a critical ingredient for creating the conditions for shared governance and hence central to combating poverty and exclusion. By sharing information and the wealth of experiences between nations, good governance and shared governance can be advanced across all countries.

The above issues are by no means exhaustive of the lively and rich tapestry of content papers and debates that characterised the conference. The value of such a conference, as many would recognise, resides less in the formal sessions and much more in the informal dialogues that took place in the long passages of the conference venue and during the informal breakfast and dinner engagement.

The momentum and optimism that permeates NEPAD is, in many respects, clearly evident in the energy of public service and academic colleagues from other parts of the continent. Many noted that there is a new emerging generation of leaders in the continent who are willing to take responsibility and who are willing to “share” in the immense challenge of combating poverty and exclusion. The momentum and energy is reflected in, amongst others, the strong desire to enhance exchange and reflections within the continent. In many respects, the conference in Cameroon provided us with the opportunity to strengthen our relationships across the continent.

Building on the energetic exchange at the conference, we stand at a time in the history of Public Administration where it is possible for us assert African perspective on global public administration paradigms and practices.
There are a great many models of leadership that have been developed over the years. It is important to understand that models are merely an attempt to describe reality — they are not reality in themselves. One problem identified early in the work of CIDA’s Afrikan Leadership School was that the models used to teach principles of leadership were developed by researchers and business schools primarily located in the United States. Clearly, the US environment is very different to that which we find in Southern Africa.

Because of this lack of credible local research, it was decided to undertake some primary research in South Africa on leaders representative of all parts of the community. This was done by CIDA students who interviewed hundreds of leaders and their constituents ranging from owners of spaza shops through government officials to directors of listed companies throughout Southern Africa.

The model derived focuses not on the trait and situational theories used by traditional business schools but rather on the things that successful leaders actually do and the things they believe about themselves. These actions and beliefs are indicative of important underlying value systems.

The Epic Advisers Leadership model is African and is based on an analysis of approximately 600 projects undertaken by students of CIDA City Campus as part of a course in African Leadership run in 2002. The research suggests that effective leadership consists mainly of understanding and using the following factors and personality traits by the leader:

• Emotion
• Power
• Inspiration
• Charisma
• Authority
• Drama
• Vision
• Intention
• Storytelling and journey making
• Experience
• Role modelling
• Self-perception

This particularly African model can be described as the EPIC ADVISERS...
model. Epic Advisers is an acronym of the first letters of the above words. The acronym is particularly interesting as leaders are not only adept at advising and creating epics, but that this is probably the most important thing that they do:

- **EPIC** – An extended narrative poem in elevated or dignified language, celebrating the feats of a legendary or traditional hero. It can also refer to a literary or dramatic composition that resembles an extended narrative poem celebrating heroic feats.
- **ADVISERS** – Those who advise and educators who advise students in academic and personal matters.

Whilst it is possible to occupy a leadership position without having a high level of the above characteristics or traits, this will influence the overall effectiveness of the leader. In fact, these attributes function in concert with each other as part of a dynamic system with no two leaders exercising these factors in an identical manner.

These characteristics can be more fully described as follows.

**Emotion**
A state of mind that can arise spontaneously as well as through conscious effort. Emotions are often accompanied by changes in the body. Emotions also refer to that part of consciousness that involves feelings; a moving of the mind or soul; excitement of the feelings, whether pleasing or painful; disturbance or agitation of mind caused by a specific exciting cause and manifested by some effect on the body. Leaders are able to stir up and project the emotional states of the people around them. This is done by speaking, body language and often by the leader's presence alone.

**Power**
The ability or capacity to perform or act effectively. The ability to exercise great influence or control over others. A specific capacity, faculty, or aptitude.

**Authority**
The power to enforce laws, exact obedience, command, determine, or judge. Authority figures include your parents, your peers, the courts, the police, the church, pop culture, etc. Some types of authority include:

- Charismatic
- Traditional
- Legal
- Formal
- Functional

**Charisma**
A rare personal quality (personal magnetism or charm) attributed to leaders who arouse fervent popular devotion and enthusiasm. Charisma is derived from the Greek word “charisma” meaning divine favour. The result of charismatic powers is to manipulate the behaviour, values, beliefs and attitude of people. As such, it can also have negative connotations.

**Vision**
A course of action that one intends to follow. A desired outcome that one sees at the end of a process.

**Intention**
A strong and unambiguous self-perception of being. Role modelling is a crucial and often-unconscious mechanism used by people to confirm their allegiance to a group or cause.

**Drama**
A sense of drama, ritual and occasion is vitally important to create milestones in time allowing everyone to experience the same emotions simultaneously. Leaders have an instinct for knowing when drama ought to be used to make a point, create an impression or perform a rite-of-passage. Drama could be used to mark otherwise mundane events such as when a new customer is acquired, a project is completed or a new employee is hired.

**Self-perception**
A strong and unambiguous self-perception appears to be a common trait among leaders. Leaders who have an unwavering impression of themselves and their worth will likely be seen in the same light by those who work with them.

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South Africans need public servants that are skilled, effective and loyal in their work. Senior public servants are responsible for setting an example, not only in terms of methods and use of public resources, but also for sound judgement and respect for the provisions of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), Code of Conduct for Public Servants, Public Service Act, 1994 (Proclamation 103 of 1994) and societal values.

Their behaviour consequently becomes a model for their colleagues, juniors and members of the public who aspire to be public servants. To lead an exemplary life, public servants need to be aware of the characteristics of a professional, what people expect of a professional and the professional roles of public servants.

**What is a professional?**

The word “professional” is derived from the word “profession”. A profession is an occupation for which the necessary preliminary training is intellectual in character, involving intensive education and training at acknowledged higher educational institution, existence of a code of conduct enforced by a statutory body, mental rather than manual work and commitment to one’s work as a calling.

It is an occupation which is pursued largely for others and not merely for oneself. It is an occupation in which the amount of financial reward is not the accepted measure of success. A public servant who possesses these and other professional characteristics is referred to as a professional.

The preferred role model for both the aspiring and current public servants is that of a professional. Junior public servants and members of the public see the role model of a professional as satisfying the need for a system of ethical standards. To them to be professional is to be ethical. To the public servant in con-
tact with the members of the public, professionalism is the quest for the greatest level of client satisfaction. Professionalism refers to being competent, effective, efficient, ethical and qualified for performing assigned and accepted duties. It means a commitment to an ethic of product and service quality, and a need to be innovative. It is most effective when it begins at the top and proceeds downward throughout the departmental structures.

What do people expect of a public servant (as a professional)?

To be worthy of the name “professional”, a public servant should possess the following characteristics:

- Competence: he/she must possess basic educational qualifications. Continuing education is of paramount importance for the professional.
- Responsibility: he/she accepts full personal and professional responsibility for advice given. He/she is accountable to both customers and his/her profession through codes of conduct.
- Empathy: he/she does to others what he/she would like others to do to him/her.
- Impartiality: in providing services to members of the public or performing human resource functions, a professional does not discriminate against people on the basis of race; ethnicity; language; colour; culture; political, religious and sexual orientation.
- Credibility: a professional inspires his/her colleagues through his/her professional actions. Because of his/her credibility, colleagues and members of the public have confidence in him/her.
- Integrity and trust: a professional is a person of good reputation and moral courage even against unethical manoeuvres by clients or his/her seniors.

Characteristics of a professional

The following are some of the attributes of a professional public servant:

- not self serving;
- assumes social responsibility;
- possession of special skills;
- behaving ethically (abiding by the provisions of code of conduct);
- commitment to one’s work;
- keeping up with state of the art (continuing education); and
- is a public servant and not private/personal/family servant.

Selected roles as a professional public servant

A public servant’s role in professionalism in the public service is discussed briefly below.

Acting as a leader

Leadership is the ability to persuade others to seek defined objectives enthusiastically. It is the human factor that
binds a group together and motivates it towards goals. A senior public servant has a vital role in developing morale and creating enthusiasm in the departments of the public service. A senior public servant must have a clear and strong sense of vision, mission and focus. The art of leadership consists of concentrating the attention of juniors on a predetermined mission.

It is the duty of senior public servants to promote collective leadership in the public service. Collective leadership can be defined as an African value-laden practice of decision-making by the collective body for the benefit of all within the spirit of Ubuntu. Papp (1984) reckons that the collective body can be a tribe, a clan, a village and/ or an extended family. It is the basis for social contract that stems from, but transcends, the narrow confines of the nuclear family to the extended kinship network of the community.

In the context of this discussion, the public service can be equated to the collective body. Oosthuizen (1985:92) contends that collective leadership is founded upon the unique understanding that the isolation of man is anomalous. It manifests itself among African expressions such as: “the fact that I am I and not the other; that the other is another and not me, is not acceptable, I am only because we are, and since we are, therefore I am.”

Collectivism, also known as communitarianism, places greater importance on working for the common good and it has significant practical implications for the public service life. Among this is the fact that it provides emphatic communication, teamwork, joint efforts, nurturing leadership and determination and achievement of common objectives (Tshikwatamba, 2002: 14).

