The Road to Service Delivery

Empowering Municipalities

Involving Communities

5th Annual Service Delivery Learning Academy
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.

Opinions expressed in this journal are not those of government but reflect the views of individual writers.

Contents

Issues
Social Safety Net 10
The Revival of Rail Branch Lines for Second Economy Producers 14
Small Business in Big Schemes 28
Demystifying JIPSA 30
A Critical Reflection on Local Government Performance 34
Challenges of Inter-sphere Co-ordination and Partnership Building 45
Consultation is the Key to Cooperation 48
Deepening Accountability and Involvement 66
Eastern Cape IPSP Overview 98
Planning for Service Delivery Improvement 106
Repositioning the Public Sector to Deliver on Growth and Development 110
Business Perspective on Service Delivery 114
Ten Years of Democracy and Freedom 116
Data Quality: A Tool for Quality Management 120
Roles, Obligations, Expectations and Obstacles Around Service Delivery 125

Reflection
Probing Legacies of the IPSP 78
Reflecting on the IPSP in Limpopo 82
IPSP Programme Management 88
Increased Shared Learning and Capacity 94
Mpumalanga IPSP Overview 102
Lessons from IPSP Procurement 104

Case Studies
Development Through the Production of Communities 17
The DBSA’s Siyenza Manje Initiative 32
Entrepreneurial Opportunities for Young People 36
Towards an Aerotropolis: Dube Trade Port 39
Smart Province With Blue IQ 42
The Rainbow Nation Empowerment Trust 54
The Role of Local Government in Stimulating Local Growth 56
Regional Support to Strengthen the Economic Opportunities Campaign 62
Zimisele has Arrived! 64
Making Batho Pele a Reality at Grassroots 68
KZN Citizen’s Charter: Achievements and Challenges 74
Eastern Cape Rapid Assessment 76
Monitoring and Evaluation in the Eastern Cape 80
Senior Managers Coaching in the Eastern Cape 92
IPSP Close Out: Lessons Learned 96
Electronic Document and Records Management 117

Profiles
For the Love of Teaching 50
Striving for Excellence in Rural Education 100

Regulars
From the Editor’s Desk 2
Letter from Tshwane 4
News in Brief 8
Book Reviews 127
Odds & Ends 128
The route has been planned, plotted and perfected. The engine has been fine-tuned and polished. The drivers and conductors have been trained and the tracks are pointing in the right direction.

Now it is time for the train to leave the station and deliver services to South Africa – from the crowded, bustling cities to the deepest rural areas.

“The reform and transformation (policy and legislative) processes have been undertaken with enough rigour now. At the moment, other than only being seen to be taking place, real implementation needs to happen in earnest,” writes Bongani Matomela in his article titled “Repositioning the public sector to deliver on growth and development”.

Many of the contributions at the Public Service Learning Academy are linked to local government service delivery programmes. How to make local government structures work better and how to make them more accountable to the people they serve.

Dedication and innovation are needed to achieve these service delivery goals. “We need to move away from centrally determined strategies to action through organically determined assistance and support to unleash the productive capacity of the economy,” writes Matomela.

“This represents a departure from the more visible corporatist state model to a more practical approach about what role government should play to bridge the so-called gap between the first and second economies - to unleash the productive potential of individuals, groups and communities.”

Another giving clarity to this approach is Dr Ivor Chipkin in his article titled “Development through the production of communities”.

“Development in the White Paper is measured not against how many homes are built or sites are serviced but against the degree to which citizens are able to sustain themselves and their households,” he writes.

So the train drivers can’t be expected to make a successful – and sustainable – delivery alone. There is no room for “passengers” on this train; everybody has to be involved. Local structures have to be empowered to deliver services to the people and communities must be closely involved to make a long-lasting difference in the lives of the poorest people.

Fitting in nicely with this aim of sustainable communities, and also with the “service delivery train” theme, is the Department of Transport’s project to reactivate railway branch lines that have been shut down.

The revival of these rural lines provides a service to the farmers and involves members of the local community.

The local municipalities are at the closest point of contact with the communities but the provincial government also has to be intimately involved, and the Integrated Provincial Support Programme was an integral part of this.

“As Thuli Radebe writes: “The IPSP was introduced to support targeted and interested provincial governments. The idea behind this was to support the government in its goal to alleviate poverty and to effectively render basic services and good governance through the implementation of the respective Provincial Growth and Development Strategies.”

As far as national government is concerned, Minister Geraldine Fraser-Moleketi says: “As the democratic government, we have stated our political objective of building a developmental state that decisively intervenes and directs the growth and development trajectory of the country.”

A developmental state has “the capability to achieve coherence throughout the entire system by coordinating, integrating and achieving seamless trajectory across the whole of government machinery and broader society”.

It is this coherence of activity that will help the government achieve the major goal of alleviating poverty. But participation by communities in activities of government via the local municipalities is vital. In fact there is legislation in this regard – but often the people do not take advantage of this and merely complain after action has been taken.

So apathy of the people expecting services is another problem that public servants have to face in their struggle to deliver sustainable services.

“Do we have what it takes as the public service to respond to these challenges?” asked Minister Geraldine Fraser-Moleketi at the Learning Academy. “Do we have the capability (defined in the broadest sense to include skills, people with the right mindset and professionalism, adequate and properly deployed resources, appropriately configured organisational structures, right and correct processes and systems). These are the issues that you as public servants must grapple with.”
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In his Budget vote speech on 7 June 2006, the President set the benchmark against which all government policy interventions should be undertaken. He asked whether “we have done and are doing enough to create the non-racial, non-sexist, equitable and prosperous society for which many sacrificed their lives”.

The President’s question clearly reinforces the fact that we as government or public servants often do not have the luxury of abandoning all to ponder, for instance, the existential questions underpinning the provision of communal taps in rural areas and the reality of halving poverty by 2014.

The President went on to state that “all spheres of government and all organs of state within each sphere must ... secure the well-being of the people of the Republic”. As the democratic government, we have stated our political objective of building a developmental state that decisively intervenes and directs the growth and development trajectory of the country.

Again, the President used the developmental state as his point of departure: “In defining our concept of a developmental state, Sen’s concept of removing poverty and tyranny is key, expanding economic opportunities and fighting social deprivation is critical, and providing public facilities and services to the poor is paramount.”

The developmental state is clearly not only facilitative, but interventionist with (a) an adequate security and criminal justice capability to handle any lawlessness, thus protecting the constitution and the rule of law; (b) the ability to take initiative by promoting certain programmes and the interests of certain groups; and (c) the capability to achieve coherence throughout entire system by coordinating, integrating and achieving seamless administration across the whole of government machinery and broader society.

The validity of this approach is there for all to see. Indeed, the phenomenal societal transformation over the past 12 years makes apartheid South Africa seem like another country.

However, a developmental state implies a different approach to overall discussion of public administration:

• Do we adequately support the development of thinking regarding this specifically in our context?
• Are we putting forward/ showing thought leadership on these issues?
• Are we putting in place capacity to support such thought-leadership through thorough research and deep understanding of what the administrative and institutional implications and requirements are?

Indeed, the public service – as the primary instrument of transformation – underwent radical changes in just over a decade. The challenges at the beginning of the first decade of our democracy were such that we have to grapple with the reality of transforming the public service and accelerating service
delivery under circumstances that were not of our choosing - including immense organisational problems, massive social and infrastructure backlogs and financial constraints.

Hence the need for continuous and constant reflection and learning as we each go about implementing programmes that are aimed at pushing back the frontiers of poverty and propelling our country to a high and sustainable economic growth trajectory.

As we grapple with the weighty theme of repositioning the public service for optimal service delivery within the context of accelerated growth and shared growth, it is particularly useful to note President Thabo Mbeki’s challenge that “all spheres of government and all organs of state within each sphere must ... secure the well-being of the people of the Republic”.

Do we have the requisite capacity to meet our ASGI-SA targets? Capacity cannot be looked at within a single organisation in isolation, but it should be determined in relationships to other actors upstream and downstream in the service delivery relationship.

Capacity should also not be determined in terms of the number of people employed or the posts available, but key to the equation is the capacity to mobilise and coordinate other resources that might not reside directly under the control of government agencies.

Equally, among all public servants, and especially the SMS cadre, we should guard against a “self-serving elite”. We need a management that demonstrates zeal, professionalism, skill and humility.

Integration and coordination is equally vital to repositioning the public service for optimal and accelerated delivery. A clear timetable has been outlined, that “in the coming year” all transversal systems must be integrated to improve coordination among national and provincial departments of Treasury, Provincial and Local Government, Public Service and Administration, the Public Service Commission and the Presidency.

This effectively points to consolidation at the core of government. In addition, there is need for close integration of the Housing, Social Development, Health and Education departments/sectors.

Coordination also goes outside of the boundaries of the public service proper. We need to bring on board local authorities, but also state-owned enterprises and development institutions (public entities).

The single public service initiative can therefore no longer be delayed. Discussion and sharing of best practices in deepening democracy, accountability, and citizen participation in governance is essential.

We need a strong centre that should not be confused with centralisation. We must re-emphasise our commitment to the deepening of democracy, building relationships of governance with civil society and other interest groups, emphasising participation, and formulate policies and devise programmes that address and target special interest groups.

The challenges relate to what the implications are of working in a participatory way given the realities of large, bureaucratic organisations? How do we marry the two? How do we make sure that the results of participation are appropriately integrated in decision-making and that the feedback loops are firmly closed.

How do we stay in conversation with citizens after they have given their first round of inputs, e.g. report on what action is being taken, how their ideas are taken forward, etc.

As government we have put in place processes such as Izimbizo, we have gained and derived insights from the CDWs and so on. But how effectively are we using these to inform our approaches to service delivery and improve for the better?

Another issue that as the public service we have to grapple with is that of “efficiency” and “effectiveness”. This must be seen as awarding equal priority to both aspects, i.e. cost in producing specific outputs as well achieving valued outcomes.

The ability to carry out impact assessment work needs to be significantly strengthened. Also discussion around “value for money” in terms of public service effort, where value is informed by the impact of our effort on poverty alleviation and growth.

Government’s broad goals of a developmental state and its public service find specific expression in the primary object of
the Accelerated Shared Growth Initiative for South Africa, ASGI-SA, whose language places equal emphasis on “shared” and “growth” in the implementation of the over 100 projects that have been identified under the initiative.

As intimated by the theme of this gathering, achieving the targeted 6% growth rate during the course of our second decade would also hinge on “repositioning public service” to be in a position to support the stated goals of ASGI-SA for shared and accelerated growth.

A key question in this regard, is whether the public service is engineered and structured to be in a position to add value to ASGI-SA?

The discussions in this year’s Annual Service Delivery Learning Academy encapsulates the government’s commitment to deepen and accelerate service delivery within the context of a developmental state.

It prominently features government’s efforts to accelerate social and economic development and growth, and to deepen citizen involvement and participation in the service delivery chain.

The context of the developmental state requires that we strike a balance between fighting poverty and sustainable economic growth, and this is what ASGISA, together with its related sub-initiative like JIPSA, seeks to achieve.

Do we have what it takes as the public service to respond to these challenges? Do we have the capability (defined in the broadest sense to include skills, people with the right mindset and professionalism, adequate and properly deployed resources, appropriately configured organisational structures, right and correct processes and systems). These are the issues that you as public servants must grapple with.

We should acknowledge the importance of inculcating an active culture of learning in the public service and thus avoid the time and resource wasting tendency to re-invent the wheel instead of learning from colleagues.

In this regard we want to honour those public servants who have become learning champions.

Among the critical issues, particularly in the context of the public service as a learning organisation and public servants as knowledge workers, would be an exploration of whether the management echelon of the public service is demonstrating intellectual and professional leadership to ensure that the administrative and institutional implications and requirements for the implementation of ASGI-SA are understood and anticipated through planning.

The President spoke pointedly on the role of senior managers and the ethics with which they should approach their work and a career in the public sector and also emphasised the need for professionalism, skill and humility, while also cautioning against the emergence of a “self-serving elite” of senior government officials.

Building the capacity and capability of the public service to be a useful instrument for realising sustainable growth and distribution continues to be a major preoccupation of government, especially over the past two years.

We should move with greater urgency in this regard in order to achieve our 2014 service delivery targets, and our 6% economic growth target by 2008. Our conceptual range should in fact include partnership management, coordination and integration expertise as capacity is by its nature multi-layered and is determined by relationships with a variety of players upstream and downstream of the in service delivery value chain.

In conclusion, we need to witness accelerated efforts by public servants themselves to seek ways to make it possible to fix the instruments of service delivery through reflection, learning and sharing of experiences, while simultaneously accelerating the pace of the provision of services as part of “secur[ing] the well-being of the people of the Republic”, as President Thabo Mbeki committed in his speech.
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Municipalities Receive Increased Service Delivery Training

Municipalities are continuing to receive training on the Batho Pele (People First) principles to ensure effective service delivery and uphold customer care, the Governance and Administration cluster said.

Addressing the media, cluster chairperson Public Service and Administration, Minister Geraldine Fraser-Moleketi, said the training was undertaken countywide, including Johannesburg, where about 70 customer care staff were trained.

“A further nine from the municipalities of Endumeni, Umzinyathi, Soomke, Nkolewe, Newcastle and Amajuba were also trained,” she said.

Other municipalities that received training were City of Tshwane, Greater Kokstad, Ukhahlamba, Msunduzi, Endumeni, Ugu, eThekwini, Umzimkhulu and Umsinga.

In addition, about 580 senior managers in local government have also received training, of which 290 were exposed to service delivery points.

Also as part of improving the capacity of local government, the minister indicated that 218 experts in various fields had been deployed to municipalities as part of Project Consolidate.

Siyenza Manje is a programme driven by the Development Bank of Southern Africa. It deployed experts in fields including engineering, financial and project management and town planning.

“Sixty experts have been confirmed for deployment through the Siyenza Manje programme. Municipalities who are recipients of the deployed experts have displayed technical capacity improvements,” said the minister.

She further noted that preparations were being made to start with the pilot Municipal Leadership Development Programme in selected Project Consolidate municipalities.

The minister announced that discussions were taking place among the Department of Provincial and Local Government, Government Communications and Information Systems (GCIS) and the Department of Public Service and Administration (DPSSA) regarding the participation of local government in the Service Delivery Watch initiative.

The Service Delivery Watch seeks to maximise effective delivery of government services at municipal level.

“In agreement with GCIS, the Multi-Purpose Community Centres (MPPCC) will be a major focus for the implementation of the Service Delivery Watch,” she said. • Thembu Gadebe, BuaNews

Boosting Service Delivery

The establishment of a governance framework for a single public service, updates to the online portal and site visits by senior officials, are among the latest government initiatives set to boost service delivery.

Public Service and Administration Minister Geraldine Fraser-Moleketi outlined these and other initiatives at a media briefing on progress of the Governance and Administration cluster.

In order to bring about "seamless service delivery" the minister said the Single Public Service Project aimed to deliver services "at the convenience of, and to the convenience of, the public". The minister said a sound governance framework had been put in place for the project’s management.

She said five work streams – service delivery; information and communication technology; human resource management and development; anti-corruption; and legislation – report regularly to the Governance and Administration Task Team on the Single Public Service.

“The first draft of the legislation for the Single Public Service has been developed for submission to Cabinet in November.” This approach, however, was not with the aim of changing laws.

“At this point we are not looking at constitutional change,” the minister said, explaining the current route was in pursuit of an improved environment for service delivery, with regard to human resources and access to services and information, among others.

In terms of access to information, the existing e-Government project, the Batho Pele Gateway portal, would be updated by March next year to provide service information in an additional four languages.

The online service, which is available free of charge at government’s one-stop Multi Purpose Community Centres, currently offers government information in seven of the country’s official languages.

“Cluster work on the portal in the medium term will focus on incorporating the information about services of provincial and local government into the portal,” said the minister.

Another identified ICT project is a “Track and Trace” application which would literally put information in the public’s hands. This would allow people to access their service status information via SMS.

This is to take place between 6 and 10 November and will comprise “mystery shopper” visits, as the minister described them, by MECs and other senior officials to various centres, in order to experience the state of service delivery there, first-hand.

The PSW will build on issues emerging out of the Imbizo Focus Week, which is to take place in the province from 26 to 31 October.

A further initiative to improve service delivery is the training countrywide of officials through the Batho Pele Change Management Engagement Programme rolled out this year.

The programme, which the minister
said was yielding results, aims to inculcate a positive organisational culture that enhances service delivery. “A total of 139 public servants went through the programme during July and August 2006, bringing the total number trained during this financial year to 639. “Eastern Cape (37), Gauteng (23), Northern Cape (30), North West (23) and Mpumalanga (28) were covered.” • Lavinia Mahlangu, BuaNews

DPSA hosts South Sudan Delegation

The DPSA recently hosted a 44-member delegation of senior government officials from Southern Sudan. Dr Zwelakhe Tshandu, the Deputy Director-General Service Delivery Improvement in the DPSA, received the delegation at a function held at the Justice College.

The Sudanese went through an intensive practical training programme with various components of the DPSA. The training programme is a continuation of a partnership between University of South Africa (Unisa), the Department of Foreign Affairs (DFA) and the DPSA to help the government of Southern Sudan build state capability.

The DPSA conducted a similar training programme for a different team of senior officials from Southern Sudan in March 2006. The department’s practical training follows a comprehensive theoretical training undertaken by Unisa.

The DPSA’s assistance to the government of Southern Sudan should be viewed in the broader South African policy to consolidate the African Agenda. The intervention also resonates with the 5th Pan-African Ministers’ programme whose significant agenda is to help post-conflict countries to reconstruct their public service and improve governance systems.

South Africa must Learn from China’s Job and Skills Creation

South Africa must learn from China’s experiences in skills development and employment creation, if it wished to make the most of the world’s economy, Labour Minister Membathisi Mdladlana said recently.

The minister said he was impressed by China’s economic progress and that if South Africa wished to be “a player” in the global economy, “we must use the experiences of China”. The minister was speaking in Cape Town after signing a memorandum of understanding on job creation with Zhang Xiaojian, the Vice Minister of Labour and Social Security in the People’s Republic of China (PRC).

Mr Mdladlana said the MoU on Cooperation in the Fields of Human Resource Development and Employment Creation would mean that “we rearrange ourselves” in South Africa regarding human resource development and skills development.

In order to meet the Millennium Development Goal of halving unemployment by 2014, “we must make sure we develop the skills of our people fairly quickly” and for this, the MoU signed with China “makes business sense”, the Labour Minister said.

To meet this goal, South Africa needs to create more than the 500 000 jobs it has created over the past year, he said. “We want to halve unemployment by 2014 - that’s our goal.”

Mr Zhang said the MoU would result in “practical cooperation” that would benefit both countries.

For its part, China is looking to create no less than 10 million jobs a year, said the Chinese vice minister for Labour and Social Security, adding that the foreign investment pouring into China had helped to solve “certain employment issues”.

This investment, however, depends on the skills and qualifications of the workers themselves, said Mr Zhang, saying this was why the Chinese government paid a lot of attention to skills development and vocational training.

He added that the Chinese government emphasised that Chinese companies must “run their businesses legally and with integrity and honesty”. Mr Zhang said his ministry had studied the employment experiences of many countries and had combined these experiences with China’s own policies to implement active employment policies. • Shaun Benton, BuaNews
The Social Assistance Act of 2004 provides the framework for the provision of grants to eligible beneficiaries as part of the safety net for vulnerable people and those in need. South Africa has the most comprehensive and generous social security system compared to other middle-income countries.

Through the provision of the Act, the country’s social security system provides the grants listed in the table.

People who are not covered include children living with parents and who are older than 14 years old and adults of working age with the exception of people who are receiving disability grants.

In contrast, unemployment insurance does provide benefits to a portion of the unemployed (5%) for a limited period.

Social assistance benefits constitute the largest part of government’s poverty alleviation programme and play a critical role in reducing poverty and unemployment.

### GRANT ELIGIBLE AGE VALUE

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<thead>
<tr>
<th>Grant Type</th>
<th>Eligible Age</th>
<th>Value</th>
</tr>
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<tbody>
<tr>
<td>Older Persons Grant</td>
<td>60 years (women) 65 years (men)</td>
<td>R820.00</td>
</tr>
<tr>
<td>Disability Grant</td>
<td>18-59 years (women) 18-64 years (men)</td>
<td>R820.00</td>
</tr>
<tr>
<td>Child Support Grant</td>
<td>0-14 years 0-18 years 0-21 (if studying or still at school)</td>
<td>R190.00 R580.00</td>
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<tr>
<td>Foster Care Grant</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Care Dependency Grant</td>
<td>1-18 years</td>
<td>R820.00</td>
</tr>
<tr>
<td>War Veterans Grant</td>
<td></td>
<td>R838.00</td>
</tr>
<tr>
<td>Grant-in-aid</td>
<td>Combination</td>
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role in the social development of beneficiary households. Government spending on social assistance for the 2005/6 financial year was approximately R55 billion and R61 billion for 2006/7 compared to about R27 billion in 2000.

A total of 10.6 million people were benefiting directly from the various grants. This amounts to 22% of the South African population, including seven million children. What the figures do not indicate are people who indirectly benefit from these grants, namely, those people who live in households who have access to grants.

Other salient points regarding the coverage of the social security system take into account the fact that 39% of the South African population is made up of adult women older than 18. One-third of women, or 6.04 million, are either grant recipients or recipients on behalf of children. What merits highlighting in this context as well is that seven million children, or 40% of all children between the ages 0-17 are beneficiaries of child grants, compared to 2.1 million adult beneficiaries by October 2005.

Most grants - directly or indirectly - go to women and adult women far outnumber adult men as grant recipients.

Making a difference

Economists and other researchers have illustrated the positive effects of social grants for those who are eligible. With higher uptake, the benefit system significantly reduced the number of individuals living in poverty, and it also reduced inequality (Woollard), while Van den Berg found that poverty has been declining since 2000 and specifically in the period between 2002 and 2004.

This decline in poverty was mainly due to the massive expansion of the social grant system and improved job creation. A 2005 IPRI impact study found the following positive impacts:

- Children in households that receive social grants are more likely to attend school;
- Nationally, nearly one in five households experienced hunger during the year 2000 while in households that receive grants the prevalence of hunger for young children as well as older adults declined;
- Receipt of grants is associated with lower spending on health care because social grants are associated with other positive outcomes that reduce the need for medical care;
- Social grants are associated with greater access to piped water;
- Social grants provide potential labour market participants with the resources and economic security necessary to invest in searching for a job;
- Living in a household receiving social grants is correlated with a higher success rate in finding employment;
- Workers in households receiving social grants are better able to improve their productivity and as a result earn higher wage increases; and
- The macro-economic impact of social security grants is largely positive and
**Issues**

supports higher rates of economic growth, which is re-enforced by the social security system’s positive effects on income distribution and education. A study conducted by Dr Ingrid Woodard using data from the KwaZulu-Natal Income Dynamics Study (KIDS), indicates that the biggest impact of child support grants in terms of nutrition is the first three years of the child’s life.