According to Markus and Kityama (1991: 227), when collectivism is the dominant value orientation within the departments in the public service, public servants experience a fundamental connectedness to each other. In this collective leadership environment, the collective determines the departmental culture and values. The collective body enjoys the custodianship of processes and ownership thereof.

The desire to maximise employees’ commitment to the public service and the ultimate objective of motivating them to operated as co-owners, and not as mere public servants, is attainable when collective leadership is prevalent. Senior public servants, as leaders, should be visible to their juniors. They should involve their juniors in problem solving; performance management processes and must treat them with respect, as they cannot be leaders without followers.

When acting as a leader a public servant should act as a positive behaviour model. He/she should do this through the socialisation process, which is “the formation of character and conscience” (Selznick, 1992:125). To create a public service culture that contributes to professionalism, a senior public servant needs to set an example in (i) their own behaviour and (ii) the functioning of their departments.

Senior public servants exert a much greater influence on their juniors through their personal behaviour than through the things they say. Economic values such as efficiency and professional values such as respect for a code of conduct and pride in one’s job are just so many words if a senior public servant disregards them in his/her actions. If senior public servants want their juniors to adhere to the provisions of the Code of Conduct they have to adhere to those provisions.

In other words, a public servant must act in an exemplary manner and operate in such a way that the characteristics of an administrative profession are seen to be honoured. A senior public servant must not lead by saying, “Do as I tell you”, but by saying, “Do as I do”.

**Promoting ethics**

Ethics is that branch of philosophy dealing with values that relate to human conduct with respect to the rightness or wrongness of specific actions and to goodness or badness of the motives and ends of such actions.

“Rightness” refers to what ought to be or what is acceptable to a particular society or group of that society. “Wrongness” refers to what ought not to be or what is unacceptable to a particular society or group of that society. Thus, concern with ethics in the public service focuses on what is considered to be right and proper behaviour of public functionaries. Public servants are expected to act in an acceptable, effective, efficient, accountable, proper, fair and equitable manner in the execution of their official duties.

A senior public servant plays a major role in enforcing the Code of Conduct for Public Servants. In fact the purpose of the Code is to promote professionalism. A senior public servant must foster a culture of commitment to serving members of the public and promote and seek to implement the basic values and principles of public administration. These values and principles include:

- a high standard of professional ethics must be promoted and maintained;
- efficient, effective and economic use of resources must be promoted;
- public administration must be accountable;
- providing services to members of the public impartially, fairly, equitably and without bias; and
- providing the members of the public with timely, accessible and accurate information to foster transparency (Section 195 (1) of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)).

Senior public servants, as employees of the public service, owe a duty of loyalty to the public service and to the Code of Conduct for Public Servants. Loyalty is one of the moral attributes of senior public servants. It involves loyalty to the democratic ideals, which at times may conflict with the logic or purity of professional expertise.

Loyalty to the democratic ideals is also
referred to as the ethics of democratic responsibility.

Acknowledging workplace diversity
Workplace diversity does not only refer to cultural differences or the number of diverse individuals entering the workplace, it also includes other differences such as race, sexual orientation, gender, parental status, age, language, geographical origin, differently-abled, religion and culture (Chang, 1996:7-8).

A senior public servant must be sensitive to people from different educational, religious, political, economic and socio-cultural environments that are appointed into the public service. The behaviour, attitude, beliefs and prejudices and personal value preferences of these people are shaped by the environments from which they come. The result is that not all candidates immediately fit in with the new democratic, non-racial and non-sexist public service. The new public service requires particular behaviour and attitudes that are in line with the basic principles of public administration.

Diversity impacts on the public service in several ways. For example, if not managed properly, diversity can hinder productivity, create conflicts, lead to communication gaps and result in unfair hiring/promotional preferences.

Diversity is also beneficial to the public service. For example, capitalising on workplace diversity can help the public service to gain a competitive advantage, that is, a group of homogenous people can certainly come up with ways to do things cheaper, faster, or better, but the odds are that a well-managed group of diverse individuals will be able to look at proposed policies from all angles (Chang, 1996:10-11).

In fact cultural diversity at the workplace means that a senior public servant should open up from his/her culture to adopt alternative ways of solving administrative problems.

Areas of workplace diversity training for a senior public servant include how to get the job done in the diverse workplace; introduction to the Employment Equity Act, 1998 (Act 55 of 1998); challenges/problems in the recruitment and selection process in the context of employment equity; equal opportunities and dealing with a possible backlash by formerly advantaged groups.

Further attention should be paid to orientation to the roles and functions of institutions supporting constitutional democracy. These institutions include Human Rights Commission, Commission for Gender Equality, the Public Protector, the Auditor-General and the Public Service Commission.

Acting as a communicator
There is a need for well thought out and regular communication with junior public servants, so that the views of the legislatures are conveyed with conviction and reasons for policies are explained. Junior public servants are sometimes uncertain whether the information is correct if the only communication they receive is sent out when there are problems.

To be effective, communication must be continuous. Senior public servants have particular communication obligations in the broader context of creating effective and efficient departments in the public service. They need to ensure that the correct information reaches their juniors and members of the public at appropriate times.

Barriers to effective communication that must be noted include information overload, which makes it difficult for junior public servants to concentrate on items that are relevant and essential to perform current tasks. The remedy is for a senior public servant to pass along the relevant information necessary for the juniors to perform their jobs.

Personal value preferences of the receiver of information can also serve as a barrier to effective communication. Senior public servants must have insight into the value preferences of their juniors if communication is to be effective. When a senior public servant interacts with colleagues and juniors there is always the possibility for error caused by a negative attitude.

For example, a senior public servant must be careful not to assume that his/her juniors know little about a subject and talk down to them. Conversely, junior public servants with the attitude that their senior has no expertise in the subject may unconsciously filter out the message being passed on.

Concluding remarks
South Africa comprises various ethnic groups with different languages. Each of these ethnic groups has its own value systems: cultures, traditions, ethos, mores, conventions and religious beliefs. In the performance of human resource functions such as recruitment, no person must be discriminated against on the basis of race, ethnicity, culture, language and beliefs.

To attain this objective, all public servants must accept one of the central professional values of public administration: the ethos of objective competence. For public servants to be objective, they must be impartial in their dealings with the members of the public and must adhere to the law and equal treatment of equal cases under the law.

To be competent is to apply the knowledge and skills obtained through training to any problem or situation that has to be considered. The competence, to be objectively exercised, is grounded in a body of public administration knowledge and skills. Greater competence increases the rationality in problem solving.

References


Invasive alien species are emerging as one of the major threats to sustainable development, on a par with global warming and the destruction of life-support systems. These aliens come in the form of plants, animals and microbes that have been introduced into an area from other parts of the world, and have been able to displace indigenous species.

The focus is usually on plants, animals and microbes that have an environmental (including agricultural) impact, and these alone have been estimated to be destroying up to 4% of the global Gross National Product (or more than twice Africa’s combined GNP). Were we to add in the invasives that impact on human health — the cholera, typhoid, SARS, HIV/AIDS, Ebola virus, and others down to the influenza strains — the figure would be far worse.

We, like all countries, have no option but to respond to these threats. Either we deal with them, or they will deal with us. In 1995, following the country’s first democratic elections, the then Minister of Water Affairs and Forestry, Professor Kader Asmal, initiated the Working for Water programme. It was styled as a labour-intensive initiative to prevent and control invasive alien plants, and took its name from the massive impacts that these plants are having on our water security. However, it is a multi-departmental initiative, championed by Ministers Ronnie Kasrils (Water Affairs and Forestry), Valli Moosa (Environmental Affairs and Tourism) and Thoko Didiza (Agriculture) and their departments.

Invasive alien plants in South Africa include the likes of the American bramble, Indian laurel, Brazilian pepper tree, Spanish broom and Australian blackwood. However, the most serious invasive plants in our country include the triffid weed, the pom pom weed, black wattle, mesquite, water hyacinth, various species of pines and various species of hakea. (There are also animals such as Norwegian rats and European starlings, and microbes such as “mad cow disease” and foot-and-mouth, that are very serious invasives, but these are not the focus of the Working for Water programme.)

As the name implies, invasive alien plants invade. They spread and grow, and their impacts worsen rapidly. On top of that, we are extremely vulnerable to the introduction of new invasive alien plants, be they brought in for horticultural or agricultural purposes or...
brought in accidentally. Moreover, it is not just what happens in South Africa, but equally what happens in our neighbouring countries, that will determine the full threat of invasive alien plants (and other invasive species). This highlights the vital role that the New Programme for Africa’s Development (NEPAD) must play in combating this scourge.

These invasive alien plants combine to threaten South Africa’s development in several ways:

- They are the single biggest threat to the country’s biological diversity.
- They have significant impacts on the ecological integrity of our natural systems.
- They are having a dramatic impact on our water security, already using some 7% of our water.
- They impact on the productive potential of land.
- They increase the intensity of fires.
- They can intensify flooding, erosion, silting of dams and water quality problems.
- They degrade wetlands, estuaries and other sensitive systems.
- They can become a major threat to trade interests, should our trading partners refuse to accept products because of the risks they impose through associated invasive alien species. This aspect is becoming a major consideration in the field of invasive alien species, given the way in which it can also be manipulated to thwart free and fair trade.

**Results and challenges**

Working for Water has been one of the country’s successes, having been associated with some 35 national and international awards, and this is illustrated in the exceptional increase in its budget — from R25 million in 1995/6 to R442 million in 2003/4. It has provided training and employment opportunities for upwards of 20 000 people, drawn from the poorest-of-the-poor, and has had a special emphasis on those who are most marginalised, such as by race, gender, age and disability; those from single-parent households; those fostering orphans; military veterans, former inmates and others in need of poverty relief support. Over one million hectares of land has been cleared of invasive alien plants over the past eight years.

It has also spawned several vital initiatives, such as the Working for Wetlands programme, the Working on Fire programme, the Santam/Cape Argus Ukuvuka Campaign, Operation Vuselela (working with the SANDF to provide employment and training opportunities for military veterans) and Working on Abilities (targeting the disabled).

It should be acknowledged that some of the social emphases have not won strong support from those who believe that these are the responsibilities of other line-functions. This was particularly true of the early days of democracy, when in the settling-down process, programmes like Working for Water were often not able to secure the delivery of responsibilities from other line-functions.

The nature of the core funding (from the RDP fund, and later the Poverty Relief allocation) did mean that this was Government funding in a cross-cutting sense, and allowed the programme to explore taking a direct partnership role in functions such as those mentioned above.

For all this success, the Working for Water programme has its share of challenges. It has not had a clear mandate and authority from its parent Departments, and this has led to avoidable inefficiencies. Perhaps the most poignant example is the failure to create an
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“enabling environment” for workers and contractors exiting the programme. Were disincentives to be used intelligently, it would be possible to create work opportunities for those who have completed an adequate training and empowerment programme within Working for Water. But that has not happened. In essence we over-subsidise land-owners, instead of using our laws and incentives to secure sustainable solutions.

Linked to this lack of a mandate and decision-making authority has been administrative weaknesses, resulting in delays in procurement and a failure to always pay contractors and their workers within the stipulated time-frame (something that is totally unacceptable in a poverty relief programme). Working for Water is still grappling with ways in which to optimise the necessary public and private partnerships.

In a recent evaluation, the programme has been fairly criticised for not being sufficiently flexible in prioritising emerging weeds (controlling them before they get out of hand), and its use of fire and other alternative options for control of invasives. Its monitoring and evaluation is inadequate, and there is evidence of “lost hectares” — clearing work that has not been followed up, resulting in a re-growth of the invasive alien plants. It has also not used It has been severely under-staffed, and only recently has it been able to build towards a more adequate capacity.

Notwithstanding these many challenges, the Working for Water programme has maintained a record of having spent 97% of its budget of over R2 billion within the financial years in which it was allocated. One aspect that has driven this has been the extraordinary dedication among staff. Most of the staff, and particularly the senior staff, work exceptionally long hours.

It is thought that the extent to which staff members are challenged to take responsibility and accountability for their actions is a factor in this commitment. Having been a stand-alone programme, it might have been easier for staff to also have a sense of reward for the individual achievements in doing our work. The strong political leadership has also played a part in this outcomes-based drive, and the opportunities that have been granted to staff members to be somewhat removed from conventional bureaucracy may have led to a culture within the organisation that is compelling for them. Staff members have been encouraged to consider better ways of doing things, and to trial different approaches — and in the full knowledge that sometimes we shall make mistakes.

Working for Water has provided training and employment opportunities for upwards of 20 000 people

There are too many weaknesses in the programme to allow it to continue as before. The programme is reassessing its mission, objectives and strategy, so as to more closely align its benefits with the needs of its parent departments, with other associated natural resource management programmes (such as combating desertification and land care), and with efforts to prevent and control other invasive alien species. It is also challenging its parent departments to commit themselves to the most effective collaborative approach to dealing with invasive alien plants.

The recent development of the Biodiversity Bill has promised a massive step forward for Working for Water and South Africa’s effort to contain the damage of invasive alien species. This has been further boosted by the establishment of the Secretariat of the Global Invasive Species Programme within South Africa. We have no option but to do this work, and Working for Water has provided a strong platform on which to build a world-class response to the scourge of invasive alien species.

Working for Water needs to learn from the experiences of other programmes, such as the Santam/Cape Argus Ukuvuka Campaign. This has been a specific project initiated by Working for Water and partners, in the Cape Peninsula National Park and its adjacent urban areas.

Ukuvuka is a Xhosa word meaning “to arise” or “to wake up”, and took its name from the need for the people of Cape Town to take note of the threats posed by invasive alien plants and uncontrolled wild fires. It raised funding of R34.5 million from four major companies, Santam, the Cape Argus, Nedbank and Total, and a further R30 million from the City of Cape Town, for a four-year project. Working for Water and Working for Wetlands have also invested in the campaign. Ukuvuka has been invaluable, not only in its work with its partners to arrest the threat of invasive alien plants and wildfires, and undertaking rehabilitation work, some exceptional work in fire prevention in informal settlements (having reduced shacks lost to fire by an astonishing 90%), and in public awareness. It has also been a major “learning curve” in terms of institutional and administrative efficacy, and in lessons in partnership management.

To take an example of administrative efficacy, the National Programme Leaders is at a Deputy-Director General level, and yet has to date waited almost a year for a laptop computer. When it eventually arrives, it will no doubt be more expensive, more difficult to have serviced and less powerful than the laptop that Ukuvuka bought for one of its senior managers in one day! There are even more serious comparisons, such as the efficacy of procurement of materials for contract teams (where in Working for Water, teams sometimes cannot work because of difficulties in obtaining order numbers) or the timeous payment of staff (which can drive them into the heartless clutches of the loan-sharks). Working for Water needs to take note of the lessons learned in this Public Private Partnership. Perhaps other programmes would also benefit from such interrogation.

Working for Water nevertheless continues to face the challenge to upscale its efforts in planning, to ensure that we do things optimally in terms of where we work, with whom we work, and upon what we work. There is no point in clearing densely infested areas down-
stream or downwind of a seed source, if the seed source is not controlled. There is no point in focussing one’s efforts on clearing an area if nothing is done to protect the area from other opportunistic invasives. There is no point in doing all this work if the land-owners are not committed and capacitated (including being forced) to maintain the gains that are made through follow-up work. There is no point in having attractive policies, strategic plans, business plans, annual plans of operation and all the other wish-lists, if there is no monitoring and evaluation of what is being achieved.

There may be no point doing any of this if wild cards such as fires and emerging weeds undermine all the work that has been done — more so in the knowledge that these are both very difficult to combat and require a flexibility seldom found in bureaucracies. And, above all, South Africa needs to learn that there is no point in spending billions of Rands on controlling existing invasive alien plants (and other species) if little is done to prevent new alien species taking their place.

A lot of these problems are to do with capacity and planning within the programme, but they are also massively influenced by a lack of congruence between departments with a responsibility for the control and prevention of invasive alien species.

Meeting the challenges

Already we have a situation that despite all the efforts of Working for Water and others, invasive alien plants are still spreading and growing at a faster rate than we are clearing them. We need to strengthen our capacities to deal with the problem, as we know that one of the consequences of globalisation is a massive increase in the movement of species around the world.

The internet alone poses the gravest of threats to all countries, as speculators profit by selling species with no regard for what they may do in the countries into which they are imported. The consequences for trade, and particularly free and fair trade, are dire, and this is being seen in the way in which the trade agencies are increasingly taking over the decision-making around invasive alien species in developed countries.

The social dimension is a further challenge. Working for Water has been fairly successful in reaching its targeted audiences. Some 21 500 people received employment and training opportunities in the programme during the past financial year, over half of whom were women, a quarter of whom were youth, and almost 2% of whom were disabled. Additional efforts to reach target groups have also been fairly successful, and the programme can be confident of its abilities in these regards.

What has been not as successful has been the partnership around social development goals. There is still disquiet about such a programme undertaking aspects of work that are the domain of the Departments of Social Development and of Health, and an inadequate partnership approach with these Depart-ments in ensuring that Working for Water adds optimal value to their strategies.

Part of the re-assessment of the programme is to dovetail our efforts with those of the core departments, and to ensure that Working for Water retains its focus rather than taking on all issues. What is clear, however, is that there has not been much thought given to the boundaries of responsibilities, and one runs the risk that some things may not be done if programmes like Working for Water do not do them themselves.

For example, when Working for Water had clearing teams camping out in the Soetkras area above the Tsiisi-kamma National Park, we found that only 16 of the 120 workers were women (13%, instead of the target of 60%). Of those 16 women, nine had unplanned pregnancies within the first year. To-gether with the Department of Social Development, we initiated a Sexual and Re-productive Health programme, and have reduced the percentage of unplanned pregnancies by 85%, among what are now 73 women in 123 workers in the area.