Among some of the major concerns are indications that the uptake in this age band is low largely to lack of appropriate documentation.

The national Department of Social Development has commissioned the first wave of a panel survey targeting 14 000 beneficiary households which once completed will provide a more comprehensive assessment of the impact of social grants.

**Unintended consequences**

There is no doubt of the positive impact of South Africa’s social security net and the huge increases in uptake in terms of poverty alleviation and other spin-offs. However, there are different reactions to the high uptake in grants.

The huge increase in the uptake (in the context of poverty, high unemployment and the increasing HIV/AIDS pandemic) have been applauded by some stakeholders who also want to see the government broaden the safety net to include more vulnerable people.

On the other hand some in government and the public in general have raised concerns around the financial sustainability of social grants, corruption and the unintended effects or the so-called perverse incentives resulting from the social grant system.

The issue of unintended effects or perverse incentives in the social grant system has recently been in the press in addition to many anecdotal stories in some communities as reflected in the following:

- The alleged increase in teenage pregnancies in order to access the child support grant;
- The possible fostering of children in the biological family context in order to access the foster care grant;
- The believed reluctance to take medicines or undergo an operation to control certain ailments that can lead to permanent disability in order to access the disability grant; and
- The supposed tendency of beneficiaries accessing grants not to take part in the labour market and therefore creating a culture of economic dependency.

This decline in poverty was mainly due to the massive expansion of the social grant system and improved job creation

**Disability grant challenges**

In their explanation of the rapid take-up of the disability grant CASE (2005:116) identified poverty, the impact of HIV and AIDS, increased awareness of the grant and increased access to the social security system as important factors.

In instances where changes in the administration and implementation of the disability grant resulted in inconsistent application assessment criteria, these were fixed as more and more people who should have been in the system earlier also started to exercise their right to access social security.

It was further observed that many officials often found themselves in an ambiguous situation. While recognising people’s need and right to social security and appreciating the fact that the disability grant was not designed to cater for the unemployed, some administrators have awarded the disability grant as a form of poverty relief.

This should be understood in the context of a categorical system that provides no benefits for long-term unemployed people and where disproportionate numbers of unemployed people report health problems and disabilities.

It is also interesting to note that the number and percentage of rejected or not recommended applications has dropped significantly since 1997. Less than 1% (16 289) of applications were rejected in 2005 compared to 8% (31 821) during 1997.

The analysis of SOCPEN data covered the period between 1997 and 2005, with data available in alternate years, confirms rapid increase in uptake, beginning in 2001, which was marked by a rapid increase in temporary disability grants (TDGs).

The increase in the uptake of permanent disability grants (PDGs) did not occur until after 2001 when it coincided with an apparent reduction in the severity condition for which PDGs and TDGs were rewarded.

Excluding cases that became eligible for the older person’s grant, it appeared that the majority of disability grants (DG) beneficiaries have remained in the system, irrespective of whether they received a temporary disability grant or a permanent disability grant. The biggest migration from the TDG to the PDG (28%) happened during 1999 and 2001 and again from 2003 to 2005 (18%).

A low percentage of disability grant beneficiaries reported being employed, indicating both that the DG is well targeted and that few people are illicitly supplementing their grant income with earnings.

The feminisation of the disability grant population was also confirmed by the study, which indicated that the majority of women tend to take up the disability grant later in life compared to men.

Just over half of women receiving the disability grant are also accessing for...
children, which is a phenomenon that is likely to continue as long as women continue to take the principal responsibility for childcare.

Twenty-eight percent of all mothers receiving the CSG were teenagers at the time of the birth of their first child and comparing the number of teenagers receiving the CSG with the incidence of teenage births in the national population suggests that the take-up of the CSG by teenage mothers is very low. Teenagers (younger than 20 years) represented only 5% of all recipients in October 2005.

Figures from Census 2001 further indicate that the proportion of teenagers claiming the SCG was considerably lower (15%) than the proportion of teenage mothers in the South African population (mothers younger than 30 years old).

There appears to be no consensus whether teenage fertility is increasing or decreasing, however demographers agree that the levels remain high and that there was already a relatively high incidence of births by teenage mothers before the introduction of the CSG. Socpen data indicates that the CSG is mainly claimed by the mothers (84%) of eligible children with the rest of the claimants acting as guardians and custodians. The 2005 survey further confirmed that the majority of child beneficiaries live with their mothers (De Koker et al 2006).

Woolard et al (2005) established the positive impact of an early receipt of the CSG on the development of children. The majority of recipients successfully applied for CSG when their children were older and 53% of recipients applied for CSG after the so-called “window of nutritional opportunity” period.

The other figures that are worth noting include:
• Fifty eight percent of CSG recipients received only one grant;
• Less than 1% CSG recipients claimed for five or more children;
• The proportion of caregivers who are receiving the disability grant in combination with the CSG has increased - by October 2005 10% of all CSG recipients received both the DG and the CSG; and
• It is especially grandmothers of CSG beneficiary children who are receiving OPG and CSG (4% of all CSG recipients).

In the context of the overwhelmingly positive effects that social grants have on beneficiary households the existence of these possible unintended effects seems relatively unimportant.

Forster Care Grant challenges

The majority of foster parents are related to their foster children and in 41% of cases the foster parent was the grandparent, 30% of cases it was the aunt, and in 12% of the cases a foster parent was a relative, according De Koker et al 2006, while in 9% of cases a foster parent was not related to the foster child.

Also, the majority of foster parents are older women. Indications are that nearly two out of three foster parents receive more than one type of grant as many of them are recipients of the OPG, the DG and/or the CSG.

The majority of foster children are orphans, many of whom have lost both parents. Most of the fathers of children who have lost their mother don’t make contact. Research also indicates that children enter formal foster care mainly when they are older than seven and that 52% of foster children are 13 years or older.

Only 10% were younger than seven and 8% were older than 17 years. A small percentage of children were being fostered while their mothers formed part of their households, according to the 2005 beneficiary survey. It is, however, unclear whether these mothers were suited to taking primary responsibility for the care of these children.

Conclusion

Given the high levels of unemployment, poverty, the impact of AIDS and the growing awareness of citizens’ rights to social security, there will be huge demands on the social assistance system.

Most of the concerns about perverse incentives are related to impoverished people requiring income support within a system that does not provide universal coverage. It appears that within these limitations, officials were, for years, already responsive to this need, sometimes beyond the intention of the grant.

However, confirmation of the existence of unintended effects or the increase thereof could not be established through quantitative data analysis.

The department will further research the issue of possible perverse incentives with a qualitative study that will be complete by the next financial year.

In the context of the overwhelmingly positive effects that social grants have on beneficiary households the existence of these possible unintended effects seems relatively unimportant. The Department of Social Development will continue to focus its efforts on improving service delivery and providing an effective service to those in dire need.
At the national Department of Transport (DoT) we are reviving rail branch lines. These are the lines that Spoornet does not see as profitable and that it closes or leaves to degenerate as a result.

The process of reviving these lines, most of which are located in rural areas, started in 2000 through the restructuring of the state enterprises and assets, particularly in the rail sector. We had to establish what Spoornet sees as profitable and unprofitable to their business. We then started a process with KwaZulu-Natal Freight Databank where we researched the status quo of branch lines in the province. The line we piloted - the 122km Port Shepstone-Harding Line on the KZN South Coast - is mainly a timber line.

We then decided to roll-out the project to similar lines throughout the country and we identified Nkwali, Belmont-Douglas, Eastern Free State Maize Cluster, Umtata-Amabele, KwaZulu-Natal Midlands Timber Cluster, De-Aar-Nakop, Natal South Coast, and Krugersdorp-Ramatlabama.

We sourced funding to upgrade these lines through the Department of Environmental Affairs and Tourism (DEAT) because environmental issues where these lines are running needed to be taken into consideration and some of these lines run in tourism hotspots. As a result, the DEAT felt it appropriate that they sponsor this initiative.

**Objectives**

The main objective for us reviving these so-called “unprofitable” lines is to shift rail-friendly cargo back to rail. There is cargo that is transported by rail when it is not suitable for that. There is also cargo that is transported by road when it is supposed to be on rail as it damages our roads. We therefore need to shift that cargo back to rail.
The second objective is to develop Broad Based Black Economic Empowerment and SMME development. We seek to achieve this by allocating certain tenders to local people to revive these lines. Linked to this, the DoT wants to enhance local economic development in the area.

We also want to create jobs, develop skills, establish rail infrastructure utility and develop branch lines strategy in these areas.

The lines were chosen from a technical analysis. By this we mean that we check whether the line operates or not. Secondly, we establish the kilometres of the line to be revived. Thirdly, we establish the condition of the line. Fourthly, we need knowledge on the client base of a specific line because some of these lines can be revived only to find that there are no operations to run on it.

We are also interested in the commodities that are moved on that line and the potential traffic to be carried on that line.

The technical analysis also involves a social analysis of where the line is located; the Local Economic Development (LED) impact on the area; the job creation potential; link to IDZs and SDIs; and spin-offs from these lines.

The last criterion that we use to choose these lines is economic analysis. Here, we look at the contribution of the line in the regional economy, particularly the SADC Network. The region must be taken into consideration because our neighbouring countries need to align their processes with South African processes in developing the region.

We also analyse the contribution of the line in the export sector. Related to this is the contribution of the line to domestic markets. We want to know what Gross Domestic Product (GDP) that particular line contributes to the whole country’s GDP. We are also interested in job creation, investment requirements and financial sustainability of the line.

Status quo of the revival

We are currently in the process of reviving three lines: Nkwalini in KwaZulu-Natal, Belmont-Douglas in the Northern Cape, and Keil Rail in the Eastern Cape.

The Nkwalini line is a sugarcane line. The steering committee for this project includes sugarcane farmers and government departments at both provincial and national levels. The line also has the potential to become a citrus line.

The budget allocation for the project is R10 million which came from the DEAT. We have also appointed SAFLOG and GIDISAM as BEE companies to upgrade the line. This has provided employment for 120 local people.

What is important here is that we are also checking what cargo that is currently on road can be shifted to rail. Both sugarcane and citrus are carried by road and our objective is to get all these onto rail.
The Belmont-Douglas line is also a second economy initiative. Purely a maize and wheat line it is 82km long. The budget allocation is R29 million. Of this, R34 million comes from DEAT, with R5 million from the Northern Cape provincial DoT.

The farmers in the area have committed to contributing R2 million towards the upgrade of this line. The project employed 946 people from the area.

The third project is the Keil Rail line which has been completed and currently we are moving into getting an operator. There is a tender process, with which we are hoping to get a bidder to operate the line.

**Linkages to National Freight Logistics Strategy (NFLS)**

The NFLS was approved by Cabinet in August 2005. It is the blueprint of how best we can align and streamline freight logistics in South Africa linking both the first and second economy.

Its vision is to integrate functional regulators reporting to the Minister of Transport. Currently you have Spoornet investigating its own accidents without an independent regulator who will give independent results on the accident. We have established a safety regulator who will perform these functions.

As a result, we want an economic regulator to determine the price regime on these lines. Currently, if the price of diesel increases, Spoornet tends to increase the price of its carriage to the cargo owner without even having consultation with its customer.

The economic regulator will, therefore, objectively determine whether the price that is charged to transport cargo by Spoornet is fair or not. We also want to break the monopolistic tendency of Spoornet in being the only operator in these lines by promoting competition. This will be a phased approach.

There will also be affairs, safety, security and environmental regulators that will also play an independent oversight role and report to the Minister of Transport.

As we are reviving all these lines in rural areas, we want to create an independent entity that will own the entire branch line infrastructure which Spoornet does not see as profitable.

As we roll it out, the long-term vision would be that government owns the entire rail infrastructure. This is because Spoornet is in the business of operating on the lines and not owning infrastructure.

Spoornet gets constrained in maintaining infrastructure because it is very expensive to do so. As a result we want to create an entity that will report to government, own the rail infrastructure - the branch lines in the first instance and the main lines in the long term. That is the vision of our strategy.

Furthermore, both public and private operators will be welcome to operate on these lines. It should not be only Spoornet operating on these lines. The regulators I mentioned earlier will then manage the regulation across the cargo cycle.

The current situation according to our NFLS is that we have limited space for BEE and SMME. Currently huge profits, whether on road or rail, go to big freight companies such as Freight Dynamics, Premier Logistics and so forth, with less going to BEE companies that are emerging.

There is also a low concentration of the cargo needs of the second economy. What we tend to concentrate on is first economy issues such as primary networks and ports and forget that we have potential producers at local spheres of government which are not seen or supported by certain government objectives through BEE and other initiatives.

Lastly, there is an inappropriate regulatory framework and institutional structure. We have different regulators; role players investigating themselves; there are mixed messages - either the ports should be transferred to public enterprises or Transnet should report to the DoT.

We have a mandate - we are a policy making department. The Department of Public Enterprises is a shareholder on behalf of government where Transnet has to report.

**Conclusion**

Currently our rail system is clouded with inefficiencies because of capacity issues. Customers, which are mainly farmers, complain and say that they have cargo, but Spoornet does not have the capacity to carry their cargo. We believe that the rail economic regulator will assist in dealing with these kinds of problems.

There are also spatial disparities in that both road and rail networks are mostly concentrated in urban areas, and not rural areas. These networks need to be moved to deep rural areas. Reviving the branches is a major strategy towards taking the lines to rural areas.

Agricultural products that come from deep rural areas have a huge impact on the first economy. They therefore need to be treated seriously in the value chain. Our view, therefore, is that first and second economy should be integrated through transport infrastructure. •
We understand that it is important to create institutions that are designed to allow communities, which are composed of citizens, to participate and give voice in the development processes. The idea here is to consult with communities to make processes more transparent and more democratic.

What I am going to offer here is a story that challenges this notion. It states that, rather than simply consulting communities, the purpose of development is actually to produce them in the first place.

So you do not assume that communities spontaneously exist and are somehow always already there. The idea is that communities are things that you go out to produce through development initiatives.

I will try and locate this discussion in terms of shifts away from the RDP to GEAR to the new public management. One of the shifts that we have seen in South Africa over the last 12 years is a movement away from the community-driven development.

It is a movement away from citizen involvement in policy making and implementation. A move that is more towards the business model where government behaves like a business in the way it relates to citizens, not as citizens but as customers.

The story I want to relate is about the area of Manenberg in Cape Town. In considering the work the of the Department of Community Development (Devcom) in the City of Cape Town, what we will be evaluating is the way in which such a developmental vision has been implemented, its institutional consequences and the obstacles to its realisation.

**Background**

We will see through a case-study of Manenberg on the Cape Flats that the development is not practical if it is not sustainable, and not possible without the strength of communities, and the “good” behaviour of the people.

Dr Ivor Chipkin, Human Sciences Research Council, examines development in Cape Town’s troubled Manenberg area...
difficulty of intervening in the area has as much to do with the institutional limits of Devcom as with the normative presuppositions inherent in the notion of a developmental local government.

At stake is the production of a virtuous community, deemed by Cape Town to be one that reproduces itself in a way that is deemed “functional” as opposed to “dysfunctional”.

Now, the moral norm that informs the work of Ahmedi Vawda and his team is not merely contingent on their personal beliefs but follows necessarily from the “idea” of development they seek to accomplish.

We will see, therefore, that the limit of development is the capacity of local government, depending on the circumstances, to transform real communities into “good” communities; i.e. communities that reproduce themselves without recourse to crime or any other activity deemed “inappropriate” by the state.

This is precisely the dilemma in Manenberg, an area where a gang-controlled drugs-based economy is more and more prevalent, where unemployment affects 42% of men and women older than 15, where less than 7% of residents have a matric and/or post-matric qualification, and where those sectors from which residents of Manenberg have traditionally found employment are in decline (chiefly manufacturing and the textile industry). What is an appropriate developmental intervention?

It is certainly less about providing services and housing stock in an area where most residents have access to formal accommodation, water and electricity. What does it mean, therefore, to assist households secure their economic and social needs in a sustainable way?

In a community more and more precariously linked to the formal economy and where a growing drugs-based sector provides economic and social support for the vast majority of households, does a developmental role for local government mean better assisting residents to participate in crime?

The question is rhetorical; given its patent absurdity for government. What this paper will argue is that a developmental role for local government is less a technical, managerial task than a political-moral one.

It implies necessarily that local governments grapple with the questions raised in Devcom: What constitutes “good” sustainability and what municipal interventions are required to provide it?

Development is driven by a moral aesthetic and as such is necessarily representative; it implies supporting and concealing activities deemed “acceptable”, “honourable”, “legal” and negating those deemed not; ultimately to realise a state of community that accords with the image of the “good society”, the “modern”.

In the case of Manenberg it is precisely this moral order that is in question, and it is precisely this “other” moral order that is being consolidated by trends in the global and national economy.

The limits to development in Manenberg have less to do with “efficiencies” and “flexibilities” in the administration of Cape Town than with the obstacles to realising a certain idea of the “virtuous” community.

This said, we shall see that the citizen is above all an ethical figure and that the precondition for citizenship in a national context is the production of moral communities.

The RDP and integrated development

What is at stake in the White Paper is the granting to local governments their proper autonomy as political bodies, elected by and responsible to their citizens. This marks an important departure from previous conceptions of local government in two respects.

Research done for the White Paper research process dealt with this more fully, but some of its conclusions can be summarised as follows. In the first instance, the Reconstruction and Development Programme cast third-tier government as the “hands and feet” of delivery initiatives; that is, essentially as administrative bodies charged with the execution of tasks mandated from above.

In the second instance, development was conceived primarily as a state institutional task where the ostensibly political role of municipalities was limited to “change management” or “transformation” to realign their institutional capacity to the RDP tasks at hand.

Very briefly, it presupposed that residents became citizens when their needs were satisfied; where needs were defined, essentially, as a house and a serviced site.

It does mean, however, that service delivery is no longer judged an end in and of itself, but is subordinated to another objective: finding sustainable ways to meet the social, economic and material needs of communities.

“Development” in the White Paper is measured not against how many homes are built or sites are serviced but against the degree to which “citizens” are able to sustain themselves and their households. This implies a radical reworking of how local government works.

Despite a superficial resemblance this is a different kind of question to the already posed: How can public services be deployed to meet the needs of communities? Indeed, despite the fact that they employ a common vocabulary - nearly all discussion documents, legislation, white papers refer to “community needs”, “citizens”, “participation” - they nonetheless imply distinct notions of development.

In the first place, the one that is driven by standard indicators is predicated on the assumption that service delivery satisfies local governments’ developmental mandate. For convenience sake let us call it the RDP approach; although this is intended with a little irony.

It follows that institutional design and performance management are undertaken with a view to most effectively delivering a number of products seen as ends in themselves: housing units, serviced sites, etc.
In the second instance, I will discuss it as that of Integrated Development (ID), these standard outputs are judged as, at best, means of realising development - for a developmental local government a house is not a product unless it contributes to development.

The measure here is a sustainable community, where the indicators that follow from this objective are neither self-evident nor knowable in advance. Indeed, what the first calls a developmental product may, according to the second, be either nondevelopmental or, worse, profoundly anti-developmental. When, that is, a house and/or serviced site does not grant to residents a resource with which they may access further opportunities, or even worse burdens them with a product they cannot afford, the results may be considered ineffectual or even harmful.

Let us note too the institutional consequences that follow from the “RDP” and “ID” approach respectively. In the case of the former what is paramount is the delivery of a range of goods, discernible in advance. In the original RDP conception, housing stock and municipal services were intended to be the products of a government-driven programme of investment; where state institutions were cast as the leading agents of implementation.

Under what conditions does a “stakeholder” become a citizen. In the first instance, the implied response is: when they are able to exercise their rights to a house and a serviced site. In the second instance it is: when they are able to access resources sustainably to reproduce themselves socially and materially.

Of course, these responses are not mutually exclusive, but nor are they necessarily sequential. Now it is precisely the undecidability of this relation in advance that grants to local government a new role as the protagonist of “integrated development”.

What this means concretely is that municipalities are expected not simply to build their institutional capacity to deliver a range of products, but to identify, first and foremost, what products would best assist those in need to sustain themselves and their households.

The notion of development as furnished by the White Paper is haunted by a certain imprecision concerning the notion of the citizen. A resident is
deemed a citizen to the extent that she is able to exercise her rights to a sustainable livelihood.

From the point of view of government, however, it is not enough that they do so by any means (violence, coercion and so on); nor that this livelihood takes any form (crime, corruption, illicit activities). Residents are expected to do so in a way becoming of citizens.

What this brings to the fore is the following hidden surmise: that the figure of the citizen is also an ethical character; it is someone that conducts herself “rightfully” and sustains herself in and through activities deemed virtuous by the state.

Now, if a developmental local government means by the rights of the citizen the right to a sustainable life, and sustainability here implies a definite ethical norm, then development implies necessarily an ethical measure. Citizenship, that is, can never simply refer to the granting of rights and the establishment of forums through which these rights can be exercised. It necessarily presupposes that these rights are exercised “fairly”, “honestly”, “legally”.

What has in fact been collapsed into a single term are three distinct qualities: a constitutional status, a moral-ethical disposition and a political identity. The current literature on development in South Africa tends, for the most part, to be cast in a legal/constitutional light, where the citizen is deemed, rather naively, simply to be a certain bearer of rights and duties to the state.

As a result, debate and policy proposals are preoccupied with the following concerns: what are the rights of the citizen and how are they realised? Merely the first and last qualities of citizenship mentioned above are discussed.

Let us look at the case in Cape Town which illustrates the idea of producing “functional” communities.

The Case of Manenberg

There are today two distinct moral registers that inform, on the one hand, social relations in Manenberg and, on the other, political relations. The first is a notion of social respectability amongst residents in Manenberg, allied to a conception of “proper living” and, on the other, a notion of rightfully/honourably meeting one’s needs.

What is happening in Manenberg, following shifts in the capitalist economy, is that the capacity to live respectably through honourable means is declining. Indeed, this relationship is in profound crisis.