We have been a catalyst in the building of a crèche-cum-multipurpose centre in the feeder settlement, and have worked with the authorities to ensure that we do what we can to build a better life for all those with whom we engage. Some would argue that even though it did not cut down invasive trees in the short-term, it could help to cut down more invasive trees in the long-term.

Although it is obvious that we do not have sufficient control over the problems we have been experiencing in the management of invasive alien plants, it is also true to say that we have begun to take the steps that are necessary if we are to stave off these challenges.

We are working up towards a budget, capacity and mandate to fulﬁl these obligations. What is critical is that we learn of the best management practices appropriate in the work that we are doing. For example, in combating invasive alien plants, the combination of mechanical, physical, biological agent, environmental (e.g. fire) and chemical control has many permutations. Within that, we need to work on the use of incentives, disincentives, advocacy and research to bring about the right response from people and organizations. There is also a critical need to tackle weaknesses in our planning, systems, structures, procedures and general management.

The presence of the Secretariat of the Global Invasive Species Programme (GISP) in our country will surely rub off in what we learn from international best management practices. GISP has a critical role to play in the international response to invasive alien species, and South Africa, whose response to species other than certain invasive alien plants has been muted, can certainly learn from what GISP achieves. The New Programme for Africa’s Development (NEPAD) also has potential to further the control of invasives in our continent and country, in concert with GISP.

Conclusion

In conclusion, the Working for Water programme has been a flagship programme for the democratic Government of South Africa, and has achieved a great deal under difﬁcult circumstances. Now is the time for these circumstances to be reviewed, and the clearest way forward to be agreed upon by all stakeholders, to ensure that South Africa does indeed take control over invasive alien plants (and other species), and that in doing so we add optimal value to the goals of Government.
The aim of the project was to assist the Department of Health and Welfare to turn Maphutha Malatji and Letaba Hospitals into centres of service delivery.

Though to some extent consultants are featured in the project, their role does not go beyond facilitating. The responsibility of implementing lies with the hospital staff. It is part of the ISP2 initiative with an overall objective to improve efficiency, effectiveness and co-ordination of service delivery by the provincial departments in support of the Provincial Growth and Development Strategy.

It is a comprehensive intervention programme that has been formulated and led by hospital management supported by the provincial head office. Most importantly, it is aligned to the policies and procedures of the National Department of Health.

In addition, it also builds on the provincial infrastructure grant initiative to accelerate maintenance and rehabilitation of new and existing infrastructure.

Short history of Letaba Hospital

Both Maphutha Malatji Hospital and Letaba Hospital are situated in the Mopani district, one of the six districts of Limpopo Province. Letaba Hospital, which is the focus of this article, started as a missionary hospital in 1964. It was taken over by Gazankulu homeland in 1977 until 1994 when the homeland system was abolished in South Africa.

For a long time after its inception, Letaba Hospital operated as a 350 bed hospital. However, after 1994 with the revitalisation process, a number of wards were demolished to make way for new and modern facilities that are currently under construction. At the moment, the hospital has a capacity of 256 beds in total.

The hospital is now undergoing a facelift with more improved facilities. Among others it now has a beautiful entrance, new state-of-the-art pharmacy and a new outpatient department. In addition, unlike the old huge open plan-style wards, the hospital now boasts new wards with one to four bedded side wards that offer patients more privacy and dignity.

The project phases

The project is divided into two phases. Phase one, the scoping phase, involves diagnostic assessment which includes benchmarking and the setting of the business case for change. Phase two is divided into two sub-phases. Phase 2a is the design phase of and transformation
as regards building blocks. Phase 2b features transformation, implementation with an integrated approach revolving around:
• Process improvement;
• Patient management; and
• Organisational development.

Phase 1: Scoping study methodology

In this phase, a comprehensive scoping study was conducted regarding all areas of operational functionality in the two hospitals. Management and staff were called to workshops to participate by helping to confirm the scoping study observations and priority requirements. A provincial steering group with a diverse membership, i.e. government, hospital staff and consultants, had been put in place from the onset. This group conducted workshops to report on the findings of the scoping study at the same time receiving comments and feedback on other provincial led initiatives that may impact on each hospital.

The Council for Health Service Accreditation of Southern Africa (COHSASA) also completed their initial assessment/verifying survey as part of a full accreditation programme. The Centre of Excellence model was also completed and the learning excursion to Grey’s Hospital in Pietermaritzburg and Inkosi Albert Luthuli was conducted under the auspices of the IPSP project. Both hospitals have been accredited by COHSASA.

The Centre of Excellence model

The Centre of Excellence model revolves around the patient, from the moment of admission into hospital, how they are treated, up until when they are discharged. The model looks specifically at key areas such as business/operational management, staff management, facility management, clinical and non-clinical support and patient/customer care.

The scoping study shows a variety of results. These are displayed in the colours of a traffic light. Green denotes an area that does not require a lot of attention, (low), amber points to an area that requires medium attention while red is about maximum attention.

Phase 2a: Design phase of rollout and transformation building blocks

This phase involved the identification of implementation programmes. Change management and communication strategies were designed and a comprehensive project/programme plan was developed. There are 17 intervention areas:
• Centre of Excellence launch project: To ensure buy-in of internal and external stakeholders to the project and to publicise what the project aims to achieve over the next 6 months.
• Management support: Working with each hospital CEO and senior management to improve operational management processes and planning.
• Human Resource Management: Completing a series of HR control evaluation and working towards improving the day to day functionality of HR management processes.
• Revenue collection: To identify income-generating opportunities to ensure that robust control processes are in place to realise revenue.
• Asset management: Training on how to generate and manage a fixed assets policy.
• Procurement management: To improve the efficiency and effectiveness of procurement throughout the hospital supply chain (order utilisation)
• Information management: Establish ways to improve the availability and utilisation of information for patient care and management processes.
• Quality improvement: To establish a quality improvement and control programme.
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• Quick wins: A series of hospital-specific initiatives aimed at improving the ambience and patient care/working environment, for example the erection of a fountain at the entrance of the hospital.
• Change management and communication: Establishing a comprehensive “buy-in” to change involving and informing all stakeholders.
• Training and development: To provide a series of training courses aimed at assisting staff and management in operational functionality.
• Outsourcing and SLA management: To identify potential outsourcing opportunities and, where they already exist, review service level agreement against delivery.
• Business performance improvement: Working with staff and management in selected areas on how to improve operational processes and reduce bottlenecks/waiting times.
• Medical records: Identifying ways to ensure that the medical record is available for optional patient care at all times.
• Batho Pele principles: Working with management and staff in implementing approaches to ensure compliance with Batho Pele principles.
• Patients’ rights: To work towards introducing a comprehensive framework for providing processes that support patient and family rights during care.
• Clinical care processes: To work towards the establishment of a comprehensive framework to ensure that sound clinical care processes are being introduced for each hospital.

Business Performance Improvement methodology for Limpopo ‘Centres of Excellence’ workstreams

A series of workshops have been scheduled wherein COHSASA will visit the hospital frequently to monitor quality improvement and the adherence to Batho Pele principles by hospital staff in many areas of their day-to-day operations. These workshops cover critical areas such as performance management and, most importantly, medical records management. These workshops deal with many aspects of medical record management, i.e. aims and goals, best practices, examining the current system to identify gaps and explore ways of dealing with them. Subsequent actions would include working jointly with consultants to explore and implement strategies of improving the intervention areas.

Throughout this process there is bound to be an empowerment strategy whereby consultants would have to transfer skills to hospital management and encourage information sharing for capacity building. The goal is for the hospital to ultimately take charge of its own destiny by completing the present phase of projects and taking on new ones in a bid to steer itself to higher levels of development and performance in delivering health services.

Communicating key messages

Key messages that were developed for this project include:

- Outlining the need for a Centre of Excellence and the approach to be taken in developing one.
- The importance of staff ownership to the project.
- Listening to patients and community expectations.
- Improving the operational delivery of hospital services.
- The expected benefits of change.
- The future vision for hospital services in the region and province.
- The involvement and participation of other stakeholders, “Friends of Letaba”.
- The launch of specific initiatives.
- Monitoring the progress of initiatives.
- Evaluating success.
- Highlighting “quick wins”.

Where we are now

In terms of its progress, the project is currently on phase 2b where the focus is on transformation implementation with an integrated approach. Key issues in this phase include process improvement, patient management and organisational development.

The implementation of a series of support projects will be completed shortly through the help of consultants. COHSASA accreditation process continues. In their accreditation, COHSASA focuses on a range of intervention areas and benchmarking. To motivate staff members to accept and inculcate change in their work, Letaba hospital on its initiative degraded its rating. As a result, medium rating was marked as low in order to throw out a challenge for further improvement.

The baseline survey that COHSASA conducted will be used as an evaluation tool in terms of performance improvement for all specific areas. This will be useful in evaluating specific MCH initiatives by consultants during the six months implementation period.

Progress and way forward

The Centre of Excellence project was launched on 8th August. However, more projects are still in the pipeline to be launched in the future. Also, the COHSASA baseline tool will continue to be used to monitor and review progress.

Implementation challenges

One of the major challenges relates to staff perceptions and attitudes towards the project. It emerged that to most staff members, service delivery improvement is outside their work schedules, “extra work” rather than part of their day-to-day duties. Staff members, for instance, regarded the attendance of workshops, as additional responsibility across ranks.

Other staff members saw the whole exercise as a derailment, rather a distraction from their critical duties. They did not realise that participation in these workshops as well as other activities would ultimately result in an improvement in performance.

The province needs to address certain issues that could impact on the project. These would include resource allocation, e.g. finances for more properly qualified staff member.

Prognosis – the future?

In the long run the project design is aimed at encouraging staff members to take ownership of the Centre of Excellence concept. This will be of enormous help in terms of other projects that the hospital intends to take on in future.
The Bantu Investment Corporation (BIC) was established before the homeland governments as a vehicle for the development of infrastructure in black areas. Instead it created dependency and put many enterprises in huge debt. When homeland governments were established, BIC was re-established in those areas in the form of agricultural and developmental corporations such as Lebowa Agricultural Corporation, Agriven and many others. Although structurally BIC was reformed and renamed in those areas, the mentality and the dependency approach were never changed.

The formation of a mega corporation titled Agricultural and Rural Development Corporation (ARDC) in 1996 was based on exactly the same pattern of thought. However, there were structural changes whereby the existing corporations in the three homeland areas in the former Northern Transvaal, namely Agriven, LAC and Gazankulu Agricultural Corporation were amalgamated under the management of an MD from one of those homeland corporations.

While all the major government assets, farms and estates were transferred to ARDC, an annual share capital amount of R70 million was being pumped into this mega corporation. As a result the government of Limpopo became the biggest farmer in the province. However, despite such tremendous support the corporation still showed signs of financial, technical and managerial weakness.

When Government’s new fiscal policy under the present Minister of Finance
was adopted and implemented in the province, the ARDC’s subsidy was reduced from R70 million to R47 million and eventually to R20 million. This meant, in principle, that new operational policies and strategies had to be sought after in line with the meagre budget. However, the corporation opted to maintain the status quo, selling assets and farms to pay unjustifiably astronomical salary bills and overheads at the expense of development programmes. While on the surface it appeared that money was the main problem, the fundamental rot revolved around wrong management decisions based on a wrong mentality and approach. This pattern continued until creditors, operating expenses including pest control, weed control, wages etc. could no longer be paid. Subsequently the effect filtered through to production. The quality of the fruit dropped to an extent that there was nothing to be exported during the 2001 harvesting season as all the produce had to be sent to juice factories.

Amidst this desperate situation, the present MEC for Agriculture came into the picture and from the onset he made it clear that “ARDC is not an old age home, it is a business”. He then prepared a comprehensive policy on “restructuring of agricultural assets and projects in Limpopo” with a proposal that the ARDC be abolished and its estates be restructured along sound commercial and business principles. This policy was supported and adopted by the provincial government in 2000 and the Department of Agriculture was mandated to apply it with immediate effect.

**Particulars of Zebediela Estate**

In terms of the new policy, 13 estates and farms needed to be restructured. Zebediela Citrus (pty) Ltd, which is a subsidiary company of ARDC, was one of them. The project of Zebediela was established in 1918 by the Schlesinger Group and then taken over by ARDC in 1996. Zebediela Citrus, (pty) Ltd, is situated along the Potgietersrus-Lebowakgomo road approximately 50km from Potgietersrus and 28km from Lebowakgomo.

The project covers a total area of 13 785 ha on 12 State-owned farms, the majority of which are under claim. Citrus fruits comprising 45% navels, 29% valencia and 26% lemons are produced on 850ha.

The total number of permanent workers is 290. During harvesting season a further 955 workers are employed.

**Major interventions by the Limpopo Department of Agriculture based on the new restructuring policy**

The situation as described above required immediate action. This came in the form of the immediate retrenchment in consultation with the unions of all 259 managerial staff of ARDC including Zebediela during 2001. In their place, officials from the Limpopo Department of Agriculture (LDA) were introduced.

During 2001, LDA also started with recruitment of strategic partners for short and long term operation of the estates in terms of the “Equity shareholding model” as adopted in the new policy on restructuring of State assets.

Zebediela also got a suitable strategic partner after a rigorous official process involving a requisition for proposals and detailed project profiles and other requirements. The partner came in as short term operating company, while the process of long-term restructuring was unfolding at the same time.

**Policy highlights and approach to restructuring of Zebediela**

The Provincial Government policy on restructuring of ARDC projects centres around the equity shareholding model that espouses the following proposals:

- Community as land owners;
- Workers as equity shareholder;
- Strategic partners; and
- Overall monitoring of the process and operation by the Government.

In addition Shareholders are to be represented by a board of directors.

**Shareholding arrangements**

The strategic partner will lease 100% share of the operating company (the value of the business and the movable asset) at R1 million subject to allocation of shares as follows:

- Community (land owners) X1%
- Workers X2%
- Strategic partner X3%
The land owners are identified through the lengthy process of land restitution with the help of the land claim commissioner’s office of Limpopo province. About 300 families with altogether 1 450 people are to benefit from this process.

**Lease agreement**

According to the lease agreement,
- The operating company will lease the land for 15 years.
- There will be an annual rental of R1 million payable in advance as a contribution to the overall endeavour to deal with social problems such as poverty.
- Current short term contract with the strategic partner will run its course up to September 2003.

After a designated strategic partner was identified on cost and output sharing basis, they then had to enter into short-term contracts covering a period of two production years. This translated into a lot of improvement and more profitable operation of the estate at almost no cost to ARDC, maintenance of the workforce, creation of trust and realistic track records of the SP as well as ARDC, the workers and the community.

**Working capital**

Working capital estimated to the tune of R30 million is needed for annual operation of the project. The strategic partner will provide the required funds in the form of revolving loan (unsecured loan) which presently cannot be made available by the land owners (community). The strategic partner will take the full operational risks.

The community may participate in sharing the operational expenses when they have accumulated sufficient cash out of their benefits from the estate.

In terms of present government policy, the land may not be used as collateral for borrowing operational capital from financial institutions.

**Management of the estate**

The strategic partner will provide general management expertise and management personnel. The operating company will be managed by a general manager in collaboration with and under guidance of the board of directors. The strategic partner will be reimbursed per annum at an agreed percentage of the gross turnover for technical, managerial and training inputs.

Both the workers and the community are represented on the board of directors of the operating company with voting rights.

Together with the strategic partner they will manage the estate in terms of the Company’s Article, the shareholding agreement, long term lease agreement
and other legal and contractual obligations.

Though also represented in the board of directors, the Government does not wield voting powers. Its role is monitoring adherence to various clauses of the agreements as well as smooth operation of the estate.

Workers and community trusts/ CPA

While the ARDC bore the overall responsibility to prepare trust deeds, it did so in consultation with the workers. They in turn elected their trustees and modified to some extent some of the clauses to meet their needs.

The community, supported by the Land Claim Commissioner, accepted their institutional structure as “Community Property Association”. The land and all its fixed improvements will be transferred to this association upon approval by the honorable Minister of Land Affairs.

Although a certain percentage of permanent workers at the estate are from the claimant community, they will also benefit from the workers’ share, together with other workers as their incentive for higher productivity. However, when a worker who is not a member of the community leaves, he/she should be replaced by one from the claimant community.

Training and capacity building

The strategic partner will provide accredited and apprenticeship training (technical and managerial) to other stakeholders, enabling them to continue with the operation of the estate on a sustainable basis at the end of their involvement.

The Department of Agriculture, as part of its formal on-site training programme, will assist the children and youth from the claimant community and the workers to obtain relevant degrees and diplomas from universities and technikons to support and sustain their estate and asset.

Expansion opportunities

The estate will be expanded and will increase the income as well as create more job opportunities. Table grapes and mangoes have been identified as potential expansion possibilities. This will make demands on the present work force to increase from 300 to 1,000 people without any redundancy. The strategic partner, with the support of the operating company, will provide the required capital cost of such expansion at prime rate.

One of the most important limiting factors in the operation of Zebediela estate which resulted in curtailment of the orchard area from 1,200ha to about 850ha in the 1980s, is the shortage of water. This will always constitute a major concern and would have to be taken into consideration if any expansion programmes are pursued. Presently the estate is being watered from three dams supported by about 120 boreholes.

At the moment a total of R600,000 is annually spent in Zebediela to purchase...
bags. Also, more money is spent to cover other costs. As part of the restructuring policy, 30 youths have been trained and are now working as SMMEs to manufacture bags and other materials for Zebediela and other markets. This number will increase as a result of projected demand of the market.

Four groups will eventually benefit from such expansion programme, namely the community, the workers, the SP and the youths among whom unemployment is at an all-time high countrywide, particularly in our Limpopo.

**Exit strategy**

The strategic partner should create sufficient expertise and technical capacity within the workforce and the community to enable them to take over the operation of the estate after the expiry of the lease period if they so wish. Similarly, strategies have to be put in place to build up sustainable cash reserves during the lease period for future operation after the expiry of the lease period.