“The Coloured Labour Preference Policy of 1953 sought both to prevent the influx of Africans into the Western Cape and to assist coloureds to enter the labour market. The legislation, the brainchild of the infamous apartheid ethnologist Dr Eiselen, was intended to prevent Africans becoming a majority in the region so that one day it could become a predominantly “white” homeland.”

The clothing, textile and leather sectors have traditionally relied on female labour, drawn especially from Manenberg. As a result, the workforce placed employed, coloured, working class women in a powerful economic position as breadwinners of households.

Their privileged economic status was further consolidated by the fact that men were mostly confined to casual labour in the docks or in the construction industry. Until the 1990s access to work was mediated by such women through a process referred to as “ingebring”.

What this designated was not simply an exercise whereby older women assisted those younger than themselves find a job. More importantly, it referred to the initiation of work-seekers into womanhood. By controlling access to jobs, older women were in a position to define what constituted eligibility to be “ingebring” (to be brought in) and, therefore, to define also the properties of a good woman.

For our purposes let us say that a “respectable” life was to a certain degree possible until the 1990s through “honourable” means; means, that is, deemed “appropriate” by the state. There was some scope for women that qualified as decent to fulfill their roles as good mothers (both to their children and to the “community” at large) through formal economy jobs.

Moreover, and more importantly, the economic status of “respectable” women gave to their households a certain authority to define in Manenberg the content of good and evil. We can add to this the crisis of men to realise their roles as masculine figures; as beings in a position to exercise their roles as good fathers, as husbands, as partners.

We noticed earlier how on the Devcom reading of dysfunctionality, this “pathology” did not simply follow from unemployment. It resulted, instead, from some vaguely defined notion of “disintegrating” families.

Now, there is some merit in this thinking. Given the economic marginality of many coloured men, it may be that alcoholism, family violence and so on are symptoms of the fact that many men were/are not in a position to realise their social “manhood”.

Economic marginality or unemployment as castration. Even if this “moral-economic” is in terminal crisis there are still residues of its once preeminence.

There is growing, critical unemployment in Manenberg for reasons associated with shifts in the regional and global economy. According to a discussion document released by the Unicity Commission, there are some “alarming” economic trends in the Cape Town metropolitan area.

It is not the place here to explore the reasons for the decline of the manufacturing industry, and especially of the textiles industry. We can mention, however, the lower costs of production in Asia. These are related to the frequent use of child labour, the break-up of trade unions and hence the weak bargaining position of workers, indeed, the general availability of much cheaper labour elsewhere.

The flip side of this is a labour market in South Africa regulated by hard-won workers’ rights.

What the report also correctly points out is that the vast majority of coloureds and Africans are in no position to partic-
ipate in the growing sectors of the economy. We have already heard that less than 7% of residents in Manenberg have a matric and/or post-matric qualification. The figures are even lower in African areas.

Most disturbing, finally, is the last remark. More and more residents are dependant on the informal economy. We know already that in Manenberg there is nothing romantic about this economy. It is not that of street vendors hawking vegetables or meats, or flower sellers on street corners. It is more and more a drugs-robbery-arms trade economy mediated by gangs.

For our purposes, it means that the space for households to sustain themselves respectably through virtuous activities is fast reducing. We can say, therefore, that the crisis in Manenberg is not simply one of unemployment.

It is a crisis of households to sustain themselves respectably. We have seen that this last term was defined by a class of female breadwinners capable of exercising a certain moral authority in the area.

There is strong cursory evidence to suggest that with the declining economic status of such women there are important shifts in the “moral economy” as well. If “respectability” was strongly informed by religious notions of modesty and decency, what is the social impact of gangs more and more able to exercise economic control in Manenberg?

Already officials in Cape Town’s Development Facilitation Unit complain that residents are dissatisfied with RDP-style matchbox houses when compared to those of gangsters. Is there a new conception of “proper living” emerging in Manenberg?

To what extent is it informed by those values that govern the relationships between and within gangs?

What does it mean, therefore, to assist residents in Manenberg meet their social and economic needs sustainably? Once we admit that such reproduction is always and without exception informed by a certain life aesthetic, what we have here are at least three competing imaginaries: that of the state (functionality), that of “moral” households (respectability) and that of various gangs.

It is far from clear that “functionality” and “respectability” are mere synonyms for each other. A functional household was one where the integrity of the nuclear unit was high and where alcoholism, abuse and family violence non-existent.

It is likely, although this is merely a hypothesis, that the costs of living “respectably” may have been exactly male “dysfunctionality”. If, that is, respectability referred to the capacity of households to exercise a “mothering” function (both to their off-spring and the “community” at large) and social value was attached to such a female figure, what space did this leave for men to exercise a “manly” function? I am assuming here that what it meant to be a “man” drew heavily from patriarchal conceptions of authority.

If “development”, therefore, presupposes “functionality”, then it is not simply about assisting residents to survive any old how. It is about ordering, arranging and creating them according to an image of the ethical being. It is about producing them as moral citizens.

Once we admit this we acknowledge too the radical import of “development”. It implies necessarily a normative register, an imaginary of what “better living” is, of what a “good life” might be.

“Development”, therefore, is that process whereby the state tries to capture residents into a host of relationships (contracts through service provision and mortgages, social ties through public participation and community organizations) to compel them to act according to what it defines as functional/social/ethical behaviour.

We can say too that such assistance is not simply about helping residents exercise their rights as citizens. It is about producing them as citizens in the first place. There is no evidence to suggest that the delivery of houses, of health services and of community services has gone anywhere to achieving this goal. Indeed, there is much cursory evidence to suggest the contrary.
The community development approach

There is a certain ambiguity within the Department of Community Development concerning the definition of “dysfunctionality”. It is sometimes associated with certain phenomena and sometimes with others (violence and trauma, tuberculosis, alcoholism, substance abuse and so on).

At other times “dysfunctionality” is written and spoken about as a host of social practices (crime, gangs, unemployment) that produce undesirable consequences and/or even a state of mind.

Without too much improvisation, however, we can hazard the following hypothesis: The Manenberg community is “dysfunctional” because family units tend towards disintegration and are thus incapable of socialising (interpellating, would be theoretically more precise) their youth into adulthood.

As a result young men and women are raised in and through gang structures that replace the function of the nuclear household. These attach little importance to education and to the acquisition of the skills necessary to participate in the formal economy.

This, in turn, compounds the dependency of residents on the informal economy which is more and more characterised by the drugs trade and other criminal activities. Gangs, moreover, are prone to violence, producing, as a result, high levels of stress and violence-induced trauma, are involved in sexual practices that encourage teenage pregnancy and HIV/AIDS, and control the informal economy and hence deepen the dependency of families and residents on criminality.

It follows, therefore, that “treating” dysfunctionality to make possible appropriate sustainable development is a question not simply of trauma counselling or Alcoholics Anonymous, or better policing and so on, but of measures that build and consolidate the integrity of nuclear families in the face of growing formal unemployment and provide youth in unstable families social outlets other than gangs.

It is precisely this hypothesis that is manifest in Devcom’s practice in Manenberg and elsewhere. What are
these measures and what “good” development are they supposed to make possible?

We have considered until now the theoretical limits of a developmental role. We have seen that development presupposes a certain ethical norm both in how residents conduct themselves as citizens and how they sustain themselves socially and economically.

In considering the work of Devcom, we have seen that the limit to development arises, in part, from the distance between how residents in Manenberg actually live and conduct themselves and the figure of the ethical citizen.

That, of course, is not a theoretical limit, merely a disjuncture between the concept and circumstances on the ground (the so-called real). It says nothing about the internal consistency of the concept itself; merely about its match with reality.

A conceptual limit is a limit produced either by a contradiction or an inconsistency in the way the concept is defined. What we have discussed is the way that development as outlined in the White Paper presupposes a certain ethical figure.

In other words, the conditions of the citizen are not merely processes through which residents may exercise their rights. It assumes a certain standard of conduct in the way that such rights are exercised and, moreover, in the way these rights are realised.

We know already that not any development will do. It must be “honest”, “legal”; that is, virtuous. What this means is that in Cape Town and elsewhere the institutional design of the municipality and the resources made available are referenced only to the delivery of a range of products deemed, in and of themselves, developmental.

The conditions of citizenship are said to be met when residents can exercise their rights to a house and serviced site, health facilities, libraries and so on.

What is not addressed is how these products might assist residents become ethical citizens in a position to sustain themselves virtuously. We can say that the institutional limit to development arises from this theoretical blind-spot.

We might say that the stability of the nuclear household is deemed the condition of ethical citizenship, where the exercise of right to a house, a serviced site etc. are deemed the conditions of good sustainability.

What implications does this have for the way that local government is structured?

### Institutional transformation

It is not the place here to provide a history of local government changes in South Africa as a whole, nor in Cape Town specifically. What is important, however, is to understand how changes in institutional design have been informed by changing notions of local governments’ function and how, therefore, the organisation has been configured and resource to achieve this mandate.

Following the local government elections in 1995, municipalities throughout the country began to implement the provisions of the Local Government Transition Act (LGTA) of 1993. What this involved primarily was the establishment of Transitional Metropolitan Councils (TMCs) in large urban conurbations, including their respective Metropolitan Substructures (MSSs), Transitional Local Councils (TLCs) in other urban areas and Transitional Rural Councils (TRCs) and Transitional Rural Representative Councils (TRRCs) elsewhere.

In December 1996 in Cape Town this resulted in the constitution of the Cape Metropolitan Authority, including the establishment of six substructures (the Cape Town Metropolitan Council, the Helderberg MC, the Eastern MC, the Northern MC, the Southern MC and the Tygerberg MC). At a planning workshop held in October 1996, in preparation for the final agreement in respect of the allocation of powers, duties and functions between the CMA and its substructures, participants agreed that the role of the City (the CMA and its six substructures) had five principal roles:

- To provide and maintain the basic municipal infrastructure and services;
- To enable or facilitate development;
- To regulate and build relationships between individuals, groups and institutions;
- To lead social transformation, to lead the community and to administer resources; and
- To be an international player.

It is important to note the distinction above between “service delivery” and “development”. In the way that the new council was structured, these functions were located in separate departments responsible for different activities.

What may at first glance seem like a conceptual distinction was in fact nothing of the sort. What informed the distinction between the directorate of Community Development and Municipal Services was the idea that the provision of health, housing and community services required high levels of resident participation, whereas that of roads, water, electricity did not.

These last mentioned functions were believed to be technical administrative services that required scientific knowledge and were thus most effectively managed when left to officials and engineers.

Indeed, the efficient and cost-effective provision of these services was deemed a question of how best to manage these functions within the administration. In contrast, the health of residents, their accommodation and the social facilities they wanted, were questions that more obviously required mechanisms to involve them in the very delivery of these services.

The location of health and other services in the Devcom therefore had nothing to do with the fact that they were somehow deemed more developmental than other municipal products.

When Ahmed Vawda became Executive Director of Devcom in 1997 he inherited a department mandated to ensure the provision of services through community participation. That is what community development meant.

What had never been addressed was how the provision of these services ensured social and economic sustainabil-
ity. Moreover, his arms had been partly tied. Not only was he not in a position to ask what public resources might best achieve development, but he was obliged to work with the resources and staff delegated to him.

The work of the Department of Community Development

We have discussed so far a fundamental ambiguity concerning the way that “development” is construed in South Africa generally and in Cape Town more especially. On the one hand it is practiced as the provision of a range of municipal products deemed in and of themselves developmental. On the other hand, it is conceptualised as measures to ensure the social and economic sustainability of citizens.

In the case of the first, development is posed as an institutional-administrative question: how to deliver a range of products efficiently and cost-effectively. In the case of the second, development begs the question: how to deliver a range of products efficiently and cost-effectively. In this particular area, organised in such a manner, afflicted with these or those problems, to sustain themselves?

This difference has been too easily concealed by the lazy use of terms. Take for instance the notion of integrated development. It refers to the coordination of government departments and other agencies to deliver municipal services. Yet, depending on the definition of “development” to which it is attached, what these services are may vary.

They can either be defined generally and in advance; or they will depend on the specific conditions of economic and social sustainability from one area to the next.

It is precisely this ambiguity that constrains the work of Devcom. The department was designed according to the first definition but tries to function according to the second.

In this regard, Ahmed Vawda implemented a range of systems within Devcom to provide for area by area interventions.

This is intended to enable the directorate to provide for what are deemed the conditions of sustainability on a district basis.

And yet, as we shall see in the case of Manenberg, it is far from evident how the provision of health, housing and community services will accomplish the task at hand.

This tension is adequately captured by the 1998/1999 Business Plan. Here the core business of Devcom was defined as:

- Establish community facilities and buildings, art and culture and sport and recreation that stimulates the re-building of communities.
- Establish health as a base to the city’s developmental approach;
- Establish housing as the socio-economic driver; and
- Establish community facilities and programmes as an instrument for social development and cohesion.

Nowhere have these elements been coherently reconciled either in writing or in departmental planning sessions. Indeed, this is one of the profound criticisms made of the executive director by departmental staff: “How do these concepts translate into action plans,” they ask.

I will, nonetheless, attempt to propose some form of synthesis by drawing from my interviews with various officials.

We can say that in concept, if not in practice, these elements are reconciled in the following manner: by making housing subsidies available to families and by launching an intensive campaign of building.

Devcom intends to release public funds to create employment among those with basic skills and to consolidate the family as the core social unit in the areas in question.

It is believed that if housing subsidies are granted to parents, it will go some way to reestablishing their authority over the family unit. Moreover, once granted ownership of their homes it is said that households will be more inclined both to look after them and their surrounding areas (parks, streets); presumably to protect their values in an anticipated housing market.

In this way, families will exercise greater control over public and social spaces to prevent or reduce crime and gang-fighting.

With work opportunities in a kind of housing-driven public works programme, residents will be in a position to generate an income outside the criminal economy. Enabling residents (especially
the youth) to sustain themselves without the gangs will help reestablish the integrity of the nuclear household.

The strategic accomplice of this initiative is an intensive health campaign and the principle that drives it is that of primary health care. The emphasis is not on the establishment of a medical infrastructure to treat various ailments and pathologies (tuberculosis, HIV, medical problems arising from alcoholism and so on) but to treat the conditions of these illnesses.

We have already seen that for Devcom many of these problems relate to the disintegration of the family. As a result, a health strategy implies not only addressing the causes of such family disintegration, but also treating actual illnesses so that residents can return to their families as healthy - functional - members.

The third element, community services, is seen as a way of removing residents from the influence of a gang-based culture that values violence and crime, where irresponsible sexual practices are the norm and where rape is condoned.

With the provision of social facilities such as libraries, sports fields, art and culture centres, residents can play, learn and meet through activities that are deemed conducive to social cohesion and good community values. Participation in such activities is a way of inculcating in residents a host of social values (tolerance, fair-play) that will help make them responsible citizens.

Ahmedi Vawda wants libraries to not only be places of reading and learning, but places where young men and women can acquire information-based skills through access to computers and the Internet. In this way, he proposes to help “leapfrog” residents into the information age so that their chances of entry into the formal economy are vastly improved. If the objective here is to produce functional, sustained households, then the extent to which there is development follows from this goal.

We can say with regard to housing, for example, that the measure of development is not simply how many houses have been built or maintained. The indicator would rather be the degree to which such a programme reinforced parental control, the degree to which families better maintained their assets and the degree to which they tried to exercise care over surrounding areas.

With work opportunities in a kind of housing-driven public works programme, residents will be in a position to generate an income outside the criminal economy

In the same way, a community facility could only be said to be developmental to the extent that it helped produce more community cohesion and so on. And so on with health. It is surprising, therefore, to find none of these sorts of measures among the performance indicators for departmental directors and managers.

What we find instead are measures relating to the extent to which certain products have been delivered. This, despite a rigorous planning session, using what is called a “logical framework methodology”, to identify the core business of each function, the concrete activities that follow from this and the indicators to measure performance.

Let us consider a typical example. The core business of housing was defined as promoting, supporting and expanding the role of housing in the overall economic and social well-being of Cape Town.

And yet for the year 1999/2000 the performance of the department of housing was gauged by its success in:

- Establishing an effective and efficient management structure for existing housing stock;
- Providing an efficient and effective support service in regard to rented stock and new housing projects;
- Establishing a cost effective and efficient maintenance service for council letting schemes;
- Managing the housing delivery programme for the city in line with strategic priorities;
- Preventing the occupation of vacant land and monitoring existing illegal settlements; and
- Creating where necessary and maintaining proper administration procedures.

With little exception indicators refer to administrative measures to deliver, maintain and manage existing and new houses. The “social” targets mentioned above simply concern the access of more people to housing subsidies; or they are too vague to be meaningful.

What, for example, does “redressing and enhancing the socio-economic status of previously disadvantaged communities” anticipate concretely?

What is not addressed is the relationship between housing stock and the “functionality” of the household. It might be argued that even if the delivery of housing is intended ultimately to pro-
duce the “social and economic well-being” of residents of Cape Town, these goods still need to be supplied.

Indeed, the department maintains that its social ambitions are long-term goals and that in the short and medium terms the emphasis must be on delivery. Indeed, if we consider briefly the work of the directorate of housing this is precisely what is happening.

The functionality of nuclear families is said to be improved when they own a house or a flat so Devcom’s housing strategy is to build new houses for ownership and to convert existing rented stock into privately owned property.

In December 1997 the City of Cape Town adopted a new, integrated housing policy to establish a uniform set of operational procedures across the city. Prior to this housing policy and practice had been fragmented according to the practices of former apartheid-era councils.

For example, the then-city council had not been responsible for hostels, only Cape Town and the former black local authority of Ikapa had managed rental stock - there was no uniform policy on waiting lists and so on.

According to city officials, “These differences, coupled with the breakdown of effective management of the stock over the past few years, allowed for ruthless people to take advantage of the housing stock, for many residents to be exploited, and left many poor and disadvantaged people with no protection from the city. In short, these conditions led to a situation of basic unfairness in housing in Cape Town.”

Here “unfair” practices often referred to the control exercised by “third parties” over the existing housing stock. The financial crises to which black local authorities were structurally prone, together with resultant rent boycotts and political opposition, for example, effectively crippled their capacity to manage rental stock or build new homes.

As a result a host of other bodies (civics, residents’ associations, street committees) governed access to buildings and determined and collected rents. By the time the City of Cape Town was established in 1996, the municipality “could not register a new client without passing through one of these parties”.

Access to homes and the conditions of residence were not determined by how long a family had been waiting for a house or flat and/or what they could afford.

It was more a question of their political relationship to one of these parties. Realising “fairness in housing” therefore required breaking the hold of these parties over the actual management of stock, the directorate has tried to redefine the role of civics et al to that of conceptualising policy.

The directorate has also been preoccupied by disputes arising from the extended nature of many African households. In the case of rented stock, the death or the departure of the lease-holder usually saw the tenancy rights, and later property rights, claimed by the remaining family members.

Yet according to council policy the house or flat in question was to be allocated to the person next highest on a waiting list. In such cases it was usual for affected households to turn to street committees etc. who would oppose evictions.

More complicated was the question of a surviving spouse where there were children from a former marriage. Now, according to the law (outside “traditional” areas) tenancy rights followed the normal process of intestate succession.

Here the right to ownership was automatically granted to the surviving wife. Yet, in terms of the rights of primogeniture, a practice widespread in African households, rights went not to the surviving spouse but to the eldest son. In such cases children from the former marriage often refuse to recognise the rights of the second wife. They often go so far as to physically threaten court sheriffs and others who come to execute eviction orders.

In the former Ikapa Black Local Authority, when this arose officials would accept the right of family members to decide amongst themselves to whom these rights should accrue. Yet such agreements were usually informal and lacked, therefore, legal authority.

When they were challenged in court they were frequently overturned. Hence Devcom has sought to grant to these agreements proper legal weight by rout- ing them through a formal administrative process.
Most of the directorate’s time thus involves “crisis-management” to overcome obstacles to housing delivery: responding to land invasions, evictions, installing effective management systems to deal with waiting lists, and accessing provincial housing subsidies.

Despite these problems the directorate claims to have succeeded in transferring 12 000 units into private ownership. Now, the moment we ask to what extent the delivery of housing and/or the transfer of ownership has begun to meet the developmental goals discussed above there is an alarming silence amongst officials.

Or rather, they revert to vague statements about “meeting needs” and “providing development in impoverished areas”. They speak of how new housing is creating markets that provide families with financial assets, how “formalisation” encourages investment from other government departments.

And yet when they begin to be more specific they admit that many people cannot afford their bonds, nor the costs of improved services. They admit too that property markets are only phenomena of “middle class” areas.

And for our purposes, most interestingly, they acknowledge finally that many residents are forced to rely, either partly or in whole, on the “informal” economy to meet their payments.

This was acutely evident in Manenberg after a tornado destroyed numerous apartment blocks and houses. The City of Cape Town saw in the devastation a chance to “fast-track” its housing programme by tying beneficiaries of the new accommodation into mortgages rather than tenure relationships. Remember that property ownership was deemed a way of building the integrity of the nuclear household.

Given that many residents were failing to meet even their rental costs, and that the new bond-payments will be even higher, a council official asked if Devcom was “not just giving people a rope to hang themselves?”

At the time of writing these measures had been fiercely resisted by residents; building sites had been destroyed and there had been several demonstrations at the Civic Centre in Cape Town.

What this suggests is that it is not simply a question of time before interventions through housing, health and community services have the desired effect. Nor is it a question of the way in which these services are provided.

I do not want to enter a debate about whether there is state capacity (financial and administrative) to provide affordable rental stock to the poor, or to use and train local contractors more intensively. The question, rather, is whether the obstacles to development are simply the efficient, effective and affordable delivery of such products.

Conclusion

We have suggested that the notion of “development” is haunted by a certain imprecision concerning the citizen. A resident is deemed a citizen to the extent that she is able to exercise her rights to a sustainable livelihood. We have argued, however, that such a definition betrays the ethical imaginary that it presumes.

We have argued that the citizen is a moral-ethical figure, that citizenship implies a certain norm of social conduct, and, therefore, implies a certain good way of living together in community.

The development of the citizen means, therefore, capturing and holding residents in relations deemed conducive to ethical conduct so that they may live “properly”. Once we admit that the standard of “good” behaviour is given by the figure of the citizen we arrive at a rather curious inversion.

If the citizen is above all a moral-ethical figure, that citizenship is somehow not a normative figure, but the ethical imaginary that it presumes.

What are the conditions of the citizen? We have suggested that the notion of “development” is haunted by a certain imprecision concerning the citizen. A resident is deemed a citizen to the extent that she is able to exercise her rights to a sustainable livelihood. We have argued, however, that such a definition betrays the ethical imaginary that it presumes.