The share of the strategic partner will be purchased by the community at the value of the crop on the land plus a percentage of the value of the movable asset. At the expiry of the 15 years lease period, there can be three options for continuation of the operation: self operation, new partner or the same partner who will assist the operation.

Whatever option, the ownership of the land and the fixed improvements will always remain with the community.

**Way forward**

The workers’ trust and the community property association will have to be registered.

Attempts should be made to securing the water rights for the estate from resources outside the area designated for expansion which are also under claim. The following three agreements have to be signed:

- Long lease agreement between the community and operating company.
- Shareholding agreement between shareholders of the operating company.
- Sale of shares agreement between ARDC and the strategic partner.

Finally, all the agreements and other valuable supporting documents will have to be submitted to the office of the Honorable Minister of Land Affairs. The Minister would then consider the plan and eventually ratify the transfer of the land to the claimant community through the offices of Land claim commissioner and the Department of Land Affairs.

**Zebediela today**

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Changing the Face of Local Government in Cape Town

Is it Possible?

By Greg Munro, Jane Hudson, Tessa Williams and Jenny Hastings based on the work of Cornel Brand, and in memory of him.

Presented by Jane Hudson at the 2nd Annual Service Delivery Academy, July 2003

New legislation: New Demands: New way of thinking

With the recent changes in legislation has come a demand for Local Government to completely alter the way that it functions. Pivotal to this change is a change in the way that officials and councillors think about their work. The new demands are that Local Government must:

- involve consumers of its services more meaningfully in service delivery, i.e. develop what, in business terms, would be called “customer focus” but which in Local Government we call Citizen Focus;
- ensure that performance is measured, managed and reported on;
- ensure that services are equitably distributed to all of its consumers;
- deliver more services with less money;
- undertake integrated, development-based planning;
- rid itself of corruption;
- develop the skills of its existing staff; and
- ensure that employment equity is in place.

In the same way that individuals have personalities like the extrovert and the introvert, so too do organisations have personalities. This is known as the organisational culture. Organisations can roughly be divided into two categories — the output-focussed organisation and the input-focussed organisation.

The culture of the organisation can be identified largely through the attitudes and behaviours of the staff of that organisation.

Characteristics of an input-focussed organisation

- Focussed primarily on internal rules and regulations.
- Customers are expected to adapt to the organisation, i.e. when citizens interact with the organisation, they simply have to accept that “this is the way we do things round here”.
- Staff believe that the customer is “lucky to get the service” rather than...
acknowledging their right to the service. In business, staff more often (but not always) understand that “if you don’t have a customer — you don’t have a job”, but in Local Government this is still a foreign concept.

- Structured around silos and functions and often even around personalities!
- Many levels of authority that are in place to deal with the 20% exceptions that occur in a process and thereby end up delaying the 80% of ordinary transactions.
- Vertical workflow, i.e. workflow which often serves merely to confirm the authority of the management structure rather than to add value to the process.
- Staff are very distant from the decision-making and therefore are disempowered and discouraged from improving workflow or service delivery.
- Job descriptions designed around the needs of the organisation rather than around the needs of the Citizen.
- Delivers a very expensive yet often inferior service.
- Results in angry customers who cannot influence the organisation.
- Complex and bureaucratic systems of control that often enable corruption rather than eliminate it.

Anybody who has had to interact with Local Government will surely recognise the above description!

It is clear then, that if the new demands on Local Government are to be met, it is imperative that the culture of Local Government needs to change From input-focused to Output-focused.

How does an output-focused culture evidence itself in an organisation?

- Focussed on identifying and meeting the needs of the customer/citizen.
- Processes designed around the needs of the customer and therefore the structure and job descriptions follow suit.
- Staff understand that “the customer provides the job” and are therefore willing to go the extra mile.
- Few levels of authority.
- Staff are integral to decision-making.
- Delivers a superior service at significantly less cost.
- Even if customers experience problems, they are able to directly influence the organisation.
- Clean, efficient processes which prevent corruption and enhance detection if it has occurred.
- Expected outputs for each process are clearly defined thereby building performance management into the organisation.

Where is Local Government at the moment?

If one takes a critical look at Local Government, it is clear that, on average, Local Government is profoundly input-focused with the following results:

- Councillors cannot deliver on their promises as the organisation is too sluggish to do so.
- Management is often tied up in bureaucratic tasks and are never able
to ensure that their staff are actually delivering to customers.

- Staff can work as hard as they like but never seem able to satisfy their customers. This results in low morale and eventual cessation of any attempts to please the customer.
- Economic and Social development in Local Government areas suffer because the organisation fails to deliver what is required to support the citizen.
- Citizens have a justifiably low opinion of the ability of Local Government to deliver.

### We simply have to change!

It is clear then that the success of Local Government hinges on the ability of decision-makers to utilise the opportunity of the current changes to ensure that Local Government becomes output-focused, designed around the needs of its customers and structured around the concept of processes rather than functional silos.

This is the challenge which has been taken up by the City of Cape Town through the creation of its Service Improvement Programme which operates as part of the Transformation Directorate.

The Service Improvement Unit makes use of a tool called Competency-based Performance Management, or CPM, which was designed in South Africa by Cornel Brand. The use of this tool provides an organisation with a highly structured process for examining and improving work processes utilising internal capacity. Results have been phenomenal.

### What is CPM?

**Principles:**

- Better utilisation of current resources through improved process management.
- Unnecessary bureaucratic procedures eliminated.
- Re-focus on core activities and customer needs.
- Consultative and transparent: changes come from those actually doing the work
- Reduces bureaucratic control through focus on team approach, thus improving attitudes and communication.
- Process guided and managed by internal staff.
- Not to be used as a downsizing tool but rather as a tool for ensuring that services are extended.

### How it works:

Introducing CPM to an organisation requires three main phases — a phase where the groundwork is laid, a phase where internal staff acquires consultant skills and a phase where actual interventions take place.

**Phase One: Laying the groundwork**

To prepare the organisation for the change, staff from supervisory level and up attend a six-day course that, besides being highly challenging on a personal level, achieves the following objectives:

- Delegates make the case for change themselves.
- 80% of delegates achieve a profound paradigm shift — 10% never do and 10% were already there but did not know how to verbalise it.
- Delegates acquire skills in identifying bottlenecks and managing them.
- Delegates get feedback on their own interpersonal and management style in relation to process management.

The purpose of this course is to ensure that managers do not act as obstacles to interventions because they do not understand the theory behind the work being done in their units.

**Phase two: Developing the skills in the organisation**

In this phase, selected staff receive intensive 14-day training in the use of the CPM system to enable them to act as internal consultants to the organisation. The appropriate selection of these staff is crucial. They do not have to be very high up in the organisation — Cape Town has labourers and junior clerks amongst the Service Improvement Unit staff.

What is required is energy and a willingness to do what it takes to drive a process. Cape Town has found the most successful internal consultants to be those people who managers sometimes find troublesome because they keep asking the “but why?” questions.

**Phase three: Service Delivery Interventions**

Depending on the size of the unit, this period can last between four and six weeks. At the end of the intervention, the following will have been achieved using only internal capacity:

- Improvements in service delivery
  - More reliable work processes that deliver products/services to customers. In some instances improvement of up to 2 000% have been achieved.
  - Absence of activities and waste that do not add value to customers. Sometimes more than half the steps in current processes have been found to be unnecessary.
  - Measurable standards for every step in the service delivery chain.
  - A process of continuous improvement built into how that unit functions in the future.

- Internal improvements
  - More effective staff utilisation.
  - More cost effective business units.
  - Increased profitability and/or cost management.
  - More effective utilisation of IT.
  - Improved controls.
  - Critical examination of all procedures and rewriting procedures that prevent effective service delivery.

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**Cape Town has found the most successful internal consultants to be those people who managers sometimes find troublesome because they keep asking the “but why?” questions**
Case study

• Improved decision-making by examining all policies, authority levels and risks.

Integration of systems and culture changes
• Team-based work processes rather than individual-based processes, which leads to improved teamwork.
• Improved service delivery that leads to improved staff morale.
• Self-directed work teams.
• Motivated employees.
• Continuous consultation of staff members leads to buy-in and commitment to results.
• Staff empowerment.

Phase three occurs in five stages
Stage One is the creation of a management team for the process. This is usually comprised of the unit manager, some internal staff and the CPM consultant. Depending on the advice of the manager, organised labour, audit or legal representatives are also sometimes included.

The purpose of this team is to oversee the intervention and to make sure that any decisions made regarding changes to work processes do not have other ramifications.

Stage two is devoted to the training of every single staff member engaged in the delivery of the identified output. The engagement of every staff member is crucial because the best ideas for improvement often come from surprising places! The person who makes the tea in an office cannot help but observe the functioning of an office and thereby can make a valued contribution.

The CPM consultants in consultation with the internal staff run this training. It lasts only one day but achieves at least 80% buy-in to the change process. It is also a great deal of fun!