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If the citizen is above all a moral figure, if development means assisting residents to meet their needs sustainably, then the development of the citizen means assisting residents to reproduce themselves morally.

Development, therefore, is not simply about meeting the needs of citizens. It is about capturing residents to a life-ethical defined by the state so that they can be citizens. It is about making ethical beings. It is about holding people in relations that make them governable by the state.

If the development of the citizen implies an ethical norm, then development is about assisting residents meet their needs in a good way, an honest way, a moral way. We can say, indeed, that producing good ways to meet their needs is a fundamental condition of the citizen.

Now what might these be? Somewhat ironically, in South Africa today, it is deemed participation in the capitalist economy.

If “development” is not simply about ensuring that citizens meet their needs sustainably, but is about the making of citizens in the first place, we need ask: What are the conditions of the citizen?

In Devcom’s reading of “dysfunctionality” a host of social pathologies were derived from the disintegration of the nuclear family. The production of ethical citizens depends as much on the insertion and holding of residents in certain types of family structures as it does on capturing them to the school system.

This is not simply important for the content of the education they receive as much as it is for the relations of discipline and authority to which pupils are subjected. Let us note, finally, that these are the conditions of national citizenship.

They are the conditions, that is, of making residents in the image of a national ideal of “proper living” and of “good”, “ethical” behaviour. This is so, not because the democratic citizen is somehow not a normative figure, but because very different sorts of “ethics” are involved. The national citizen is a figure whose very soul has been captured by the state.

The accomplice of this is “nation-building”; the production of a South African people. In contrast, the democratic citizen is a figure without any particular features (no particular culture, gender, sexual orientation and so on). All that is expected of her is that she behaves democratically in the public domain.
I have two reasons to be terrified of the larger arena of integration, coordination and cooperation: I am not in the public service myself and I don’t understand the codes and quite frankly quite a lot of it is terrifying. It is almost like being in the field where elephants are busy fighting or mating and trying to figure out which of these two acts is more dangerous.

There is an inevitable tendency all over the world that where coordination, integration, integrated development planning and multi-sector implementation happens, it starts benefiting those interests or participants with the greatest capacity first.

And if we are going to get the kind of growth that we envisage we have to get the bigger apparatus or the institutions with capacity functioning more effectively.

However, one of the things I notice is that there is much less successfully achieved in upgrading the small, emerging entrepreneurs and participants. In other words, this comes back to the complaint that we regularly hear that inequality is deepening in our society.

This is not a radical harangue. It has never been the case anywhere in the world that development does after a while result in widening levels of inequality.

Nevertheless, one wants to see people at the bottom echelons of society start responding as well and that the widening is limited for a period of time so that the lower levels, namely, the poorer and emerging operators, also get sucked up into this growth impetus.

That is not what is happening fast enough. It is not anyone’s fault – it is just that it is very difficult to help people with few resources to take advantage of all sort of exciting opportunities.

It is much easier to get a response and action when dealing with people with the capacity to take up opportunities.

We need to get our approach to training right and we need to provide suitable support for local economic development, says Professor Lawrence Schlemmer, Markdata.
The challenge ultimately is right at the bottom, getting emerging participants in our development into the process.

In all these processes all sorts of training is necessary, from business people to training councillors and public officials. A nice tendency, however, is to train as many people as possible.

But the problem is that much of this training is passive. People rarely ask how the training relates to enhancing one’s capacity to deliver, on the basis of the training. People get wiser but they do not go back and do something about it.

My greatest disillusionment was evaluating successive training courses of city councils in local economic development. In seven years of evaluation I saw nothing happening. Granted, it was all good training but it was passive, which is why it is important for any sort of training to first select a small group of people.

Reducing the coverage of training in relation to the number of targeted people makes training more intensive, interactive and provides space for easier feedback and follow-ups.

Most of our small business people have probably been less than effective because the gap between the informal and the formal sector is just not closing. We are not coming up with enough people to fill up the gap that President Thabo Mbeki calls the first and the second economy.

Part of the reason is that institutions usually target large numbers of people without interrogating the quality of the training. What could be learnt from this is that we need to get our approach to training right, with smaller groups of people who could in turn train others.

One of the things always associated with local economic development and, in fact, it is why human being world over have developed to the point where they have developed today, is because of what I call concentration and interactions. People cluster around certain points, for example a port, they start interacting and develop cooperative relationships. There is little evidence of deliberate planning to ensure that there is concentration of energy in a particular place so that you can get the process started.

Most of our people in the informal sector are trained only to understand their own markets, lower income. They do not have access to the middle-class market, which has already been captured by the supermarkets.

Frankly, there is no reason that permission to build supermarkets or shopping complexes should be not withheld unless provision is made for small traders and manufacturers on the same premises.

This would give more and more people from disadvantaged backgrounds access to the big bucks.

Why should the people who fix exhausts on the sides of the roads not have sites that are convenient and would allow them access to the middle-class market? The answer lies in an act of planning - planning for integrated and adjacent development, of which there is not enough.

Senior civil servants’ grasp of the complex field in which inter-departmental, inter-sector and inter-sphere synergy has to occur is admirable. But in my experience things tend to work well from the top levels downward and then hit a snag at local level.

It is easier for projects such as Blue IQ to work at higher levels than locally because working at local level is not very glamorous. As this is where things tend to fall apart there is a need for the establishment of local economic development support centres.

They could play a role in determining who it is necessary to cooperate with in order to get the kind of support required in order to achieve business goals.

Such a centre would only be successful if it had some kind of “Godfather”, or a point of leverage brokerage, with linkages to higher levels of authority or power. The biggest complaint people have is often the fact that they cannot get the required support to get initiatives off the ground. •
At the launch of the Joint Initiative for Priority Skills Acquisition (JIPSA) in March 2006, Deputy President Phumzile Mlambo-Ngcuka said: “If we fail in [the] human resources and skills development sphere, ASGI-SA fails [because] the most fatal constraint to shared growth is skills [and] JIPSA is one of the interventions which seek to address this challenge.”

As this quote suggests, JIPSA was born out of the Accelerated Shared Growth and Initiative for South Africa (ASGI-SA) process of government. JIPSA is a high-level initiative of government, business and labour under the leadership of the Deputy President, to source out appropriate skills in order to make the goal of accelerated shared growth a reality.

It is made up of a joint task team of nine cabinet ministers, five private sector CEOs, two CEOs from state-owned enterprises, two labour leaders, leaders from the higher education and further education and training sectors and research institutions.

Its technical working group is made up of experts from government, industry, the South African Qualification Authority (SAQA), Sector Education Training Authorities (SETAs), labour and the research community. The National Business Initiative provides secretarial support and funds are sourced from the Business Trust.

JIPSA is not an institution and is not an attempt to fix the entire education system. We all know that there are issues around how our education system is structured. JIPSA attempts to deal with some of these challenges in a way but it is not about fixing the entire system.

JIPSA is also not about replacing or duplicating existing structures. While the composition of the joint task team, for instance, is similar to that of NEDLAC, it is not about duplicating this structure or institutionalisation.
JIPSA is also not a numbers game or a tick-box approach to skills acquisition or duplicating research work that has been done by institutions in the private and public sectors as it endeavours to use available research where relevant.

The main element of JIPSA is about acquiring priority skills, and so the first task that JIPSA is to prioritise the skills required to support ASGI-SA. And there has been progress made in this regard.

Our work also involves seeking solutions to practical coordination problems and systems blockages, and obstacles in the policy, regulatory, funding and institutional environments.

The joint task team plays an important role in this as one of its tasks is to fast track some of the decisions that may ordinarily take as long as two years to make. The third aspect is to facilitate the acquisition of priority skills and to make arrangements for skills transfer and, lastly, to facilitate quick-win initiatives to boost skills acquisition and to publicise and build confidence in the priority skills agenda.

There are specific sectors that have been identified to support ASGI-SA, including tourism, information communication technology, business process outsourcing, and bio-fuels. Other sectors will be added as ASGI-SA takes off.

We have thus far engaged in five high skills areas encompassing engineering and planning skills for the so-called “network industries”: transport, communications and energy; city, urban and regional planning and engineering skills; artisanal and technical skills aimed at infrastructure development, housing and energy; management and planning skills in the education and health sectors; and promoting mathematics, science, ICT and language competency in public schooling.

System issues incorporate an analysis of government funding and how it could be harnessed to support JIPSA-related initiatives, reviewing the work of the NQF and formulating quality support mechanisms as well as looking at the composition and functioning of SETA boards in the context of the mandate of JIPSA.

The Department of Labour has done some work with regard to SETA but some of the recommendations have not been taken forward and JIPSA will be taking these up.

**Overview of immediate plans**

Efforts aimed at addressing the skills deficit in engineering skills are championed by state-owned enterprises, ECSA, business and CIDG using a combination of skills pathways that incorporate the higher education and further education and training sectors, apprenticeships and learnerships.

- According to data analysis of engineering and related fields, JIPSA has to meet the following targets:
  - Increase output of engineers by 1 000 per annum until 2009 (25% increase);
  - Overall 20 skills identified by state-owned enterprises, and within this set the priority or key skills have been identified;
  - 5 000 to 6 000 artisans have to be trained to support infrastructure projects; and
  - Artisan requirements in local government, based on vacancies, suggest a need for some 4 000 artisans.

In order to achieve the above, JIPSA’s attention must focus on expansion and improvement of the skills pipeline by standardising artisan training across economic sectors and aligning vocational and occupational qualifications.

Other elements of the intervention include:

- Expanding the capacity of engineering faculties;
- Mounting a campaign to assist those who never finished their NDip (Eng) to complete. This will include placing them in the workplace in order to achieve their practical training component; and
- Ensuring that all underutilised training facilities are upgraded with industry standard equipment and appropriately staffed.

ICT sector initiatives, which are championed by the departments of Communications and Science and Technology, and business, among other stakeholders, seek to move or graduate lower level technicians (post-metric) to ICT engineers through a combination of higher education, FET, customised industry courses and apprenticeship and learnerships skills paths.

Based on ICT vacancies data produced by ISETT, there are 500 000 ICT skills required. The absorption capacity of the industry is, however, highly questionable, while the training capacity is estimated at 70 000 per annum.

A breakdown of skills requirements indicates the following demand:

- 316 369 IT technical support and systems development specialists;
- 181 950 telecoms and electronic technical specialists; and
- 4 048 end-user computing specialists.

Placement programmes, which target unemployed graduates, University of Technology students seeking internship opportunities and practitioners who need skills enhancement, are critical to building the country’s skills base.

Through the various placement programmes we hope to, for instance, secure placement for practical experiential interventions for 9 000 University of Technology students who are unable to complete qualifications.

Other aspects include bridging courses for students in more relevant fields, retooling in new areas through institutions such as business schools and bringing all placements initiatives closer to JIPSA initiatives.

Twenty-one of 24 companies that pledged job placements for unemployed graduates and un-graduated technikon students have requested CVs from our jobs database. The skills requested by opportunity providers (scarce skills) indicate that there is demand for people with skills in all fields of engineering, transport management and food technology, while the profile of graduates who are most in demand are those who hold B Com accounting, civil engineering, electrical engineering, ICT and agricultural science related degrees.
Augmenting Local Government Capacity: The DBSA’s Siyenza Manje Initiative

The Development Bank of South Africa is doing it now by providing professional support to local government with its Siyenza Manje project. By Steve Mathenjwa

I will briefly highlight where the Development Fund comes from so that you can understand where Siyenza Manje fits in the major strategic trust of the Development Bank of South Africa (DBSA).

The Development Fund was registered on 21 December 2001 as a Section 21 company. It was capitalised by the DBSA to the tune of R510 million to date. The estimated recapitalisation for 2006/07 is R118 million.

The key focus areas of the fund are local government development, local economic development and community development.

Our major clients, therefore, are local government at both district municipality and local levels; provincial government; utilities; and NGOs, CBOs and communities. Our areas for support are mainly skills development, systems development, planning aspects and development credit.

In the area of skills development we are involved in the training of officials and councillors on financial management, human resources, performance management, local economic development and so forth. On systems development we assist with management information systems particularly financial management, administration, geographic information systems and so forth.

In terms of our performance, we have committed R479 million, with R246 million in disbursements. We have supported 195 municipalities and approved 419 projects.

As a grant funder, there are a number of challenges that confront us. One of these is the fact that there have not been realisations that grant funding alone does not necessarily result in success. There need to be effective systems for the fund to be effective.

We have learned, as a result, that effective management results in successful capacity building initiatives. We also realised that classroom training is not the most effective way to build capacity of municipal officials. More hands-on training initiatives should be targeted.

There is also a visible lack of coordination of programmes which results in duplication of resources.

Investment of Siyenza Manje

In his 2006 State of the Nation Address, President Thabo Mbeki stated: “As many of us are aware by now, Project Consolidate has identified serious capacity constraints in many of our municipalities arising from a shortage of properly qualified managers, professional and technical personnel. We have taken the necessary decisions to attend to this urgent matter”.

Furthermore, during the debate on this State of the Nation Address, the Minister for Provincial and Local Government, Sydney Mufamadi said, “We are collaborating with the Development Bank of Southern Africa to mobilise experts to provide professional support for programme and project implementation. They will provide hands-on technical support during all phases of the project management cycle.

“We will also focus on low-capacity municipalities, especially nodal municipalities and former cross-boundary municipalities, with a view to assisting them to develop effective service delivery plans.”

Our focus is on weaker municipalities and those that are identified in Project Consolidate.

On the genesis of the DBSA, Jay Naidoo, chairperson of the DBSA, is also...
chairperson of the National Advisory Working Group (NAWG) which identifies the strategic role of the DBSA in Project Consolidate. As a bank we serve as the secretariat for Project Consolidate.

How we came about is that the governor asked the chair of the DBSA to provide one of the many interventions to support capacity building at municipal level. Later, the DBSA Development Fund Board, a separate structure from DBSA Board, approved a dedicated project deployment task force programme (which is Siyenza Manje) as prompted by government to augment and sustain the Project Consolidate thrust.

The key features of Siyenza Manje include the fact that it is owned by government. It is managed by the DBSA Development Fund. Our approach has been a coordinated one, establishing linkages and partnerships to avoid duplication and emphasise synergies.

The key context is to sustain trusts of Project Consolidate over the long term, and immediately augment local government capacity. In terms of the intervention strategy, the Siyenza Manje initiative is a centralised project-focused task force.

It seeks to translate allocation into service delivery. So it follows a projectised approach to support and it is a long-term initiative.

The purpose of the task force is to provide specialised, capable professional services for project development and implementation, primarily in low-capacity municipalities. It also seeks to provide hands-on, practical and project-focused capacity building.

It is composed of project management services, engineering or technical services, and financial management or treasury services. That is how we originally thought we could assist municipalities by intervening through experts in these three areas in each municipality.

Siyenza Manje is a core programme of the DBSA Development Fund which was restructured to focus on this priority area. The fund was formed in 2001/02 with the original mandate to support local government’s institutional capacity by providing grant funding to enhance and improve performance.

It is funded through annual capitalisation from DBSA surplus. Originally, the DBSA provided focused institutional and human capacity building grants to complement government grants. The Fund restructured so that Siyenza Manje accounts for 80% of DBSA Development Fund resource allocation, and 20% for continued institutional or human capacity building grants.

**Roll-out and progress**

About 90 experts will be recruited on fixed-term contracts during the first year of the project. We also want to go through a phased approach. We want 60 young professionals with interns attached to various teams of experts.

We have already recruited 30 experts, which is part of phase one of the project. Teams were deployed to municipalities in May 2006. They will spend 80% of their time at the municipalities and 20% at the DBSA Development Fund.

The first progress with the roll-out of the programme is that, in consultation with stakeholders, eight provinces have been identified for a pilot phase for the implementation of the task force: Limpopo, Free State, North West, Northern Cape, Eastern Cape, KwaZulu-Natal, Mpumalanga and Western Cape.

In the area of recruitment, interviews were held in March 2006. About 62 candidates were interviewed. Of the 62, 33 candidates were given offers. Of the 33 candidates that were offered jobs, six declined appointment. As a result, we now have nine project managers, nine technical experts and nine financial experts.

The second round of interviews was in June 2006 where 12 additional candidates were appointed. Interviews for the second phase of recruitment were scheduled for the 17-19 July 2006 with 30 candidates interviewed.

In deploying the appointed experts, they were introduced to municipalities from 18-30 May 2006. Teams then undertook assessments and scoping of identified projects.

**Governance and coordination**

Our partners include the Presidency, National Treasury, Department of Provincial and Local Government and South African Local Government Association (SALGA). At the bank level, we had to create a deployment sub-committee for the board comprising Fund personnel and strategic partner representatives.

Its objective is to look at strategic direction, oversight of planning and operational teams, source of knowledge, and political responsibilities.

We have also established a technical advisory team with representation from all strategic partners and local government practitioners. It provides advisory services, technical expertise, and assesses identified projects. The project is funded at a cost of about R1.7 billion over five years with the DBSA contributing R600 million and the National Treasury contributing R1.1 billion.

**Conclusion**

Siyenza Manje is a major transformation programme for the DBSA. For 22 years the DBSA has never undertaken a programme of this magnitude and risk levels. This has posed internal challenges to business management systems which are designed to work in-house not outside as has to be done in interventions municipalities. In addition, there are structural, policy, controls and governance challenges.

External challenges include the fact that there is a lack of key personnel. We do not have a sufficient number of managers of manage the initiative. We have a number of acting positions which hampers skills transfer which challenges one of the basic objectives of the initiative: to transfer skills.

There are also funding gaps; an overall shortage of skills in South Africa, particularly in engineering and institutional capacity to operate and maintain both budgets and expertise. I want to conclude by saying, Siyenza Manje noma kanjani.
Over a period of 10 years local government has progressed from being a hierarchical tier of government to an equal, autonomous sphere. The new local government system was stipulated by the South African Constitution, which elevated local government as “distinctive, interdependent and interrelated” to the national and provincial spheres.

Following this, the 1998 White Paper on Local Government laid out the vision and framework of new local government. This was legislated and bedded down in the raft of legislation that followed, namely the Municipal Demarcation Act and the Municipal Structures Act in 1998, and the Municipal Systems Act in 2000. The Municipal Properties Rates Act (2004) and the Municipal Finance Management Act (2003) assisted in refining the new system. The number of municipalities has been rationalised from 843 to 284 in an extensive redemarcation process.

Key successes
The new local government system succeeded in its goal of radically overhauling and transforming local government across the country. Most importantly, the welding together of previously separate parts of localities, ensuring that all those who live and work in an area share fairly in the wealth generated in the area.

A local vote ensures that all who live in a municipality are equally represented on the local council. But this legally defined transformation marks an era of profound instability and problematic service delivery.

Challenges
The greatest challenge facing local government is ensuring that the ability to deliver services within the new system exists. The responsibility to deliver was left to the actual municipalities themselves, using new and untested methods detailed in the Systems Act to bring about the much-vaunted but overly ambitious “developmental” local government.

This is vitally dependant on local capacity to deliver and provide access to adequate resources.

There is also the issue of capacity problems in municipalities that needs to be understood. The gruelling transformation and consolidation process over a 10-year period was inevitably accompanied by transformation fatigue characterised by varying degrees of organisational stress, conflict, and a high degree of staff turnover and loss of capacity. Dearth of capacity has not been addressed by well-publicised, high (and often questionable) salary packages for top managers.

Inadequate recognition of the capacity problem at all levels has had profound implications for local government’s ability to deliver services. In municipalities like Cape Town, managerial purges associated with changes of political leadership have further exacerbated these problems.
There is a range of problems that compound the lack of capacity. A key concern for all municipalities is that post-transformation, they are significantly larger. Sometimes two or three times larger, but at the same time significantly poorer with the same tax base as before.

Municipalities also inherited the non-payment problems of the old black local authorities, which began in the rates boycotts of the 1980s. Some solutions, such as private sector partnerships and organisational restructuring, are highly contentious and strongly resited by the labour movement. Furthermore, the instability implied by the transformation has led to the shying away of private financial institutions from the sector with the notable exception of the City of Johannesburg’s bond issuances.

Access to adequate resources is another challenge. Although local government raises 25% of revenue itself, the ability to raise revenue varies dramatically from one municipality to the next. Poorer, less-capacitated municipalities are more dependent on national transfers than wealthier municipalities.

The 2004 Intergovernmental Review reports that the municipality with the highest dependency on national sources of revenue was Bophelong at 92%. It also reports that the municipality with the lowest dependency was Cape Town at 3%.

Access to national transfers, especially over the period of change and uncertainty in the last 10 years when sources of funding were generally reduced, was critical to most municipalities. In dealing with the challenges facing local government, it is necessary to analyse access by municipalities to national transfers. Gross transfers as a percentage of national revenue to local government have risen from 1.9% to 3.2% between 1995 and 1997, but then in 1998 there is a drop to 1.3%, their lowest level over the 10-year period. Hereafter, transfers increase strongly and consistently to 4.3% in 2003 and 2004.

The effect of the reduction in national transfers to local government is difficult to assess, but apart from the need for national transfers to address poverty and service backlogs, any fluctuations or uncertainty in national transfers would have increased instability in most municipalities. Transfers to local government have increased from their lowest level of R2.1 billion in 1998 to 13.2 billion in 2004. Over a seven-year period national revenue made available to local government has increased six-fold.

Hence the crisis that faces municipalities can no longer be assessed as one of financial means. Of key concern now, given its capacity problems, is whether local government has the ability to spend its revenue.

A failure to deliver

Municipal service delivery since democracy can be assessed by analysing how well municipalities have spent their budgets over the last 10 years, specifically on new capital projects (capex) and spending on recurring costs (opex). Given the existing backlog in infrastructure and the provision of services, one would want to see ideally a clear and consistent increase in spending over the period from 1996, reducing backlogs over time.

What needs to be noted here is that capex is shrinking. Instead of a general increase in spending, both capital and operational expenditure fluctuate greatly, mirroring the instability over the period.

Of greatest concern is the growth in capital expenditure. From 1997 to 1998 spending shrinks by 8.5% then it rises by 27% from 1998 to 1999. Between 1999 and 2001 it is constant at 0% and then shrinks again by 14.6%. As capex is shrinking, opex is growing. Operating expenditure over the period has grown more consistently. This includes possible increased spending on the provision of free basic services such as water and sanitation, or general growth in the size of the municipality and consequently bulk water and electricity bills; but this also includes the growth in the salary bills of municipalities as they employ more personnel.

While this is necessary and sensible to gear up for increased challenges, the poor performance around infrastructure spending (capex) would cause one to question the value of this increased spending on salaries.

Recently there has been a notable growth in capex. Hopefully the growth in capital expenditure from 2002 to 2003 (12%) and 2003 to 2004 (27.5%) marks a new and consistent trend, marking the stability of the post-transformation period.

But the size of the backlog is such that it cannot be done away with in a year or a few years. It must be chipped away at over many years. The real concern is that 10 years have now been lost, while the backlog remains and people’s impatience grows.

Conclusion

Where to now for local government? Transformation is thankfully over, but the challenge of delivery has yet to be resolved. Sources of revenue have somewhat stabilised and predictability of enhanced national revenue has meant that funding delivery is less of a problem than it has been in the past.

But on the horizon is the impact of the loss of RSC levies (to metros and DCs) from June 2006, and the reconfiguring of electricity revenue from municipalities to a revised system of REDs. These two items are sure to cause problems.

In closing, the key issue in regard to delivery is now the capacity problem. Municipalities have to hire, train and retain key staff to drive delivery. But the haemorrhaging of professional staff out of municipalities, coupled with the occasional purge, has left most municipalities in a precarious situation.

But of far more importance is the need to build a professional non-partisan core of municipal employees, to take responsibility for local service delivery.
Case Study

The Eastern Cape Youth Development Board (ECYDB) is a provincial youth non-governmental organisation which was formed in 1998 after a wide consultative process with various youth formations in the Eastern Cape.

The ECYDB was formed to co-ordinate, upgrade, support and promote the activities of its constituent youth clubs, groups and organizations to maximise their development impact and contribute to the transformation of the Eastern Cape.

It is a membership-based organisation with 135 affiliated youth structures such as Youth in Business and Youth in Entertainment.

In the fast-growing economy of South Africa with its vast opportunities, the challenge is that there are a number of communities that are experiencing a slow rate of development especially in rural areas. The growth and development of the South African economy depends on the ability of its citizens to deploy its resources cost effectively in a way that will make a positive contribution to the economy.

It is evident that most national development initiatives have more impact when there is a prioritisation of rural development interventions. SMME development and the dissemination of information detailing current funding opportunities and steps to be taken by aspiring rural entrepreneurs are central to rural development.

We believe that young people can take responsibility for our country's economic development. We believe in the development of youth and that this will gradual-

Viwe Sidali, Chairperson of the Eastern Cape Youth Development Board, outlines the problems and prospects of unemployed youth in the Eastern Cape.

Annual Service Delivery Learning Academy

Entrepreneurial Opportunities for Young People
ly undermine the unemployment and poverty that confronts our areas.

Most government programmes, such as the Integrated Development Plan, and provincial growth and development strategies, identify the youth as a priority and engage them in local economic development to meet specific economic goals, yet there is a lack in practical implementation.

The ECYDB seeks to contribute to the country’s economic growth by working together with government (mainly district municipalities and the youth commission) and other institutions such as NGOs. The ECYDB focuses on advocacy and lobbying, SMME development, co-operatives, local economic development, networking, HIV/AIDS, human rights, child abuse and racism, peace building and conflict resolutions, and diversity programmes for young people in conflict with the law.

**Employment and the economy for the youth**

The challenge facing South Africa, in particular the youth, is the unemployment problem which is made worse by the fact that the labour force is predominantly unskilled.

Whose responsibility is it to create job opportunities for young people and entrepreneurs? Unemployed young people interviewed by the ECYDB outreach and research office claimed that it is government’s responsibility. The government fulfilled its promise by holding the Presidential Jobs Summit in October 1998.

The broad objectives of the summit were similar to those of GEAR and the RDP. The summit was more specific in terms of targets set. Sectors of the economy, geographical areas and target groups in the population to be reached by the proposed interventions were identified. As in many previous interventions, the planned strategies resulting from the 1998 summit look good on paper, but it is the implementation phase in the project cycle that is normally plagued with problems.

Evidence suggests that local unemployed young people are not necessarily involved in projects directly targeted at them.

**Youth expectations**

One of the questions put to the youth during our outreach research was: “Whose responsibility do you think it is
It is evident that most national development initiatives have more impact when there is a prioritisation of rural development interventions.

**Case Study**

The ECYDB established the register of unemployed young people, and what type of assistance do you think is needed? The majority (63.7%) replied that it is the government’s responsibility to give support, with 21% saying it is the responsibility of business, 11.4% saying it is NGOs and 4.1% saying it is the responsibility of trade unions to contribute to job creation, welfare, SMME development, education and training.

The support needed from government should either be in the form of job creation (49.4%), SMME development (19.6%), or welfare (9.1%).

**Entrepreneurial opportunities**

It is evident that government has initiatives to help the youth contribute to the growth of the economy. Government established the National Skills Development Strategy (NSDS) through the Department of Labour to improve the skills in the country and to ensure that people, particularly the youth, get training so that they can make a living and improve the country’s economy.

Some of the strategic aims of the NSDS are to help create an environment that will grow the economy, support job creation for unskilled people and promote the growth of SMMEs.

Government also established the Umsobomvu Youth Fund in January 2001 to facilitate and promote the creation of jobs and skills development and transfer among young South Africans.

The fund’s mandate is to make a strategic investment that facilitates opportunities for the youth to acquire skills, access jobs and pursue meaningful self-employment opportunities through various enterprise initiatives.

The ECYDB, in partnership with various youth organisations in the Eastern Cape (i.e. Council for Young Entrepreneurs, Izibhomo Young Women’s Network) responded to President Thabo Mbeki’s call for a register of unemployed young people.

The ECYDB established the register in a database format. This database contains information on jobs, learnerships, skills development and business opportunities that are available for youth in the Eastern Cape.

The ECYDB is engaged in talks with various institutions to supply information and access the database. So far 4 500 young people have registered on the ECYDB database. The ECYDB agreed that it will forward it to the Umsobomvu Youth Fund’s national jobs and opportunities seekers database.

**ASGI-SA**

A few months ago the Cabinet discussed development of young people as part of ASGI-SA. The ASGI-SA task team, headed by the Deputy President, Phumzile Mlambo-Ngcuka, has been working on how to ensure that the economy grows up to 6% a year between 2010 and 2014.

The ECYDB, as an NGO leading the economic development route in the Eastern Cape, recently launched the youth in Asgisa to ensure that young people firstly understand the Asgisa concept and its opportunities. Secondly, to ensure that Asgisa is not only on “White Paper”.

We started imbizos, seminars and road shows, disseminating the information, but once again communication between government officials and the people is still a challenge.

Other challenges are lack of information, funding, entrepreneurship skills in developing business plans, finding enterprise support centres, and accessing entrepreneurship opportunities.

There is also a visible lack of life skills in areas of developing life and labour market preparedness skills and management and leadership skills.

The ECYDB is working on the above challenges to ensure that by 2010 70% of young people are involved in business as entrepreneurs and build the economy of the country.

**Conclusion**

The ECYDB suggests an integrated effort from all government departments involved to ensure that the community in the area targeted for intervention does indeed reap the benefits.

The planners, organisers or implementers might be at fault, but unemployed people (the youth) themselves can also be blamed. Responses from unemployed respondents people indicated that they were either not aware of projects in their areas or blamed nepotism for not being involved in special job creation projects.

A better system for registering unemployed young people and co-ordinating efforts to ensure their involvement in special job creation is needed.

For entrepreneurship and job creation to have an impact on the growing problem of unemployment in South Africa, those involved in planning and implementation should consider working more closely with NGOs, CBOs, the House of Traditional Leaders, FBOs, student organisations and political organisations to ensure unity in youth development.
The Dube Trade Port is a flagship project of the KwaZulu-Natal provincial government and also part of the ASGI-SA programme which has set itself ambitious targets, including halving unemployment poverty by 2014.

According to Allan Hirsch, an economist in the Presidency, South Africa has to grow its economy by an average of 4.5% by 2009 and above 6% after 2010 in order to achieve these objectives.

But we need to ask ourselves what these growth targets mean for our local, provincial and national economies. These targets particularly mean that we are doubling our economic output and the question is whether our spatial frameworks are geared up or flexible enough to accommodate this kind of growth or whether will remain as instruments that constrain growth.

The Dube Trade Port consists of four basic elements in its first phase. The first element is the King Shaka International Airport which will have the capacity to handle 6.2 million passengers per annum and 3.7 kilometres of runway to accommodate the latest new generation large aircraft.

It will also have a trade zone, including the cargo terminal incorporating warehousing and handling of a variety of sectors ranging from electronics, automotive, clothing, textiles and facilities to handle perishable or time-sensitive cargo.

The first phase of the project is underpinned by a 60-year master plan development, over a 240-hectare site, aimed at developing Africa’s aerotropolis, which is a new concept in South Africa but has been in existence for between five and 10 years in other developed countries.

The concept is based on the fact that airports are increasingly becoming key nodal points in global production and...
The concept is based on the fact that airports are increasingly becoming key nodal points in global production and commercial systems. Airports are engines of local and regional development as they attract commercial interests to locate nearby.

Underpinning the concept, and indeed the Dube Trade Port, is the desire to gear up our region, and the country, for global competition in the 21st century.

However, understanding the concept and its spatial implications requires a paradigm shift from reactive planning to proactive planning, from insular planning to integrated planning, from narrow traditional processes to thinking out of the box.

This in itself is a major challenge not only for government officials across the three spheres of government, but also for the private sector because it opens up new opportunities that we may have not seen before. It requires good leadership and strong government support.

The first major challenge relating to implementing a project like the Dube Trade Port, is the institution of Environmental Impact Assessments (EIA), which include public participation. A land use application also requires public application, and the same applies when taking the project through the Integrated Development Plan processes.

One has to go through really tough issues during EIAs. These processes are naturally time-consuming, and could take as long as between five and 10 years for parastatals and large organisations to complete.

This raises the question whether there is a need for a review of our planning frameworks and whether we are planning for domestic or global markets.

I would like to highlight the issue of impact in the broader spatial area of the project. Many airports around the world are planned around a 15km impact radius. This is the first airport that government has built in 50 years whose impact would conservatively be within a 15km radius.

This meant that we had to deal with two line authorities who began to compete with each other over investments and potential land uses, which is obviously self-defeating, and requires synergistic planning frameworks.

The challenge is whose job it is to ensure mediation between competing planning frameworks to achieve maximum benefit for the region and the country.

Another challenge is vertical and horizontal integration. Our experience is that many players involved in integrated development plans and spatial planning frameworks have very little knowledge of government’s economic and trade strategies, yet they are responsible for making land use decisions within specific spatial areas.

As a result, many of the plans tend to reflect the delivery of basic services without being informed by any economic strategies. They also reflect generic economic opportunities, usually pointing to potential sectors, as opposed to specific private sector investment opportunities in projects.

For the Dube Trade Port to be successful, it is essential that the national departments of Public Enterprise, Trade and Industry and Transport effectively participate and leverage support for the projects. Furthermore, a planning committee that cuts across the three spheres of government needs to be established to oversee the planning and implementation of these projects.

I would also like to touch on issues around the parastatal sector, which seems to operate independently but with the mandate from government. In certain specific cases their plans have concurrency with regional and provincial growth and development strategies, but impact is completely ignored.

They tend to have a life of their own and continue to plan in silos, and command resources to invest in various sectors of the economy yet their participation in spatial planning processes is minimal if at all.
The challenge is for government as the main stakeholder to give very clear and strategic direction to the sector with regard to spatial planning processes, particularly the National Spatial Planning Framework (NDSPF), which is an intricate planning instrument that cuts across all spheres of government.

If we are to make ASGI-SA a reality on the ground, surely the time has come for the NDSPF to become a more proactive instrument for various activities across all spheres of government. It must be a tool for merging the bottom-up IDP processes and national initiatives.

Clear leadership and direction is required through the NDSPF to lead the national spatial vision of the country, not only reflecting what we have achieved but also what we want to be.

Finally, I would like to make some suggestions moving forward in terms of the Dube Trade Port, beginning with the fact that the project needs to be prioritised within IDPs and the NDSP.

The second issue is about having political champions, allocated special planning initiatives with the mandate to fast-track decision-making around project approval and vertical and horizontal integration and supporting delivery.

Projects under ASGI-SA need to be prioritised, given a green light status and the support they require in order to fast-track implementation. •
Blue IQ has been around for about five years and its objectives are reflected by the slogan – Blue IQ: A plan for a smart province.

The primary objective underlying the establishment of the company was to augment some of the economic activities in the province and more specifically accelerate delivery on economic growth which links to the provincial growth target of 8% in GDP by 2014 in response to the 6% national target.

Achieving this rate of growth is clearly critical. The province has to contend high volumes of migration and although it has created some 300 000 jobs over the past financial year it is still not enough to deal with about 600 000 identified internal migrant job seekers.

Blue IQ was hatched in early 1997 to deal with the prevailing economic challenges and was informed by the provincial and national policies or the trade and industry strategy.

Given that Blue IQ is a provincial initiative and that very rarely can such initiative take off without the participation of local and district levels of government, formulating these relationships was something that had to be cobbled together in the absence of frameworks.

The provincial government - through the agency of its economic planning unit – developed an intervention plan that identified four sectors as critical to accelerating economic growth in the province.

But there were a couple of provisos in terms of how Blue IQ would participate in the economic activities of the Gauteng province. An important proviso was that Blue IQ had to intervene in the economy through a commercial vehicle that would not compete with existing or future businesses in the four identified sectors of intervention: information communication technology (ICT), logistics, tourism and manufacturing.

Government took a position not to crowd the private sector but instead to find mechanisms for increasing private sector participation in the economy. This position was informed by 1997 research findings that indicated that the level of direct fixed investment was -1.9% in the preceding 10 years.

The other proviso that guided Blue IQ participation in these economic sectors was the objective to get the private sector to be a permanent economic participant. Many of Blue IQ assets and its portfolio of over R5 billion will at some point be made available to the private sector either through purchases, transfers or other forms of disposal.
The biggest challenge for Blue IQ, an entity that is 100% run by the provincial government, is the fact that government has no experience in effectively participating in commercial activities but has an obligation to stimulate such commercial activities where they do not take place.

Interventions in the tourism sector took the form of projects that are run by a company that, among others, identified world heritage sites such as the Cradle of Humankind and the establishment of a game reserve for Gauteng that also covers Limpopo and Mpumalanga.

Also falling under the tourism project was the building of the Constitution Hill (which houses the Constitutional Court) and the development of the Newtown Precinct.

Projects in the logistics sector include the City Deep Hub, which services the Durban and Gauteng corridor, which currently handles two-thirds of South Africa’s container activity and is one of the links with other countries in the Southern African region. It is currently largely used for storage but there are plans to transform it into a fully-fledged logistics hub. The Johannesburg International Airport Industrial Development Zone (IDZ) has four projects and has been identified as one of the ASGI-SA projects. Unlike the coastal IDZs that focus on the development of ports, the Johannesburg International Airport IDZ will focus on light industrial manufacturing.

The much-publicised Gautrain which also falls under the logistics programmes.

Under the ICT banner we have a corporate corridor, which is a virtual network of SMMEs that are technology based and the Innovation Hub or the Gauteng Silicon Valley.

We have been able to attract a number of participants, both international and local, including SAPPI, the second biggest pulp and paper corporation in the world. We will also be building a 6 000 square metre research and development facility.

Blue IQ is governed by a number of constitutionally recognised structures. This includes the Blue IQ Investment Holdings Act that was promulgated in 2003 so we report to the legislature and its various sub-committees. We are also a Schedule 3c company as per the Public Finance Management Act which means that corporate plans have to be approved both provincially and nationally.

In addition, we also have to respond to our commercial entity structures. All our companies are PTY Limited and are governed by the Companies Act. We also have other recognised performance management structures - for instance memoranda of understanding with municipalities.

We have relationships with local and national government that did not exist as captured in integrated development plans that play a big role in managing potential conflicts.

Going forward outside these structures there are still challenges that Blue IQ faces especially considering the fact that it is a new concept in terms of provincial state-owned enterprises and is in many ways groundbreaking.

Our work is not defined by our ability to spend R5 billion in five years but by our ability to establish sustainable corporate structures that can outlive Blue IQ. One of the challenges facing initiatives such as Blue IQ is that it needs to transform itself beyond being a government concept into a sustainable institution.

Whatever the challenges may be a structure like Blue IQ should remain relevant in terms of serving the purposes of the state at the different levels of government. What is particularly challenging is that we need to persuade local government to begin to see Blue IQ as an instrument for their own economic development planning and coordination.

We have been very lucky because over the past seven years there has been continuity in terms of the political administration of the province. We have champions across the different portfolios. We do, however, need to see mechanisms for accelerating the process.
In South Africa, the Constitution is the ultimate resource on how our government should work. From this perspective, the Constitution gives us some guidance in Section 152; on the question of local development objectives of local government include responsibility for social and economic development and sustainable delivery of affordable services.

An interesting factor is that this year the Constitutional Court interpreted Section 152 of the Constitution as imposing a constitutional obligation on municipalities to fulfil those objectives as a matter of public duty. This means that municipalities have a positive duty to fulfil those objectives. Nevertheless, it was clear that this public duty was not intended to be delivered by the local sphere of government in isolation. Planning and delivery is the obligation of government acting in an integrated and coordinated manner. However, government, whilst constitutionally unitary, is not monolithic.

The challenge is to get the three spheres of government and their component parts to work together, on the basis of the same planning framework, at the same time and with the same priorities, on the same subject and without competing for the same space and roles.

**Constitutional framework**

The Constitution is the supreme law and provides the fundamental framework for the structures and processes of government. It therefore must always be the starting point for consideration of how spheres must interact with each other.

As we all know, government is constituted as national, provincial and local spheres which are distinctive, interdependent and interrelated. These spheres must cooperate with each other in mutual trust and good faith.

In cooperating with each other, spheres must foster friendly relations; assist and support one another; inform and consult on matters of common interest; coordinate their actions and legislation; adhere to agreed procedures; and avoid legal proceedings against one another.

There must be legislation to promote and facilitate intergovernmental relations.
promoted through the Intergovernmental Relations Framework Act of 2006.

Constitutional legislation

The object of the Intergovernmental Relations Framework Act is to provide a framework for the three spheres and all organs of state in those spheres, to facilitate coordination in implementation of policy and legislation including coherent government; effective provision of services; monitoring of implementation; and realisation of national priorities.

Spheres of government must consult each other, coordinate their actions, avoid turf contests, and participate in intergovernmental relations structures.

This Act regulates how public servants in all spheres of government should operate. They should therefore consult it on a day to day basis.

The other constitutional legislation which has been passed by parliament in the Organised Local Government (OLG) Act provides for recognition of an OLG structure nationally and in each province.

The South African Local Government Association (SALGA) has been recognised through the ITO Act, and all 283 municipalities are members of SALGA. Furthermore, the Demarcation, Structures, Systems, Finance Management and Property Rates Acts all require consultation with SALGA before various executive actions by other spheres are taken.

If we talk about development planning, the Systems Act in Chapter 5 of the constitution deals with Integrated Development Planning. According to the ITO Act, Section 24, the planning undertaken by a municipality must be aligned with and complement the development plans and strategies of other affected municipalities and organs of state so as to give effect to the principles of cooperative government in Section 41 of the constitution.

This means that municipalities must participate in all national and provincial development programmes.

Institutional framework

The process of cooperation occurs in institutional framework. That institutional framework is largely provided for in legislation. The IGRF Act, for example, provides for the President’s Coordinating Council which is a consultative forum for the President to raise matters with provincial and local government, inter alia coordination and alignment of priorities, objectives and strategies.

Similarly with MinMECs, ministers of all departments are expected to establish MinMECs which is also a consultative forum. It is designed to provide ministers with an opportunity to consult on inter alia coordination and alignment in that functional area of priorities, objectives and strategies. The Act also provides for the Budget Council and Forum which are statutory bodies.

There are also the Premier’s Intergovernmental Forums which are also consultative forums of province and local government to inter alia coordinate provincial and municipal development planning to facilitate coherent planning in the province.

There are other provincial intergovernmental forums in specific functional areas. In addition to these, there are intergovernmental forums at district level. They are also consultative forums for the district to discuss inter alia coherent planning and development, coordination and alignment of strategic and performance plans.

One can also add intergovernmental technical support structures; other intergovernmental forums such as IMC on Housing and Project Consolidate; development planning intergovernmental forums which include provincial IDP forums; and inter-sphere relationships, ad hoc meetings, forums, project teams and so forth.

Some policy guidelines on delivery in local government

In May 2003 the Cabinet considered the question of development and decided to improve Integrated Development Plans (IDPs) and locate it as a key IGR instrument; national and provincial government to establish capability to support IDP and develop sector guidelines. It therefore approved the drafting of Intergovernmental Planning Framework which is now complete.

In January 2006 the Cabinet tabled a five year strategic agenda for local government. It contained five key decisions on development planning. The first decision was that planning capability in all three spheres must be improved.

Secondly, it stated that municipal plans should include concrete and realistic localised service delivery and development targets which will inform performance contracts. The third decision was that certainty in the development planning system is required in relation to the location of national responsibility for spatial and land-use planning.

The Cabinet also decided that regulations be introduced to transform district and metro IDPs into local expressions of government-wide commitments. Lastly, it was decided that NSDP must evolve into a stronger and more directional national development planning instrument.

In his 2006 budget speech, the Minister of Provincial and Local Government, Sydney Mufamadi, said: “IDPs were originally conceived of as specific to the municipalities concerned, but we have come to regard the IDP as a potential fulcrum for raising issues to be attended to by all three spheres of government. Clearly the three stages of the IDP process - conceptualisation, formulation and execution - require joint and coordinated inputs.

The review process of the NSDP, as informed by the IDP hearings of 2005 and IDP engagement process of 2006, addresses the alignment process talks about planning alignment of the three components of government planning.

The NSDP in broad terms, reflects the national space economy in a macro-policy context. Of particular importance are the combined dynamics of poverty, economic potential and migration with
that geographic context.

The NSDP recognises that there are 26 locations with a maximum radius of 70km containing 70% of all people under minimum living level. They contain 79% of the total population and produce 90% of the Gross Value Added. Within these 26 areas, there are three municipalities where 66% of the Gross Value Added is produced. So it gives you the dynamic of that geographical space economy. The NSDP needs to focus on and factor in the role of these areas.

The NSDP goes further to talk about the minimum characteristics of a Provincial Growth Development Strategy. It must be based on the approach and principle of NSDP. It must also provide a framework for public and private sector investment especially in areas of opportunity and development priority.