Stage three is a fact-finding stage, where the CPM consultants interview every single member of staff to ascertain the "as is" nature of the current process. With their newly acquired skills, they can already see where parts of their process do not make sense but the consultants hold them back from making changes until everybody agrees that the process as mapped on large charts is accurate.

Stage four enables each member of the staff to make suggestions for changes to the process based on the new principles they have learned and the ideas they have always had but never had the confidence to mention. Based on all of the ideas and in consultation with the internal staff, the CPM consultants produce a new process which is again critically examined by the whole staff.

Stage five involves the very energetic implementation of the new process. This is driven vigorously allowing no obstacles in order to make sure that the impetus and motivation is not lost.

At the end of the intervention, all staff receive certificates of participation and the new process is handed over to the manager and the internal staff who were part of the project team to use their new skills for continuous improvement.
Where does CPM work?

Cape town has used the CPM tool on the following processes:

Health — Medical Stores ordering and supply process streamlined across City.
Land Use and Building Survey — Single application and approval process across City, with one-stop shops and multi-skilled staff.
Municipal Police — Single contraventions process with improved payment process, centralised processing unit and improved courts interface.
Scientific Services — Improved flexibility and resource-sharing; multi-skilling of staff; improved team-work.
COIDA — Processing of claims closer to staff, faster reaction and completion time.
Electrical training — Single training process, multi-skilled trainers.
Procurement — Single process and policy with improved interface, coordination and response time.
Economic development — Strategic planning workshops.
Scientific Services — Streamlining of core work processes within all sections of Scientific Services.
Electricity and Waste Management — Creation of integrated call and touch centres for Electricity and Waste Management.
Capital Projects — Improvement of process management of Capital Projects.
Bulk Water — Creation of a unified and streamlined process for meter reading and billing throughout the Bulk Water section.
Wayleaves — Creation of one streamlined and integrated process for the management of Wayleaves.

The graphics on the following pages are process flow charts which illustrate the before CPM and after CPM processes at clinics in one of the disestablished municipalities now forming part of the City of Cape Town.
Sounds too good to be true — What can go wrong?

Obviously no programme of this nature is without its problems and the City of Cape Town was no exception. It is important to stress though that no obstacles have proved so difficult as to defeat a determination to improve service delivery to our citizens.

- Parts of the organisation — usually those who have not attended the six-day course — tend to view CPM as a training intervention only and fail to see it through to the conclusion for which it was designed. Vigorous leadership is required.
- Sometimes Service Units make impassioned pleas for more resources in order to improve their service delivery. It is a fatal error to accede to these requests until after the need has been properly established through a CPM intervention. Throwing more people or money or IT at a “dirty” process is simply throwing money down the drain. Cape Town’s experience is that it is very rarely that units are under resourced. More frequent is an under utilisation of existing resources!
- Organised labour sometimes views the CPM process with suspicion because they think it is a cunning approach to reducing staff. Enabling them to attend the six-day course soon convinces them that this could not be further from the truth. This is a way of empowering staff and enabling them to really deliver the services that citizens deserve.
- A Service Improvement programme has to be tightly managed with a clear focus on the desired outcomes. In organisations where this has not been the case, it has failed.

What else have we gained?

Aside from the obvious benefits of improved service delivery to citizens, the City of Cape Town has gained the following extra benefits from embarking on the Service Improvement Programme:

- Almost 2 000 managers/supervisors out of a staff of almost 27 000 have gone through the same six-day programme. This means that a particular way of thinking has fully permeated the organisation.
- Every staff member who has been touched by the Service Improvement programme has been changed permanently. Staff who were seconded to the Service Improvement Pro-gramme on a full-time basis are highly versatile, multi-skilled and em-powered. They will never be the same again. As a result, when the City requires a swift, intensive response they are the first port of call.
- Involvement in the CPM programme makes a significant contribution to the meaningful implementation of employment equity. It achieves this in two ways; firstly, the staff who become internal CPM consultants develop so quickly and profoundly that within a year, the majority are ready to take on high level management posts. Secondly, the process uncovers those gems in the organisation who have quietly had all the best ideas but because of history have never had the courage to verbalise them. Once they are recognised — see them fly!
- The Service Improvement staff are now integral to the process of organisation design — so that the City can ensure that processes are designed correctly from the start and made a significant contribution to the successful implementation of the Enterprise Resource Plan (ERP) in which the functioning of the City has been re-designed to operate on a SAP platform.
- The Mayor of the City of Cape Town recently held a listening campaign in which she visited 32 venues as part of the Integrated Development Plan (IDP) process. At her side, recording the issues raised by communities, were the Service Improvement Unit. They recorded issues, populated a call centre, identified areas for interventions and participated in the follow-up process. This then gave the Mayor a secure platform from which to listen and answer the community she serves in the knowledge that, for once, their complaints would not fall on deaf ears.

Conclusion

The authors of this article have, between them, almost 50 years of experience in Local Government. The launching of the Service Improvement Programme in the City of Cape Town has been the most productive, exciting and profound experience of all.

“The best time to plant a tree was 25 years ago ... the second best time is ... now!”

This article submitted in memory of Cornel Brand — a most unusual consultant, mentor and vehicle of empowerment. Hang in there!
The Walukuba biogas digester project in Jinja, Uganda, provides an interesting example of how a local urban problem with significant negative socio-economic risks for the poor can be dealt with through innovative and collaborative efforts between local communities, local governments and other stakeholders.

Jinja, Uganda’s second largest urban centre with approximately 100 000 residents, is located approximately 80km east of the capital, Kampala. In the 1950s and 1960s it developed as Uganda’s industrial heartland because of the cheap electricity from the nearby Owen Falls dam. However, its development was halted and reversed by the mass exodus of Asian entrepreneurs following their expulsion during Idi Amin’s disastrous “economic war” of 1971-73.

The Socio-Economic context of Walukuba Estate

Walukuba Division, in which Walukuba estate is located, is one of the three administrative divisions that constitute Jinja municipality (the other two are Central and Mpumudde-Kimaka). It comprises three parishes (Walukuba East, Walukuba West and Masese) and 21 villages with a total population of close to 30 000 residents. Population density is high — close to 107/ha — with most of it concentrated in the Walukuba East parish.

The division runs an annual budget of approximately 500 million Uganda shillings, (the exchange rate at the time of writing was roughly Ushs 1 850 to 1US$) the largest income being generated from rent from the housing estate.

Walukuba estate is located within the Walukuba East and West parishes. The estate, which belongs to Jinja Municipal Council, comprises approximately 1 600 low-cost housing units built in the 1950s for low-income employees of JMC and surrounding factories.

Its population has since exploded. Units initially meant for one family now accommodate up to three households and there are many squatter settlements coming up within and adjacent to the estate. Currently the estate accommodates over 22 000 residents, most of who are in the informal sector or are unemployed.

As a result, tenants find it hard to pay monthly rent to JMC and for services from other providers, and this is causing...
very serious negative consequences to their welfare.

Background to the project

In 1995 JMC obtained funding from the International Council for Local Environmental Initiatives (ICLEI) to implement several community environmental programmes under the Local Agenda 21 model communities programme (MCP). A five-month participatory baseline survey was conducted to identify the most important environmental problems faced by the municipality.

Two project areas were prioritised for funding — one on solid waste management and the other on sewerage and sanitation. The latter led to construction of VIP latrines, establishment of public water taps/kiosks, renovation of blocked flushable toilets, and construction of the biogas digester.

The sewerage and sanitation survey revealed a looming health crisis in Walukuba estate due to poor sanitation and hygiene. Among other things, the flushable toilet system had completely broken down and its equipment vandalised.

The National Water and Sewerage Corporation had long disconnected residents from the water supply due to non-payment of user charges.

High electricity tariffs had led to increased dependence on environmentally damaging energy sources (i.e. charcoal and wood) for cooking. Eighty-five percent of the latrines in the housing estate were filled or blocked, resulting in human waste being disposed of in polythene bags or thrown about, eventually ending up in water sources due to the low water table.

Existing VIP latrines could not be serviced because the municipal cesspool emptier had broken down, while others could not be emptied because careless users deposited old clothes, broken glass, needles, scrap metal, wood and rocks in them. The one functional VIP latrine at blocks J, R, 0 and P was serving 40 families with over 160 people. Meanwhile, JMC was spending huge amounts of money to construct new pit latrines, while space was running out due to overcrowding.

Contamination of water sources was generating high incidences of diseases, especially diarrhoea and intestinal worms, particularly among children under five years. The biogas project was developed as a community response to this unacceptable situation.

The primary objective of the project was to improve the community’s overall health and well being, and to induce attitudinal changes in the community with respect to development. First, human waste that had hitherto been a nuisance and a health hazard would be used to generate gas for lighting and cooking, and its by-products would be converted into sludge and fluid waste for use as fertilizers in small-scale backyard farming. This would demonstrate to the community innovative, effective, sustainable and beneficial human waste disposal methods, in addition to providing households with a cheap alternative energy source to relieve them from exorbitant monthly electricity bills (or darkness due to inability to afford electricity or kerosene).