It also provides direction and scope for province-wide delivery and takes resources into account - economic, political, social, natural environment constraints and opportunities that are available. Lastly, it should enable intergovernmental alignment and guide activities of all agencies.

Already decided by the President, is that metro and district IDPs must become the local expression of the development plans of all spheres. The alignment process will involve spatial analysis of each metro or district incorporation of all national and provincial plans as they apply to each other.

By February 2008 there will have been a national workshop on methodology, selected pilots and roll-out to all district municipalities and metros.

Challenges

It is apparent that a clear legislative and policy framework exists for inter-sphere coordination. It is necessary to convert this into a working model which achieves the objective of transforming metro and district IDPs into government-wide commitments.

A critical question that we need to ask is whether there is legislative reform necessary to achieve mutual consideration and approval of plans through IGR structures, while maintaining integrity and accountability for powers and functions.

We should also ask what the national government role is in approving provincial growth development strategies in PCC to improve sector alignment with these strategies. Answers to these questions are difficult, but need to be considered.

Perhaps the rationalisation and modernisation of planning regulatory environment should come from a single source, preferably a high level of sector coordination. National and provincial departments would need to be reorganised to enable them to achieve planning alignment.

Capacity in national and provincial departments should be built at all levels to enhance understanding of local government and knowledge of intergovernmental and inter-sphere planning processes.

On the so-called “attitude change”, the constitutional responsibility to strengthen and support does not carry with it executive authority in municipalities. Cooperative government does not mean national and provincial departments govern and municipalities cooperate.

These are challenges we are facing that have come out of IDP engagements.

We have got to enhance the structures and processes of IDPs with internally managed processes, political understanding of opportunities for and obstacles to investment, sound analysis, realistic implementation programmes, ITO costs, budget and institutional readiness, existence of district or metro-wide Spatial Development Frameworks, and entrenched community participation processes.

One other challenge is the availability of credible data for planning, particularly as a result of disparities between Statistics South Africa, departments and municipalities. There must be a shared investment model for each metro or district. It is still a challenge that they do not exist.

One might also add to the challenges the fact that the current funding regime does not incentivise integrated development outcomes, for example, through a housing subsidy. There is also no proper mobilisation of communities as owners of IDPs.

Added to this, is a need to develop capacity and tools to facilitate mediation between competing interests. Lastly, we need to ask ourselves if the constitutional, legislative and policy framework is sufficient to achieve its integrating objectives, without central responsibility and accountability for implementation.

Conclusion

The challenges referred to above are recognised in the processes being driven by the Presidency and the Department of Provincial and Local Government with SALGA. Implementation of NSDP and its localisation in PGDSs and IDPs will proceed.

There are legislative refinements that are considered and discussed. The IDP support and capacity building programme is driven by the Department of Local Government, linking into the inter-ministerial committees and other processes. Further integrating and coordinating initiatives must occur in the context of existing processes.
We are now 12 years into our democracy. Some of the things we are implementing began after the heat of the Constituent Assembly, which adopted the Constitution in 1996.

Subsequently we developed some of the key legislation dealing with local government that emerged from the White Paper that we completed in 1998. It was only in 2000 that we began implementation of the legislation shaping the new local government system.

Before 2000 much of the energy went into jostling and struggling over shaping the vision and form of the new local government system.

Discussions on local government should take into account the fact that its systems and their implementation are not actually 12 years old. The new local government system is actually about six years old.

Our overall vision as a nation is to create a non-racial and non-sexist, democratic and prosperous society. In contrast to what happened in the past, we committed ourselves to building a caring society.

This is reflected by our Constitution, which is a unifying law and a representation of what unites all of us across our various divides.

The issue of the struggle amongst and the unity of opposites is important in that it assists us to set up common goals through the vision of a developmental state.

A “developmental state” is not taking some intellectual construct from elsewhere to define what we do or implement uncritically. The use of the concept of the developmental state is situational.

A developmental state is a state that intervenes - using very limited resources - to energise all South Africans to attack poverty and stimulate growth and development.

A developmental local government would be one that is committed to working with communities to find sustainable solutions to their problems.

Consultation is the Key to Cooperation

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spect the inputs of local residents and other people who may be affected by our decisions because our “brilliant” ideas will not see the light of the day if there is no adequate consultation and participation.

A Commonwealth study on public participation made a distinction between two forms of consultation: weak and strong.

The weak forms of consultation are when people consult and then just implement what they wanted to do anyway. Stronger forms include situations where people have control of resources and can make decisions over their deployment.

An understanding of the different forms of participation is critical as consultation and participation are the backbone of the country’s legislation.

Many of the complaints against public participation revolve around the fact that it takes a long time. But we all know that speed kills.

This equally applies in terms of our approaches to public participation. We need to balance the need for speed with the requirements for sustainability.

The process may be slow but once decisions are made then implementation would move faster.

Another key concern with regard to local government is the issue of alignment to maximise our impact as government. For example, one of the major concerns raised by ASGI-SA is the issue of the capacity of the state to meet the targets of economic growth and job creation.

Although the issue arose out of ASGI-SA, it is pertinent in relation to our drive towards a single public service, incorporating local government.

What also needs to be noted is the fact that cooperative governance, in the context of our Constitution, has a better chance of success if we draw our cadreship from a common pool as the three spheres.

If there is a pool of public servants who have, for instance, experience in local government, the opportunity of appreciating the challenges facing local government would be greater.

This cadreship, unlike in the past, resists temptations to abuse the positions and resources they control. They represent clean governance in every respect.

It is the cadre of our public servants that the media would not be interested in writing about because they are as clean as a whistle, in the same way that the media would not be interested in the thousands of planes that land safely. They are more interested in the one that crashes.

His in a way is an acknowledgement of thousands of public servants who go about their work ethically. Often we are blinded by the sensationalism that arises as a result of a few people among us who are corrupt.

South Africa is heading in the right direction, especially with regard to the single public service, which will make it possible for us to deploy people seamlessly and adopt government-wide monitoring and evaluation.

The challenge to all of us is to continuously learn from our practical work and reflect more so that we can generate our own ideas based on our experiences.

The relationship between theory and practice is important. But theory provides orientation in terms of where we are going and whether we have achieved the goals that we set up for ourselves.
Why did you pick teaching as a career option?
I like working with people. I took up teaching as a calling and not because there was no other profession for me to follow. I have always been passionate about teaching as a career and fortunately I had parents who could afford to pay for my training at Indumiso College of Education in Pietermaritzburg.

What do you think are the most pressing challenges in the teaching profession?
There is a shortage of qualified people to such an extent that in some secondary schools we employ teachers who only have standard 10. The department of [education] must reopen colleges otherwise we will compromise quality teaching, especially in subjects like maths and science. Some of the colleges are [under-used], deserted and vandalised. The department should try and reopen them in order to train educators in scarce subjects. At the moment educators attend five-day workshops on the new curriculum statement and are expected to teach new subjects. However, these five-day workshops are too short and can’t be the basis for delivering quality services.

What is the profile of your district?
Ilembe district has a combination of high schools, primary and two special schools, in Stanger and Madadeni, for mentally and physically challenged learners. There are 429 schools in the district. Stanger has a combination of rural and semi-rural schools, while most of the deep-rural schools are concentrated in Ndwendwe and Maphumulo. We also have farm schools that have a limited number of teachers, who teach all subjects.

What prompted the focus on Batho Pele in the district?
We engaged ourselves in the implementation of Batho Pele with the sole intention of transforming service delivery in
our district. Service delivery was compromised in our schools. We started the process in 2004, collating literature on the White Paper on transformation of service delivery. A colleague, Mr Devin Singh, accessed some of the resources from the Internet as part of putting together material for a workshop for all staff in the Ilembe district.

The first step was to identify our clients, both internal and external as well as identifying potential customers. We used survey questionnaires, which indicated the kind of services we offer, as part of consulting our internal clients.

Feedback was used to bridge the gaps that existed in the services being offered, followed by a process of setting up service standards and a service commitment charter.

The charter indicates who we are as a district, where we are located, the kind of services we offer, and how we deal with complaints because we expect our clients to complain, and we have to respond to their complaints timeously. The service commitments contained in the charter were disseminated to all relevant stakeholders.

We also had to monitor our service delivery in terms of set standards bearing in mind that standards can never be minimised. You have to keep raising your standards.

We also developed and adopted a service delivery improvement programme, which, along with the charter, is being implemented at all levels, from the district right down to the school.

This sounds like a lot of work and effort. What drives you when others may say why bother?

As I indicated earlier, I am a very passionate person. In whatever I do I go an extra mile. But also the implementation of Batho Pele by all departments in the province is compulsory. Its implementation is part of the provincial strategic five-year plan.

Because we don’t have people who are solely employed to deal with transforming service delivery in our district, some see the implementation of Batho Pele as add-on. They then decide to do it as and when they feel like it. But I make sure that I do it because I am just passionate about it and I want to change the lives of the people in the district and the community.

Has the implementation of Batho Pele had any impact?

I started at the Lower Tugela circuit where I am stationed in 2004. They had their vision and mission, but I had to initiate the review of the vision and mission because the supervisor told me that the previous chief education specialist drew up the vision and mission five years ago.

When he was promoted nobody bothered to review the vision and mission so that it was linked to that of the department. So we had to change the vision with all the professional staff in the office and came up with a strategic plan, including setting up goals and objectives as the lower Tugela circuit.

When I came to the place there was no reporting, they just wrote monthly reports which were not informed by goals and objectives of the whole organisation. So I had to design a reporting template for use by school principals.

Also people did not know how to deal with complaints so we came up with suggestion boxes and designed templates which are used by our clients when they come to the offices. People can use the suggestion boxes to make comments, either positive or negative.

A challenge right now is that we don’t have a person responsible for the suggestion box and complaints register. So I encourage ward man-
agers to keep their own complaints registers, and make sure they give feedback to people who have complained. It is not structured now because we don’t have enough personnel.

We also introduced innovation and excellence awards for grade 10 educators who manage to get a 100 percent pass rate.

What are the challenges encountered in doing the work?

We have serious problems with resources. The computer in the office is obsolete so I rely on my computer at home. If I am in the office I use a computer at corporate services. Most of the ward managers don’t have computers. Requisitions go to regional offices but if the funds are not available then you have to wait for next year.

What would be your advice to other districts or schools if they want to start a similar initiative?

Number one, it calls for commitment. They have to be committed to transforming service delivery. If they are committed, given the limited resources, they will be able to implement it. In our districts we are not saying we have all the resources, we are using whatever resources are at our disposal to ensure that we improve the quality of services we are offering.

There’s also the issue of recognition. We have an award scheme for school-based educators, but not for office-based educators. We are now trying to implement an employee of the month scheme but people are failing to identify employees of the month and it has not taken off. So people end up not being recognised for the excellent work they are doing.

It is also important for the departments to aspire to the vision and mission, and more specifically to align to their activities with the strategic goals. If they do that, we will see all the departments implementing the Batho Pele principles, because it is compulsory, but people are overlooking that. You also find that people do have five-year performance plans, they know the goals and objectives, but they are not planning their activities around these goals. They move away from specific things to general things.

Reaction from schools to these initiatives?

Response is positive from principals, especially those with administration clerks, but those without admin clerks find it difficult to implement all those policies.
In many cases the principal has to act as an administrator, supervisor and a manager. They are also expected to teach. I am sure that our department will at the end of the day make sure that all principals have clerks. They have given us a quota of clerk posts and we are left with 20% of schools without clerks. In three years time we may be fine.

Has the reaction been positive?

Quite positive. For instance, school principals now make sure they give information to parents in their own languages. Questionnaires are designed in isiZulu rather than English.

And we also encourage community access services and resources. In the past, principals didn’t allow the community to use school resources because of vandalism and stealing. But now people have a sense of ownership. But we still have a problem with security because the department does not pay for security personnel.

What are the other services accessed by the community in schools?

We use our schools as ABET centres in the afternoon. We also have trained educators who, in partnership with community members, teach learners how to deal with the scourge of HIV/AIDS.

And security in schools?

The department is always saying they don’t have finances but we now do try and involve other departments like the SAPS. I invited one of the inspectors from the local police station to address principals on issues like drug abuse, drug peddling and carrying of weapons. Assurances were given that the police will be available to do body searches when required because principals are not allowed to do this.

We cannot just say the department is not providing security when things are happening in schools. We have to take the initiative and come up with strategies to deal with drugs and the carrying of knives, while putting our concerns forward to the departments.

We are also involving other departments like health services and social workers. I always encourage principals to invite them to address learners on different kinds of abuse and how to respond if they are abused at school or even at home.

What recommendations or tips would you give the Minister of Education, given a chance?

The first one could be improvement of infrastructure, as most schools are in a bad condition, especially in deep rural areas. Some schools are without toilets, and that is a challenge.

The second issue is the reopening of colleges so that we increase the number of educators who will offer scarce subjects like maths, science and biology. For example, we have computer studies now, but we don’t have personnel to teach the subject.

How do you feel about the quality of our secondary education systems?

It is a problem in schools in rural areas, because qualified teachers don’t want to go to these schools. Learners are taught by unqualified teachers and this shows in their underperformance in matric. This could be reversed if there were incentives for teachers who go to deep rural areas.

We do have the Dinaledi programme, which identified schools for support years back. The schools were promised that resources would be upgraded, but still some of them haven’t received any intervention from the department.

Where does the problem lie?

Funding is a problem. The department must upgrade the schools, but they are still trying to check where to get funding.

Where do you see yourself in the next two to three years?

I was inspired by one of my college lecturers who told me that if you are a good teacher you cannot stay in the same position for more than five years. I made a point of working hard in any level I was placed in. In 1987 I was placed at post level 1, then promoted to HoD in 1993, and to principal in 1998.

When I started working in the school I gave myself five years to fully develop the school and the community – and I did just that. I was promoted to ward manager in 2004. I don’t see myself staying there long. I see myself changing the lives of people in other areas. It could be a promotion or transfer.

If you want to make an impact on the lives of the people you have to leave behind a legacy. I think I have done my bit. Right now I am just a ward manager based at the circuit, but I am doing things at district level. This Batho Pele implementation is driven at district level but just because of my effort I was co-opted to go out and facilitate this.

So I am sure in five years time I won’t be where I am – because of the kind of work I do and not because I am an opportunist. But I am an ambitious person who always strives for excellence.

Do you have some sort of guiding principles or motto or someone that inspires you on a more personal level?

Devin Singh, who was based in our district, is one of my role models. He is very good at and passionate about the job he does and goes the extra mile in whatever he does.

My motto is to strive for excellence in whatever I do. And also to have vision. If you have vision, you make sure you set yourself goals, so I set myself goals and am driven by my vision of wanting to grow every day.

Our minister says, “Let’s get KZN learning”, so as we are all in this period of transformation we are learning new things now. Her other mantra is “failure is not an option” – so the “I” word does not appear in my vocabulary.
Most of us tend to look at poverty from a micro level perspective, but for us to appropriately contextualise the role of the National Development Agency (NDA) we have to attempt a look at the bigger picture.

South Africa has about 46 million people, and according to the latest research by the Human Sciences Research Council, 26 million people are classified as poor. The Department of Provincial and Local Government put the figure of people living under conditions of poverty at 29 million during a presentation to the portfolio committee in 2005.

If this is the magnitude of poverty in the country, how do we ensure that we enhance economic opportunities so that we deal with the issue.

We have to understand who the affected people are and the work of the NDA. I always use an analogy that is often used by Minister Thoko Didiza when she makes a distinction between three kinds of people, MaZondi, Schalkwyk, and Sis Pam. MaZondi is a mother of six who lives in rural KwaZulu-Natal with no access to water and sanitation or infrastructure such as roads. Schalkwyk is an established farmer in the Free State who is in a position to take advantage of opportunities such as developing bio-fuels.

Sis Pam is very sophisticated with a laptop and cellphone. She is well aware of the available opportunities at the NDA and probably knows the CEO on a first-hand basis. The relevance of this analogy is that we have to understand people like MaZondi because very often the economic opportunities that were talking about have to do with people like her.

In many cases people like MaZondi take up the available economic opportunities through participation in structures that bring people together. The challenge, however, is that most NGOs or CBOs in South Africa are registered under the NPO Act, which means that most of them are registered as “not for profit” organisations.

A study estimated that there were over 98 000 non-profit organisations. My personal estimate is about 50 000. The implications of the choice of form of a structure means that the biggest challenge we have is to ensure that most of the structures that are on the ground are appropriate for people to access economic opportunities.

If over 70% of NGOs are registered as section 21 companies or trusts, there is a need for us in the public sector to encourage a move towards conversion to
cooperatives or other forms of profit making entities.

This has to do with the tax benefits that come with being registered as a cooperative and the ability to earn an income, which is why it is required of us to create greater public awareness around the Cooperatives Act. The NDA is partnering with the Department of Trade and Industry on this issue.

What also needs consideration is the fact that we cannot talk of sustainable economic opportunities if we cannot talk about improving rural infrastructure. You cannot have people producing things and being unable to take their products to the market place.

We also need to harness the many economic opportunities in indigenous knowledge systems as a strategy for sustainable economic development. However, we need to set up mechanisms to ensure that our people are properly protected in terms of intellectual property rights.

Talking about economic opportunities, recent studies indicate that the most successful forms of enterprise are family enterprises. If this is so, the question for us as public servants is how do we take this forward in the context of stringent financial regulations such as the PFMA given the negative perceptions of family business - incestuous corruption and nepotism are concerns.

Creating economic opportunities is not only about money. It is also about capacity building and the capacity challenges that we have identified through our programmes include challenges around governance, project management, and monitoring and evaluation and strategic linkages for market access.

Most small enterprises do not give sufficient attention to issues such as pricing structure. Of course there is an ongoing challenge that has to do with access to finance and product quality assurance. .

Having provided a broad framework within which NDA supports emerging enterprises, I would like to take you through a case study which illustrates how we attempt to deal with some of the challenges that we have raised thus far.

The Rainbow Nation Empowerment Trust operates in KwaZulu-Natal in a poverty node that includes Ulundi and Nongoma.

The Trust comprise 25 registered cooperatives and has a total of 310 beneficiaries, 23 youth, 254 women and 56 men. Its core business involves poultry, potato and paprika farming.

Why these types of projects

In many cases when we talk about development in communities we think of traditional projects like baking and sewing. This type of project is not necessarily bad but we need to open up other avenues for our communities.

How was this project conceptualised?

We clustered the 25 cooperatives based on core business considerations. This was largely to get around the problems of dealing with small enterprises that are scattered around the area, but also to take advantage of benefits of the economies of scale and combined administrative efforts.

The clustering was then followed by the establishment of village committees and the cluster steering committee. It is funded by the NDA and the Department of Agriculture and other stakeholders.

Twenty hectares of paprika have been planted and the bulk of the produce is sold to Universal Extractions in Pinetown. The Department of Agriculture assists with the transportation of produce.

Has the project improved the quality of life? Firstly, it has to be acknowledged that people are increasingly appreciating the value of collectively pooling resources for a common good and this has created opportunities for income generation and development.

The youth who are part of the project have been placed in a AGRISETA learnership programme as part of their training in paprika production. People who never had income are getting about R500 per month, which is not sufficient, but it is a start.

What can we learn from the project? The first point is that one needs to invest in institution building, making sure that the project participants understand the vision, mission and role clarification.

One also needs to understand that the objectives of the Trust cannot be realized in isolation. Strategic partnerships with other stakeholders are critical to the success of projects and incorporating mentoring as a critical component in capacity building.

Challenges

When you deal with a cluster like the one we are talking about there are bound to be challenges. Once people hear that there are organisations that want to put money into the project, everyone suddenly shows an interest.

A particular challenge with regard to the initiative was people who wanted to be part of the project while also sitting on the governance cluster. The size of the cluster was also a problem. Clustering cooperatives is not an easy thing – you have to deal with power dynamics, accountability, reporting and the synchronisation of systems, which are issues that we continue to work on improving.

Factors contributing to the success of the project include commitment to proper planning, stakeholder and beneficiary participation, strengthening management and financial capacity, and the relationship with traditional authorities.
The Rustenburg Local Municipality is located in the eastern parts of the North West Province and is accessible to a number of major South African urban centres, including Johannesburg and Tshwane, which are approximately 120km from Rustenburg. Other surrounding centres include Madibeng, Mogale City and Zeerust.

It is linked to these urban centres by an extensive regional road network, the N4 freeway or Platinum Corridor, which links Rustenburg to most SADC countries.

The N4 Platinum freeway forms part of the greater national road construction programme that links Maputo and Walvis Bay (i.e. the east and west coast of Africa), and the Maputo harbour and the Rosslyn automotive industry to Rustenburg. This comparatively and competitively positions Rustenburg as a player in the regional economic sense.

One of the designated 2010 Fifa World Cup match venues, it is one of the five municipalities within the Bojanala District Municipality in the North West Province and is divided into 36 wards, with a total population of 395,540.

The municipality is reputed to be one of South Africa’s fastest growing urban areas with an annual compound economic growth rate of 6% between 1996 and 2002. This significant growth is largely attributed to the impact of the world’s three largest mines in the immediate vicinity of the town: Anglo Platinum, Impala Platinum and Lonmin.

With approximately 97% of the total platinum production occurring in Rustenburg, the mining sector provides around 50% of all formal employment.

**Economic structure**

The Gross Value Added (GVA) of the Rustenburg Local Municipality as meas
ured in constant prices indicates that the total value of all products and services produced within the boundaries of Rustenburg increased from around R6.3 billion in 1996 to nearly R12 billion in 2003. This indicates that it has been the only strongly growing local economy within the Bojanala Platinum District Municipality.

With additional new projects like the establishment of the mining supply park, granite beneficiation, platinum jewellery and the industrial construction hub, we are confident that we will improve the GVA to about R18 billion in the next three years.

The contribution of the Rustenburg economy as a proportion of the total Bojanala Platinum District Municipality increased from around 51% in 1996 to more than 64% in 2003. This implies that the local economy of Rustenburg has become more dominant within the district compared to other local municipal economies.

The contribution of the various economic sectors in Rustenburg for the period 1998 to 2004 indicates the dominance of the mining sector in the local economy. By 2004 the output of the mining sector represented approximately 66% of the total GDP. Other important economic sectors include the financial services sector, accounting for approximately 9% of the total GDP, and the wholesale and retail trade sector at approximately 7.5% of the local economy, and agriculture still with a very small contribution.

From this analysis it is evident that the Rustenburg economy is driven by the expansion of the mining sector and its related activities. Dependence on one or two strong sectors leaves the economy vulnerable to external influences (such as fluctuations in commodity prices) with a consequent negative impact on employment. There is therefore an urgent need for economic diversification to absorb any negative impacts that may result from changes in the mining sector. Associated to this is the increasing influx of people who queue for jobs thus contributing to informal settlement.

The year-on-year economic growth rate for Rustenburg fluctuated between 1995 and 2004 but the average growth rate from 2002 onwards has been in excess of 6%. This implies that Rustenburg’s is one of the few local economies in the country able to achieve the national target of a 6% per annum growth rate. Growing the economy is very important in terms of ASGI-SA, but maintaining this growth is also vital.

It is reported that many of the mines in the Rustenburg area have a life expectancy in excess of 70 years. The price trends and prospects of the platinum group of metals point to the possible longer-term economic growth of the municipal area.

Demand for platinum has been buoyed by the sharp growth in platinum jewellery sales, the running down of Russia’s stockpile and the entry into the market of China, which now consumes about one sixth of the world’s platinum production. Analysts also expect the platinum fuel cell, which will drive electric-powered vehicles, to be in widespread use by 2015.

The Rustenburg Local Economic Development Strategy 2015 puts emphasis on the issue of economic diversification and is supported by the spatial development. The Rustenburg City Development Strategy, an overall futuristic development plan, linked to the issue of the establishment of a development agency (modeled on the Johannesburg Development Agency) will further enhance economic diversification.

Still with regard to employment, the majority of formal sector employment opportunities in the Bojanala Platinum District Municipality are in the mining sector.
District Municipality are concentrated in the Rustenburg Magisterial District which accounts for nearly 133,534 of the total estimated number of employment opportunities.

Our recent Expanded Public Works Programme (EPWP) also contributed to job creation and poverty eradication. About R12 million was used last financial year on EPWP creating 600 temporary jobs. It is projected that a further R70 million will be used in the next five years for EPWP, and also linking to other private sector and developer-driven property development as part of an aftercare strategy. There is also the possibility of initiatives to link the first and second economy and commitment to skills development.

Education profile

Although these figures indicate a positive trend, the overall skills levels are still very low with less than 10% of the total adult population with some form of tertiary qualification. Low literacy levels in the municipality will impact on the ability of the economy to maintain high future economic growth rates in the area. Of course one of the key aspects of ASGI-SA, as well responded to through the Joint Initiative for Primary Skills Acquisition, is the call for a more collaborative effort amongst different spheres of government to holistically address the challenge.

In previous years the municipality also experienced an exodus of professionals - such as town planners, electricians and environmentalist - who are mainly lost to the mines and the private sector as and when the local economy becomes more diverse.

In the broader scheme of things this is not an insurmountable problem as skills in these sectors are naturally fluid and an appropriate human resource policy would have to be developed to respond accordingly.

The challenge we have now is to retain our new recruits and plan to flood the local market with more specialists and professionals to supply the local economy. Instead of competing with the mines we could work together to have a pool of qualified people who can be called in to deal with emergencies such as power outages.

Key economic development interventions

The intervention is a holistic one based on four key themes for the city: inclusive, productive, sustainable and well-governed. All these aspects form part of the Integrated Development Plan, a product of comprehensive consultation with different sectors and communities in the municipality, and linked to the provincial and national government.

Inclusive

The main theme of the inclusive cities concept revolves around whether residents have the opportunities and capacities to share equitably in the social benefits of city life. The objective is to enable Rustenburg to address the socio-economic challenges of spatial distortions and space economy by coming up with a comprehensive and holistic development pattern. The Integrated Development Plan was adopted in 2002 and subsequently the Spatial Development Framework was adopted in 2004 as an important planning tool in moving forward.

The future spatial development of the Rustenburg Local Municipality is guided by six development strategies: urban integration; bulk infrastructure development; equitable access to social services; land use and transportation integration; protection of agricultural and open space; and greater housing typology mix.

The overall Rustenburg spatial development concept consists of a combination of core areas, activity corridors and settlement clusters along corridors. The concept of nodes, settlement clusters and corridors is applied in an integrated manner to facilitate the development of a
compact urban structure taking due cognisance of physical constraints which impact on the Rustenburg municipal area.

According to the land use budget, which is based on the population projections, it is estimated that approximately 2,950 hectares of land would be required over the next decade (2005-2015) to accommodate the expected urban growth and expansion in the Rustenburg area.

Particularly important to this issue will be how well we seek to integrate dispersed communities. Our housing strategy addresses this matter with a comprehensive approach that seeks to link different economic development nodes (potential) and substantially guide our infrastructure planning and investment strategy.

The constraints identified in our local economic development strategy to stimulate growth and development include:

- insufficient capacity of bulk infrastructure networks (with specific reference to water provision and sewage treatment plants) to either handle the current rate of development or unleash the other development potential;
- need for improvement of the public transport system and facilities; and
- limited access to and from N4 to stimulate further development along the SDI.

Therefore our budget in the next MTREF focuses on productive bulk infrastructure services to unlock the development potential of different order development.

The Rustenburg Water Services Trust is a municipal entity that was established to assist with water services in the Rustenburg Local Municipality’s area. One of the main focus points of the Trust is to re-commission the Bospoort Dam Water Purification Works and to use that approximately 18Mm³/day to reduce the dependency of Rustenburg on external Rand Water supplies.

Other purification plants will follow suit and by the end of 2010 all the existing four plants will be re-commissioned, thus increasing amount of the purified sewage affluent for use by the mines in industrial processes, and the release of additional water for human consumption.

We are also in discussions with the mines and Royal Bafokeng Nation to develop two more mega reservoirs and treatment plants to cover other areas without bulk connections as they all show huge development potential according to our Spatial Development Framework. For example, strong growth is expected in retail and office floor space with an estimated demand for 230 000m² of retail space in the cen-
The municipality has completed phases one and two of the SEA Plan and the phase three process is scheduled to commence during the 2006/07 financial year. The rich cultural history of the larger Rustenburg area can be considered to be one of the most important characteristics of the area that needs to be acknowledged and conserved for future generations.

Rustenburg has been at the centre of many battles between African tribes, between African tribes and Voortrekkers, and between Boer and British soldiers. These landmarks need to be protected.

The intensive mining activities also have its own environmental challenges (visual impact such as mining rehabilitation, air pollution) and there is an equal need to preserve the biodiversity of the town, particularly species unique to Rustenburg.

total business district and 150 000m² in other higher order nodes by 2015.

We have also made several huge investments in the refurbishment of the electrical network by replacing aging cables, and over the 2006-2008 financial years we will be installing additional transformers to attract investment to the new economic development nodes.

The effect will be dispersed economic activities that will also address traffic congestion and attract further investment in the residential property development, retail, industrial and other commercial sectors.

We are also taking advantage of the 2010 World Cup Host Status, to market the municipality’s economic potential and leverage more funding for infrastructure (road) investment.

It is possible that development in other areas will happen at the expense of the existing CBD. The municipality thus has a CBD renewal strategy. For example, the extension of the Beyers Naude economic corridor up to Brink Street resulted in additional office space being developed over the past two financial years.

Sustainable

The municipality has completed phases one and two of the SEA Plan and the phase three process is scheduled to commence during the 2006/07 financial year.

The rich cultural history of the larger Rustenburg area can be considered to be one of the most important characteristics of the area that needs to be acknowledged and conserved for future generations.

Rustenburg has been at the centre of many battles between African tribes, between African tribes and Voortrekkers, and between Boer and British soldiers. These landmarks need to be protected.

The intensive mining activities also have its own environmental challenges (visual impact such as mining rehabilitation, air pollution) and there is an equal need to preserve the biodiversity of the town, particularly species unique to Rustenburg.
The essence of these issues in the productive economy is about sustainable development. We really need ingenious ways of preserving and optimising the use of land for further development. Densification and infill development is the answer.

**Productive**

Aspects which are addressed within this section include an overview of the overall economic structure of the municipal area, planning and skills development challenges, construction and infrastructure, mining and energy, agricultural and rural development, tourism, manufacturing and trade and the SMME sector.

These seven key pillars are aligned with the key pillars of the Provincial Growth and Development Strategy and thus ensure that the overview analysis of the Rustenburg Local Municipality, and the resultant identification of key issues, are aligned with and informed by the various initiatives of the Provincial Growth and Development Strategy.

The Rustenburg LED 2010 Plan was then conceptualised to comprehensively respond to the challenge of economic diversification.

**Well-governed**

Central to the issue of local growth and development is when the municipality is able to make good and proactive decisions. The objective of the well-governed cities concept is to provide information and mechanisms that will facilitate integrated, inclusive and pro-active decision-making and monitoring.

Internally we have an Local Economic Development Directorate (newly established) and several economic planning and development instruments such as CDB Strategy, Housing Strategy (Breaking New Grounds pilot), SDF, SEA, and now developing an incentive policy. These are important policy decisions made to grow the local economy and accelerate service delivery.

The municipality has also developed the City Development Strategy 2020 as an instrument to ensure that these plans complement each other in achieving a common long-term development vision.

It also takes into consideration the NSDP, ASGI-SA and DGDS. This will be supported by the envisaged Rustenburg Development Agency. This includes recruitment of 70 additional traffic recruits to combat crime and intensify by-law enforcement.

This also gives us an opportunity to be a pivotal player in the intergovernmental milieu. Our level of collaboration with the district, province and neighboring municipalities further enhances our economic competitiveness.

**Conclusion**

The benefits of economic growth also need to be applied to the remainder of the communities in terms of locally targeted products, entrepreneurship opportunities and reduction in costs (i.e. income generation, reduction in transport costs, etc) to enhance local economic activity in the area.

The required integration of the so-called first and second economies in the municipal area, including urban/rural integration, still need to be addressed as part of a holistic and integrated development approach.

This implies that development efforts need to be focused on the expansion and retention of existing businesses, investment attraction, increased competitiveness, infrastructure planning and investment, development intervention and business support on the other side.

We recommend that local economic development plans be realistic and based on a properly analysed economy. We are also calling for improvement in governance and that plans be integrated. Budgets should be planned and balanced with the need to invest in new infrastructure.

The municipality must also be positioned to leverage support from other spheres of government.
The Mass Economic Opportunities Campaign is a result of the GCIS being mandated by the director generals of the Economic Cluster to disseminate information on government economic opportunities programmes.

In the first phase of the campaign, which ended in 2005, we produced a publication containing information on all government economic opportunities programmes. We also had countrywide workshops where we told people where to get information relating to economic opportunities.

There were notable successes in the project. The workshops that we had countrywide were very participatory. The publication was translated into all the 11 official languages for accessibility by every citizen.

We also encountered a few challenges in running the project. One of the challenges was that there was uncoordinated access to opportunities. For example, various government departments would come to one community to provide information on economic opportunities. As a result, there was a lot of duplication.

There was also fragmentation and redundancy between government agencies across the three spheres of government. Also observed was poor aftercare and follow-up received when accessing economic opportunities.

There is also a lack of a “warm body” or “local enabler” that communities can reach for queries or support.

Phase two of the campaign started in 2006. Research indicated that there are a number of people, especially in rural communities, who do not have access to information on economic opportunities.

Therefore phase two of the campaign involved updating the publication. The publication also contains information on all government departments and their agencies that drive economic opportunities initiatives.

We also had a television series on economic opportunities which was called Azishe Ke! It was screened in 13
Case Study

The approach that we adopted was to ensure that all the existing structures—government departments and agencies, as well as NGOs—are well coordinated. We realised that it is important to involve the three spheres of government in such initiatives. Linked to this is the importance of establishing close relations with district and local LED structures to avoid duplication. Taken further, relations with stakeholders with similar interests have to be created and strengthened.

There are evaluation tools that we use such as weekly reports on the economic opportunities workshops. We also get reports from CDWs and our senior communication officers that have started rolling-out workshops. We also have monthly reports which are mainly on workshop follow-up activities and projects on second economy interventions.

We are planning to train more people to become intermediaries in communities. We are also planning to strengthen district LED forums and MPCGs as points of contact.

This project will continue to grow and to strengthen, as long as there are people who need information on economic opportunities.

Conclusion

In dealing with this, we liaise with various government departments, especially the Department of Local Government, to assist these municipalities in developing LED strategies.

In some cases there are LED forums that exist, but are operating at high levels, dealing with macro-projects and are not suitable for rural people.

We also trained facilitators to run workshops on economic opportunities in government and its agencies. We have also trained councillors and community development workers so that they can roll-out these workshops in their communities.

GCIS contracted a service provider, ESST, to roll-out the first programme of workshops in metros and district municipalities. The people we trained would then roll-out the project to their communities and villages.

**Development Communication Approach**

In order to deal with the challenges mentioned earlier we introduced the Development Communication Approach.

This is about providing communication in a developmental manner by giving information to empower people. In some communities there are a number of initiatives that deal with local economic issues.

The approach that we adopted was to ensure that all the existing structures—government departments and agencies, as well as NGOs—are well coordinated.

This multi-pronged approach based on three pillars: workshops on economic opportunities that we are currently rolling-out; training of facilitators, including traditional authorities, so that they can be part of the “warm bodies”; and the institutional network linked to Multi-purpose Community Centres (MPCCs) or Local Economic Development (LED) forums for the ongoing flow of information.

In most district municipalities there are MPCCs that are run by GCIS together with municipalities. In places where there are no MPCCs, we use other municipal facilities for people to access information.

To have a coordinated structure we felt that we need to have LED structures that exist at both provincial and district levels so that they can act as key drivers of the initiative. These structures have to ensure that there is coordination, and that there is no duplication.

If an LED forum exists in a district, a communication item needs to be added to the agenda in order to coordinate second economy communication interventions and the mass campaign.

If a forum exists but is not effective, this campaign serves as a good opportunity to strengthen that forum. If a forum does not exist, the campaign could serve as an initiative to get the forum established.

**Key achievements and challenges**

All our GCIS senior communication officers have been trained to facilitate mass economic opportunities workshops in all nine provinces. In some areas, CDWs have been trained for this purpose.

From the beginning of this year we have conducted 120 workshops which usually had about 30 people in attendance per session. The workshops were very participatory with people actively asking questions.

In these workshops we try to get all government departments and agencies that are mentioned in the publication that we have developed.

Our key challenges so far include the fact that in some local municipalities there are no LED strategies to drive LED projects and for alignment purposes. This makes it difficult for us to align these projects, and projects from other government departments.

In dealing with this, we liaise with various government departments, especially the Department of Local Government, to assist these municipalities in developing LED strategies.

In some cases there are LED forums that exist, but are operating at high levels, dealing with macro-projects and are not suitable for rural people.
We all have internal customers – our colleagues we work with – and those external clients to whom we provide a service.

When management visited all the regions and listened to staff they realised that there were issues, and “The Leadership Way” was introduced. However, management also realised that more had to be done.

There was a need for a service delivery improvement programme that involved everyone, and so Zimisele was “born” to address how we work with and provide a service to both our internal customers and external clients.

Zimisele has support at ministerial level and also has the full support of the acting director general, the TMC, and senior management.

**Background, scope and benefits**

Zimisele is Nguni for “give it your best”. While Zimisele represents the values of “The Leadership Way” on the one hand, on the other it is also strongly associated with attributes such as being watchful and prepared, as well as perseverance.

The logo represents a person in a winning pose. At the Department of Public Works, only the best will do. We are therefore harnessing best attitude and best solutions.

Together, we are responsible for many of the day-to-day services that make South Africa work. It’s time to roll up our sleeves and prove that we have what it takes to give our best. Not just for ourselves, but for all of South Africa.

The objectives of Zimisele stem from the need for Public Works to continuously improve its own service effectiveness to its clients. It seeks to eliminate inefficiencies, ineffectiveness and waste of resources. It is also born out of the need to acquire the necessary skills, attitudes and processes to support both a service culture and high levels of service delivery.

Its purpose therefore is to improve the department’s delivery of service and to implement business principles while at the same time conforming to the national government’s social responsibility parameters.

Zimisele is a national Department of Public Works project covering head office and the 11 regions. It has four programmes:

- Customer Relationship Management (Key Account Management);
- Project and Contract Management (Capital and Maintenance Projects);
- Property Management (Lease

**Zimisele has Arrived!**

Daniel Roberts, Department of Public Works, on how the Zimisele project will help the department’s staff “give it their best”
Utilisation and Payment of Services; and
• Facilities Management (Cleaning, Horticulture and Security Services).

While these four programmes underpin the project, it covers every aspect of the department including, for example, procurement, provisioning, human resources, and so forth.

There are outcomes that the project intends to achieve are closely linked to the objectives. These include a better understanding of our clients’ needs and expectations; improved service delivery; improved customer satisfaction; skills development; clarification of roles and responsibilities; better use of resources - internal and external; improved process management; improved staff morale; and improved efficiency and effectiveness.

**Becoming a way of life**

Leslé Services - an organisation that assists governmental and non-governmental organisations wanting to improve processes and systems, to train and develop staff, and support during change at work - has been appointed to assist the department.

Leslé Services will work together with everyone - departmental management, supervisors and staff - to identify areas of excellence and those requiring improvement. They will not only develop proposals but will also implement practical solutions involving everyone.

To make sure Zimisele stays on track, they will oversee and provide on-site support during the entire seven phases of the implementation process. It is projected that this process will take three years to complete.

There is a project team consisting of a steering committee, representing all stakeholders at the highest levels, that oversees the project. It meets every two weeks. There are also five programme managers, 12 facilitators – one per region - and 12 internal NDPW.

The project team will interact with all stakeholders, talk to all levels of staff, visit all regions, encourage positive contributions, and regularly communicate feedback on progress and results.

For the department to achieve its objectives, the project team members, both internal to the department as well as Leslé, expect all to co-operate by openly discussing problem areas with the team, highlighting centres of excellence, assisting in finding solutions for the problem areas, enhancing good practice, and improving service delivery.

**Phases**

There are seven phases in this three-year project. The first phase involves the setting up and communication of the project to all stakeholders.

**It’s time to roll up our sleeves and prove that we have what it takes to give our best. Not just for ourselves, but for all of South Africa**

During this phase, the direction of the project is set by the NDPW management. This direction is then communicated to all stakeholders via a roadshow.

Phase two involves the review of the current situation and opportunities. This will start at the head office plus regional pilot sites to “field test” various approaches for gathering information.

The regional pilot sites are Cape Town, Kimberley, Port Elizabeth and Mthatha. Thereafter, the Various approaches for gathering information will be applied throughout the department.

The third phase is the development of proposals.

Based on the findings in the second phase, programmes and initiatives will be developed to build on strengths and improve shortcomings. The design of these initiatives will be conducted in a participative manner.

The fourth phase involves the testing of proposals at pilot sites. The initiatives will be implemented in a number of pilot regions. The objective will be to evaluate the initiatives and do any necessary fine-tuning.

Phase five is mainly regional implementation and evaluation. The core team will be divided into core teams for the regional implementation. Each core team will start in a different region and rotate leaving behind the region’s facilitator and NDPW project champions.

This will be followed by phase six which involves regional support and maintenance activities.

Once the core team has implemented the initiatives the region’s facilitator and NDPW project champions will support and maintain the implemented initiatives to ensure continuous improvement.

The last phase involves continuous communication, activities and evaluation.

The activities in this phase relate to ongoing project management, multi-way communication, and alignment with other departmental initiatives, for example, the Leadership Way, IDIR.

**Conclusion**

We are currently completing the first phase. The Zimisele roadshow, which began in February 2006, is part of this phase. It includes all the regions and head office. It is intended to tell everyone about the project and give them some background.

It also intends to discuss its purpose, the reasons for Zimisele and the benefits. It prepares staff for the activities surrounding implementation phases, and to answer questions about the project.

We are currently completing the appointment and training of facilitators prior to beginning the second phase.
Issues

Deepening Accountability and Involvement

We are from a local government sphere and most of the services we deliver take a long time before they are visible to the people that we service. This brings up the question of accountability and the importance of deepening accountability and involvement in service delivery.

It is useful to provide a working definition of local governance, which is about the ability to exercise authority in the mobilisation, allocation and distribution of resources within localities. This is just a definition that we have put together in order to make you realise the reason why people should account.

Some of the questions which arise with regard to the allocation of resources include those relating to where and why resources should be allocated.

South Africa has a Constitution in terms of which specific functions have been allocated to local government:
- to provide democratic and accountable governance;
- to ensure the provision of sustainable basic services;
- to promote social and economic development;
- to promote a safe and healthy environment; and
- to encourage participation and involvement of communities in governance.

There are laws that have been promulgated in order to ensure that the above functions are implemented. These include the Municipal Structures Act (1998), the Municipal Demarcation Act (1998), the Municipal Systems Act (2000), the Municipal Finance Act (2004) and the Municipal Property Rates Act (2004).

What is key in all these acts is emphasis on accountability, transparency, participation and involvement. The Municipal Finance Act, for example, states that budgets cannot be approved if they are not informed by community participation.

Processes of participation by the affected community or group must underpin any initiative undertaken by municipalities. Structures such as ward committees, local development forums and community development workers have been created to assist municipalities in the processes of participation of communities.
While we have this beautiful legislative foundation, the question that arises is where is the problem? Not long ago we had problems in Khutsong in the Free State. The sporadic uprisings are said to be a manifestation of dissatisfaction by residents. People are not happy. But the question is why are people not happy if they were involved in the kind of services that are delivered in their areas. This relates to what I call unstructured participation which is destructive and entrenches alienation as everybody becomes the hero giving rise to the community-based individuals phenomenon.

If municipalities account regularly then why riot against them?

Some people are of the view that the legislative processes for involvement are time consuming, bureaucratic and not effective, and compel us to sit in endless meetings instead of focusing on the delivering of services. When does one stop in terms of consultation?

Some people also argue that in a representative democracy elected individuals should deliver on their mandates as given during elections. If this is the case why is there a need to go back to the community because there is a clear mandate?

As pointed out earlier, we have legislation that gives communities space to participate in governance yet they do not use this space. When you go to the municipalities you find that communities are in most instances not involved because of apathy and lack of interest but resist when things happen. Another challenge relates to the issue of capacity. But is it true that we do not have capacity in this country or is it because our capacity is irrelevant to our current requirements?

We visited a municipality that told us they had no funds but had R20 million in reserves after checking their books. Their reasoning was that their books look good when they reflect the fact that the municipality has R20 million. But we are not interested in that. We are interested in seeing the money being ploughed back into the community in the form of services. When we tried to find out where the R20 million came from we discovered that it was for houses that were never built.

We also have challenges with pseudo towns that do not have capacity to involve communities before they commence on a project – from conception to implementation. What we have seen with municipalities is that the council decides on capital projects for a particular financial year and proceeds with implementation without community consultation.