Second, the community members involved in the project would be transformed into skilled artisans that could quickly replicate the biogas idea in other areas and help to spread technical know-how in sustainable waste management.

How the project operates

The project was set up at blocks J, R, 0 and P. According to the architects, the difficulty of providing VIP latrines to all the 40 families in the short run would be solved by tapping their human waste in one facility to provide the biogas digester with sufficient raw materials for generating energy for community use.

JMC, through Walukuba Division, entered into a partnership agreement with LA 21 and ICLEI to provide supervision and management support to projects that were to be funded and implemented under the LA 21 model communities programme, which included the biogas digester project.

A partnership-building meeting was held to tell the community about its objectives and overall requirements for implementation. A project management committee of five persons was selected from within the community and their roles were specified.

JMC hired a contractor to design and supervise construction of the digester, while community members contributed their energy by digging the 7ft deep by 14ft diameter pit. Lunch was provided to the volunteers. JMC seconded some technical staff to oversee the project’s construction and provided utilities and office space for LA 21 staff.

Overall, the bulk of the funding for the project came from ICLEI who provided Ushs10 million for construction of the digester and subsequent trial testing using five tons of cow dung.

The plant itself is an underground system with a concrete dome. The existing four-stand VIP latrine was modified to permit water use.

The water pushes the waste along a slant gradient through pipes to the digester dome. Bacteria within the dome act on the human waste to produce biogas, which is relayed through the pipe system connected to 10 pilot housing units for lighting and cooking.

Sludge and fluid waste are separated as by-products for use as manure. However, the gas currently being produced is insufficient for distribution to other households, possibly due to insufficient human waste. The community contributes a nominal monthly user charge of Ushs500 per household to clean the latrine and maintain the digester.
Impact, sustainability and replicability

Overall, the project has made a beneficial impact on the community in blocks J, R, O and P where it was piloted, and even those beyond. Community members have gained knowledge of biogas production and technology through observation. Beneficiary families now have access to cheap energy for lighting and cooking and are realising significant savings on home expenditure. The community is using the digester’s by-products on crop production — the sludge as fertilizer and fluid waste as a crop pesticide.

There is noticeable improvement in sanitation in the area arising out of proper disposal of human waste (the latrines are clean and do not require replacement or emptying). Medical reports for the project site indicate sharp reduction in incidences of water-borne diseases. JMC no longer spends money on provision, unblocking or emptying latrines in the target area.

Furthermore, new partnerships have emerged in the development and management of the project involving the local government (JMC), the community (biogas management committees), and other stakeholders. The municipal council and the community plan, implement, monitor and evaluate the project as equal partners, which allows the community to influence policy at the municipal level.

Project membership comprises representatives of diverse interest groups that include women, youths and the poor. JMC incorporates the project in its annual work-plan and budget framework. The project has inbuilt potential for sustainability. First, it is a local initiative that was identified, designed, and is being managed largely by the local community. Secondly, it uses local raw materials — human waste and animal droppings — which are readily available, and it is maintained by locally trained manpower. Beneficiaries’ monthly contributions for meeting water tariffs and maintenance costs are affordable. User fees from the gas, sludge, fertilizers and fluid waste pay the digester attendant’s wages and the digester plant’s maintenance costs.

Medical reports from the project site indicate a sharp reduction in the incidence of water-borne diseases.

Third, there is a ready market for its products. All the power generated is transmitted and used in the houses around the project site with no loss, and there is strong demand for the sludge and fluid waste. Finally, the project enjoys strong support from JMC, which has designated a specific officer to supervise its operations on a continuous basis.

However, the project also faces a number of challenges. Initially, the beneficiaries were unwilling to pay a fee commensurate with services they were receiving. Cultural prejudices and negative attitudes within the community also de-campaigned easy acceptance of the use of the project’s by-products; for example, some people were against use of the fluid waste on crops.

On the other hand, the project appeared too technical for the community to appreciate at the beginning, but this was overcome when the simplicity of the digester and its distribution system became clear.

But some operational problems persist. The raw material required by the biogas digester dome cannot be supplied by the residents in the pilot area alone and requires supplementing with cow dung. The cow dung is readily available from abattoirs within the municipality but its collection increases production costs. To complicate matters some community members use soapy water to flush the waste, and this often kills bacteria that processes production of the gas.

Regarding financing, JMC has difficulties in raising the seed capital of Ushs 12 million that is required to construct each new digester in the rest of the estate and this is hampering replication. Also, most of the building materials (e.g., cement and pipes) are quite expensive for the community.

The project has excellent chances of replication. A number of local personnel have been trained in how to establish similar digesters elsewhere in the housing estate at much lower cost than the initial costs with the national expert. Also, there already exists a complement of local community members who have understudied the technology of establishing biogas digesters and who can be called upon to give a helping hand if need arises.

The skills required to operate and manage the project are not complex. Communities in the neighbourhood of JROP have already shown interest in establishing biogas digesters in their areas.

Another factor that favours the project’s replication is that it works well in areas where there are concentrations of people living close together, such as in low income housing estates (or even slums). The raw material (human excreta) is cost free and can be supplemented with chicken and animal droppings or waste (readily available in abattoirs in urban areas). Equally importantly, by design a small percentage of income generated by the current digester is supposed to be saved for re-investment into similar projects at other sites in Walukuba estate.

If the digester could make a reasonable return on investment there is hope that it would be replicated in several areas given its innovativeness in addressing a critical need in the livelihood of disadvantaged urban dwellers.

References
Three- Year Rolling Development Plan for Walukuba Division 2001/2002
Managing Innovation: Integrating Technological, Market and Organizational Change

Joe Tidd, John Bessant, and Keith Pavitt (editors)

Reviewed by Bongani Matomela

Every organisation, small and big, in today’s knowledge and information society must innovate and benchmark itself against the best in the sector and in the world at large. This book is a very useful read for those interested in understanding and wishing to gain insight and skills to manage innovation in the production and service delivery spheres. The book is largely based on thorough and rigorous management research and analysis of leading global production, manufacturing, and research and development firms from a range of sectors and countries. It draws good and not so good innovation management case studies of leading global firms in the telecommunications, electronics, computer chip, IT, aerospace, automobile, and manufacturing companies in developed countries.

The authors’ central argument is that innovation can enhance and improve competitiveness, but requires a different set of management knowledge and skills from those in everyday administration — be it business or public. They argue that innovation must be a management process and be managed well, that organisations have to prioritise and take a strategic approach to innovation management, the importance of establishing links and networks, internal and external, the need to leverage resources and capabilities, the importance of learning and collaboration and how to do it, how to build effective implementation mechanisms, and how to continuously assess and improve innovation management performance. The book emphasises the importance and value of technology, continuous research and development, learning and collaboration, strategic partnerships, and joint ventures, all in the pursuit of successful innovation.

This is a useful read for entrepreneurial and forward looking managers and specialists at both strategic and operational levels, both in the private and public sectors, who want to gain better knowledge on how to adopt an integrative approach to manage innovation and benchmark their organisations for optimal quality and effective production and service delivery. It is one of the most useful comprehensive guides to innovation management in the contemporary world of knowledge management and technological advancements. It has received high acclaim from leading management scholars and practitioners.

The Machinery of Government – Structure and Functions of Government

Prepared by the Learning and Knowledge Management Unit, DPSA

This booklet tries to capture, in brief and simple terms, the structure of the government of South Africa, that is, its three spheres and other important bodies such as parastatals, statutory commissions, public entities, and research institutions. It also looks at the various elements that contribute individually as cogs in the overall wheel of the service delivery machinery in the country. In the process it pays particular attention to some important systems such as budgeting, law making and the disciplinary system in the public service.

This is a booklet that will go a long way to guide and inform citizens about the role of the various organs of the state and what part each one of them plays in service delivery. Also, public officials, particularly the new recruits, as well as officials from other sectors that are also participating in service delivery will hopefully benefit from this booklet. From the snapshot of the government that this booklet offers, they will be able to identify and locate their role firstly as individuals and secondly within their institution within the overall machinery of government.
There was once a man and woman who had been married for more than 60 years. They had shared everything, and talked about everything. They had kept no secrets from each other except that the little old woman had a shoe box in the top compartment of her closet that she had cautioned her husband never to open or ask her about.

One day the little old woman got very sick and the doctor said she would not recover. In trying to sort out their affairs, the little old man took down the shoe box and took it to his wife’s bedside. She agreed that it was time that he should know what was in the box.

When he opened it, he found two crocheted doilies and a stack of money totaling $25,000. He asked her about the contents. “When we were to be married,” she said, “my grandmother told me the secret of a happy marriage was to never argue. She told me that if I ever got angry with you, I should just keep quiet and crochet a doily.”

The little old man was so moved, he had to fight back tears. Only two precious doilies were in the box. She had only been angry with him two times in all those years of living and loving. He almost burst with happiness.

“Honey,” he said, “that explains the doilies, but what about all of this money? Where did it come from?”

“Oh,” she said, “that’s the money I made from selling the other doilies.”
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