We also want to propose structured communication by using structures within the community such as street committees.

Another important proposal is the need to embark on civic education. We need to educate people on how government works. We often talk about the fact that it takes about 18 months to build a house – but the question is whether beneficiary communities understand the processes involved in building a single house.

We need to engage in serious civic education not only about how government works but also about how people can influence government policies. If people understand how they can influence government decisions then participation becomes meaningful.

During the days of the RDP document, there was a lot of talk about inculcating the spirit of self-reliance and not entitlement and victim mentality. We wanted people to see government as part of themselves – not just a provider of services but as a facilitator of their development. What has happened since? The very same people that we were preaching self-reliance to are now saying this government is doing nothing for them, instead of asking themselves what it is that they are doing for the community because of a culture of entitlement.

All of us – especially as civil servants - must have a personal commitment to serving people because government serves people and not itself. ILMG is pursuing a process of professionalising local government management thus entrenching accountability and professional conduct.

We also need to develop a layer of cadres to be the next generation of managers in partnerships with training institutions.
Ilembe District is situated within what was the eThekwini Region and is now known as the Coastal Cluster. Districts are classified into three categories: urban, semi-urban and rural with Ilembe categorised as a deep rural district.

President Thabo Mbeki has described South African society as consisting of two economies; one rich and globally competitive, the other poor and marginalised. This reality is starkly evident in the field of education.

Schools in KwaZulu-Natal, as in the rest of South Africa, are divided into disadvantaged rural and township schools, normally African schools, and privileged urban ex-white schools.

Ilembe District services mostly rural schools in one of the most impoverished communities in KwaZulu-Natal. The people are hard hit by the scourge of HIV/AIDS, unemployment and poverty. Basic human rights are a mystery to most of these people.

In the past government offices played a negative role in violating human rights. This was evident in the offices of education, health, social welfare, safety and security etc. Public servants capitalised on the ignorance of these people and used their subservient character based on traditions and culture to violate their rights.

Regardless of the release of White Paper on Transformation of Service Delivery which was enacted in 1997 during the then Minister of Education, Professor S Bhengu’s reign, civil servants within education continued to compromise service delivery in one way or the other.

They could not articulate education policies that were formulated in line with government mandates aimed at eradicating poverty, job creation and fighting HIV/AIDS which is embraced in quality service delivery as outlined in the White Paper.
I believe that education is the main vehicle for lifting people out of poverty and changing their lives decisively. United Nations Secretary General Kofi Anan captures this best when he says education is the single most vital element in combating poverty, empowering women, protecting children from exploitative labour and sexual exploitation, promoting human rights and democracy, protecting the environment, and influencing population growth.

Education, in his words, is the path towards international peace and security. The resuscitation of Batho Pele implementation gave birth to a transformed unit within the Department of Education – Ilembe District, one of 12 districts in KZN.

Against the background I have alluded to it became clear to us as a district that we needed to prioritise Batho Pele implementation to promote a culture of service delivery excellence; and uphold the highest standard of service delivery by putting in place a value system that commands service with loyalty, honesty, integrity, fairness, caring and professionalism.

By entering the Premiers’ Service Excellence Awards we could measure our performance. In KZN our vision is that of a literate and skilled society capable of participating in all democratic processes and contributing to the development and growth of the people.

In transforming service delivery in all components, Ilembe District was informed by a range of mandates. These include the Constitution which mandates the KZN Department of Education to provide public education to all learners regardless of age in the Province of KwaZulu-Natal.

It also includes the national electoral mandate as captured in the President's 2006 State of the Nation address. Also important are KZN Provincial Priorities which aim to strengthen government and service delivery; integrate investment in community infrastructure; promote sustainable economic development and job creation; develop human capability; implement a comprehensive response to HIV/AIDS; and fight poverty and protect vulnerable groups in society.

The last significant mandate is the Five Year Performance Plan (2005 to 2010) where the KZN department endeavors to provide high-quality, relevant education to all learners, regardless of age, which will equip them with knowledge, skills, values and attitudes to meet the challenges of the 21st century.

It seeks to transform the department into a 21st century learning organisation focused on results, high performance, effective communication and quality service delivery. It also seeks to transform schools and colleges into self-reliant and effective learning institutions...
that are also community centres for lifelong learning.

It also seeks to develop the human resource capacity of the department to the highest standards of professionalism in line with the requirements of the Employment Equity Act. It intends to provide and utilise resources to achieve redress and equity; to eliminate conditions of physical degradation in institutions; and to eliminate fraud, corruption and maladministration.

Lastly, it seeks to deal urgently and purposefully with the HIV/AIDS pandemic as part of an integrated provincial response.

Based on these mandates a review was undertaken of the district’s vision, mission and values in order to establish a focal point and benchmark for our district’s strategic direction over the medium- and long-term.

D Singh, chief education specialist from the Education Management, Governance Development (EMGD) component in the district, was identified as the coordinator. He is now based at head office on secondment.

He facilitated the formation of transformation committees from district down to school level. Meetings were held with these committees where their roles and responsibilities were spelt out. Mrs TA Gumede and Mr Singh were tasked to capacitate circuit officials through the facilitation of workshops on the transformation of service delivery. Focus was on the eight-step cycle as an implementation process.

The initial step was the identification of customers – both internal and external. Then customer needs and priorities were established followed by the establishment of current service baseline.

Feedback from customers was compared with current services offered by our district and service gaps were identified. Next came the setting of service standards which were SMART – specific, measurable, attainable, realistic and timebound.

We then geared up for delivery and announced standards through the publishing of service commitment charters at all levels which had to be in line with the provincial Service Delivery Charter which was still a draft then.

Supervisors, together with transformation committees, ensured that there was continuous monitoring and reporting on service delivery. When all components, including schools, were workshopped, transformation committees compiled the service commitment charters which contain the vision, mission statement, strategic goals, values, services offered, standards and contact details.

In KZN our vision is that of a literate and skilled society capable of participating in all democratic processes and contributing to the development and growth of the people.

In 2005, having resuscitated the initiative from 2004, we entered the Premier’s Service Excellence Awards to demonstrate that Ilembe District is committed to service excellence; to measure our component against others; to find out how we rate in terms of service excellence; to obtain an independent rating of our services; to raise our standards of service delivery; and to achieve greater pride in what we do.

Since our district was entering for the first time, it managed to get a certificate of commendation because it was amongst those who were close to winning an award.

In May this year we received feedback on our strengths and areas of improvement based on assessment of the evidence provided. Currently we have introduced a number of initiatives which aim to showcase implementation of Batho Pele.

With these initiatives we are able to measure performance and monitor compliance with Batho Pele principles. These initiatives include:

- an HIV/AIDS programme which aims at mitigating and preventing the spread of the disease which has been incorporated into the curriculum;
- the National School Nutrition Programme which provides economic opportunities for local people through the pilot of co-operatives;
- working in partnership with businesses and local authorities to improve the infrastructure;
- Adult Basic Education and Training and Early Childhood Development classes are provided to skill the community; and
- links that have been formed between some of our schools with schools in the United Kingdom.

These initiatives have had a positive socio-economic impact on communities. The awareness of HIV/AIDS has increased; registered co-operatives have been formed to address the issue of unemployment; local farmers have participated in greening projects at schools; and the Department of Education has improved infrastructure.

Addressing the principle of redress, there has been an increase in the number of cases reported in the violation of human rights, e.g. principals who with-
held learner reports because of non-payment of school fees by parents.

There has also been an increase in the number of parents who accessed social grants through intervention by trained educator lay counsellors in schools. To ensure that we have special counsel- lor lay counsellors in schools.

How principles were carried out

In order to advance the principle of consultation, we used district survey questionnaires. Customers had to rate our performance in the District Director’s Office, Administrative Services, Examination Services, Education Management and Development, Teaching and Learning Services, Psychological Guidance and Special Education Services, ABET and ECD and Circuit Offices.

The feedback from these survey questionnaires was used to prioritise areas of improvement in each component or sub-directorate.

Further survey questionnaires on assessment and training needs were issued by circuit offices. These enabled us to identify priority issues for service delivery improvements. The end result of the consultation process was the drawing up of service delivery improvement plans for all sub-directorates or components. These were further incorporated into the district improvement plans.

In setting standards and targets, each component was encouraged to come up with service commitment charters which reflected services offered and standards at which such services are offered. These were made available to all our customers.

In Ilembe District we use the Performance Measurement and Development System to monitor performance against standards and targets in a practical manner. If there are dips in performance we re-visit the improvement plans to review and raise standards. Each staff member draws up a performance growth plan which enables them to develop.

In order to address the principle of accessible services for all in our district we have established satellite offices to bring services closer to the people - an example is in Mandeni. We have also issued copies of information brochures with details of where we can be found and how we can be contacted and are holding inter-departmental meetings.

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Policy and Employment Equity Plan.

Our district has also come up with specific initiatives in which partnership have been formed with business and the community to increase the availability of services for customers, e.g. Sappi resource centres, municipalities, inter-departmental meetings and sessions with local structures like amakhosi and councilors.

The courtesy principle refers to customer care in its widest sense, from addressing customers politely in an appropriate language, to doing everything possible to assist them to make the best use of services.

We encouraged all staff to wear name badges for identification purposes. When answering the telephone they also make sure that they identify themselves by name. Supervisors in all components regularly monitor performance of staff who deal with.

The use of suggestion boxes helps us to get feedback from customers. Steps are taken to address any problems identified and results are fed back to both customers and staff. Our help desk is functional at all times.

Corporate services in all sections, including schools, attended workshops on the code of conduct for public servants in order to advance this principle.

The information principle is about informing customers on what services they have a right to receive and how to go about accessing these services. A service commitment charter was distributed to all customers as all our customers. It contains the organisation’s name, vision, mission, values and service delivery objectives; available services; organisation’s service standards; ways of complaining and suggesting; and full contact details.

The district director issues circulars to all customers to keep them informed of activities taking place in the district and he also encourages circuits and wards to hold monthly meetings with principals. All officials submit weekly, monthly and quarterly reports.

We believe that being open and transparent is about letting our customers...
know whether we are achieving our promised standards of service delivery, how our organisation is run, what resources are consumed and how non-delivery is addressed.

In addressing this principle we hold MANCOM meetings with officials; discuss cash flow with relevant components that have access to district funding; monitor submission of audited financial statements; monitor school’s spending on norms and standards allocation; hold district council meetings and meet with unions; and issue copies of the annual district report to all stakeholders.

In Ilembe District we value complaints as a means of improvement. We therefore acknowledge that all dissatisfaction, expressed in writing or verbally, is an indication that the promised standard of service is not being delivered.

We have established ways of measuring all expressions of dissatisfaction which include the establishment of a help desk, use of suggestion boxes, completing of complaints registers, and setting up of a complaints committee which deals with received complaints and ensures that responses are given timeously.

In our district we are able to demonstrate that we are giving best possible value and quality for money using the resources available to us. Different sections have service delivery improvement plans which give details on how it is implemented. Each section has its organogram which ensures that each person focuses on his core-business.

The EMGD unit conducts regular workshops to address specific human resource development and training needs which include specific affirmative action programmes to ensure efficiency and best value.

In trying to increase the level and type of services provided in relation to customer needs, we used partnerships, for example with Ilembe municipality to come with a sports programme, and we involved Environmental Affairs which sponsored trees to plant at our schools.

We also introduced initiatives to ensure that all components comply with the Finance Management Act. Components are encouraged to compile cash flow statements, submit monthly actual review and expenditure reports, keep a full and proper record of financial affairs, prepare annual business plans, schools submit budget and commitment registers, and submission of audited financial statements.
The results of our efforts on improving service delivery on staff development and training programmes are evident in the commendation letters we receive from different customers.

Encouraging innovation and rewarding excellence

Innovation requires creative thinking. Creative thinking is thus the means and innovation the end result. At Ilembe we have to constantly improve the performance of staff through finding better ways of doing things.

Firstly, we have to ensure that the environment in our organisation is conducive to innovation and is able to enhance the staff’s capacity to deliver service. EMGD unit provides mentorship programmes for those components that are struggling to cope with their load of work.

Supervisors are encouraged to use the results of IQMS, PMDS to reward staff through the issuing of appreciation letters, identify employee of the month and holding of achievers’ days.

In addressing the principle of service delivery impact, during the resuscitation period Batho Pele committees were established at district level and in all components and sections. Special efforts were made to ensure that basic requirements of Batho Pele implementation were met, e.g. wearing of name badges, making Batho Pele a standing item in all meetings at circuit and ward level, drawing up of complaints registers, publishing of survey questionnaires results, and strategies to improve service delivery throughout the district.

The last principle I want to consider here is leadership and strategic direction. Our district excels in communication strategy. The director and his staff developed a shared vision and mission statements that inspired everyone to deliver on the values and goals of our district.

Other components including schools were also encouraged to draw up their own vision and mission statements. Supervisors drew up their business plans, action plans and year plans to give strategic direction to their staff.

The director makes it a point that all staff members know and understand the job content and that they concentrate on relevant job issues.

Lessons learnt

It is not enough to excel in executing the job as required by the department. What becomes critical is how the principles of Batho Pele are integrated to produce that excellence.

Typical examples are ex-model C schools - how many are implementing the Premier’s Service Excellence Awards?

There must be a leadership will to implement. All organisations rise and fall on leadership. Those who want to copy what was done need to prioritise and clarify what their personal responsibility is regarding the implementation of Batho Pele principles.

They also need to prioritise organisation clarity with regard to structure, responsibility and levels of authority.

There is a need to incentivise efforts to implement Batho Pele principles. A clearly spelt out reward structure (personal rewards and group rewards) and a system of spotting and correcting Batho Pele errors have to be put in place.

Lastly, a learning climate must created where there will be continuous improvement.

Conclusion

Ilembe District has made a very good start in the project implementation. The Premier’s Service Excellence Awards team of assessors is a testimony to the fact that there is a lot of creativity and commitment in all levels of management.

However, I want to assert that transforming service delivery is a long-term project. We will say we have “won the race” once we have reached maximum performance in all 11 principles.
The KwaZulu-Natal Citizen’s Charter has sensitised public servants to the need to transform and improve service delivery. It has also led to the adherence to the principles of putting people first - the Batho Pele principles.

The rights of citizens have been entrenched to the levels of acceptable treatment at public service stations. The charter has also led to the provision of leadership and strategic direction to the public service provider. This has led to a uniform understanding and interpretation of the goals of the KZN government.

Relations between government and the citizenry have improved. Perhaps significant is the development of Departmental Service Commitment Charters and subsequent annual Service Delivery Improvement Plans which are a constant reminder of the need to adhere to specified basic delivery standards and inherent constant improvement.

The Charter has also led to the revival of the Batho Pele Forum which is seen as the custodian of improved service delivery.

There have been notable moves towards ensuring the concept of integrated service delivery - an efficient, time-saving and cost-reducing exercise. This has minimised duplications and has limited the spread of fraud and corruption at the level of social grants and other “vulnerable” benefits provided by government.

The charter is being translated into isiZulu, Afrikaans and isiXhosa in order to facilitate access.

The KwaZulu-Natal’s Premier Service Excellence Awards is a scheme that is
intended to be in line with the Citizen’s Charter.

Another important aspect of the charter is announced visits by senior state officials to key service delivery sites. These have sought to ensure the advancement of the principle of putting people first.

The Public Service Week has become an important event on the provincial service delivery calendar. Buy-in from departments regarding the Public Service Week was staggered through the year. This requires some attention.

Challenges

Stakeholder buy-in is one of the major challenges confronting the implementation of the KZN Citizen’s Charter. This is the case with both internal and external stakeholders and is caused by "humps" and unnecessary long chains.

The attitude and behaviour of the public service provider at frontline desk and management levels, particularly with regard to unannounced visits, is a challenge. The solution here is seen as the re-orientation and re-training of public servants on customer care. The use of name badges to identify public servants at frontline desks and unannounced visits has proven more effective in this.

The marketing and publicity of the charter has been quite a challenge. The Community Development Workers should be used both to market and publicise the principles of the charter.

Absent has been citizen-friendliness towards systems that are in place to supplement the human resource power. In order to deal with this there needs to be standardisation of systems as well as the simplification of relevant systems.

There is a need for certain negative mindsets to be changed and adapted to new, citizen-centred and progressive ways of delivering services.

A training academy is required to deal with this.

A major challenge is educating citizens about their service rights and encouraging them to actively participate in monitoring and evaluating service delivery. To achieve this, the charter needs to be rolled-out to the larger citizenry. The translation of the charter into Braille is another mountain that needs to be climbed.

The overall solution to these challenges is integrated and accelerated service delivery. There is a need for the development of the citizen service centres at MPCCs, supermarkets and shopping malls.
One of the central questions posed by the Premier of the Eastern Cape was: What is the real state of service delivery – that is, government institutions’ perceptions as opposed to anecdotal public opinion versus real perceptions? It is for this reason that an independent, but rapid assessment of the delivery of services in the Eastern Cape was needed.

Amongst the intentions of the assessment was to audit households’ ability, access, understanding and quality of service delivery.

The assessment also needed to understand the nature of service delivery in different sectors, to assess public access and perceptions, and review roles and responsibilities of different local, provincial, national, NGO and private sector agencies.

It was also intended to pay attention to poverty and vulnerable groups and explore the current impact of some PGDP programmes including related constitutional rights and citizens.

The assessment sought to clarify socio-economic trends within the Eastern Cape, with particular reference to poverty and migration. It would also discover how households and service delivery agencies feel that blockages and problems might be most effectively addressed.

Services delivery (including FBS) covered in the assessment are in the areas of:

- Housing assistance in the form of grants, water, refuse removal, and sanitation;
- Education, health care, safety and security, and community services to vulnerable groups;
- Energy, emergency services and roads;
- Transport services, social grants; access to communication (including ICT);
- Access to government departments, ward committees etc;
- Other relevant basic services such as the provision of recreational facilities, and so forth; and
- Basic services that people expect to get from government.

This Rapid Assessment Survey is the biggest ever for the Eastern Cape and will represent baseline for the province.

The FHISER/DRA and Take Note trading consortium was selected as the service provider in November 2005 to conduct the assessment. It utilised about 100 local fieldworkers during the assessment.

A reference group was appointed made up of SALGA, ECSECC, Office of the Premier and other departments to manage the project under the direction of the Office of the Premier. Additional assistance from Extended Reference Group which included district municipalities.

The Rapid Assessment was structured as a process that does not lead to finger-pointing, but to look at identifying blockages and finding solutions for prioritised problems - the information that is needed now for planning for 2006-2007. This is because the current household data collected through Census does not provide a clear, accurate and spatial-
The socio-economic survey would allow the Eastern Cape government to assess socio-economic impact of specific PGDP programmes and make changes in short and medium-terms.

**Rapid Assessment’s components**

The assessment consisted, first, of a representative survey of over 12 200 households with fieldwork conducted from January to March 2006. It dealt with issues of consumer access; perceptions and responses to basic service delivery; basic socio-economic data on poverty and migration; and four PGDP programmes which provisionally are food security, ABET and ECD, comprehensive nutrition, and HIV and Aids.

Secondly, the assessment consisted of a service provider audit. This involved the audit, interviewing and focus groups of officials and community members on issues emerging from the survey.

The third component of the assessment was the analysis, comparison and diagnosis. This would develop a clearer picture of poverty and migration, clear targeted and spatially sensitive results to inform basic service provision. This resulted in clear and spatially sensitive recommendations with results released to Provincial Excos at the end of May 2006.

It was initially thought that fieldwork would be negatively affected in certain areas by the political environment during elections and may not be actively supported by those communities, some political parties, traditional leaders and local government executives.

A communication strategy was implemented to ensure awareness by officials, communities, local government executive, traditional leadership, political parties, NGOs, and so forth using print media, radio and letters of endorsement.

**Progress made**

The audit of households started in January 2006. A complete representative sample of over 12 200 households were surveyed across the province, just before the local government elections on 1 March 2006. The original intention was to complete the survey by mid-March 2006.

The speed with which the survey was undertaken was remarkable given that there was only a 1% refusal rate. Other contributing factors included the fact that the print and radio communication strategy to community members was a complete success. Letters of endorsement from the Premier, DM and LMs were very helpful.

The considerable length of questionnaire did not put off respondents. They were extremely keen to participate and share their concerns and experiences of service delivery in the province. As a result, there were no major problems experienced during the household survey.

**Summary of findings:** Is it growing?

Among the major findings of the assessment was that the labour force in the Eastern Cape consists of less than half of all provincial citizens in the age group 15 years and over (49.35%). The 2005 Labour Force Survey placed unemployment in the province at 29.9% in September 2005 (person aged 15-65 years who did not have a job in the past seven days). Using the same definition, our Rapid Assessment study finds that:

- the unemployment rate is 32.6%;
- only 21.5% of the total population between 15-65 years is employed; and
- a significant portion of over 65 year olds are still seeking employment.

In terms of understanding urban and rural poverty trends, it was discovered that the average employment rate is 33% in urban areas and only 13% in rural areas. Furthermore, 51% of households receive grants in the urban areas compared to 74% in rural areas.

The average household income in urban areas is R2 356 a month compared to R1 276 in rural areas. The average household size in rural areas was five members compared to the four in urban areas, which further deepens rural poverty.

Of the 25 listed services (including free basic services), the average number of services that households have access to is 14.92 in urban areas compared with 7.22 in rural areas.

Lessons learnt

In the area of questionnaire design, we have learnt that one has to be mindful of how much information should be in a questionnaire. In terms of communication strategies, it was very helpful to have separate strategies developed and fund them internally through the Office of the Premier.

The project benefited greatly from the implementation of an effective communication strategy both politically and administratively.

Benefits of cooperation from within government departments was both good and bad and certain levels of organisation. We have also realized that capacity building is key and should be done in key departments.

We have also witnessed a significant link between planning, research and implementation. A central repository is required to co-ordinate research and house related databases.

However, with all these positive lessons, there were delays experienced in the presentation and dissemination of findings.

**Conclusion**

The final reports on the project are being discussed with senior administrative and political structures within the province. A communications strategy is being developed for roll-out of final results of the assessment.

The roll-out of final results is targeted for the period between August to November 2006. It is hoped that the results will influence the 2007 plans of departments and local government.
As we all know, nostalgia evokes a sense of yearning for a good past. That is how I feel about the ending of the IPSP. The question that we should ask ourselves is: With the ending of the IPSP, are we convinced that the centre can now hold or is it still a case of things falling apart?

The IPSP was introduced to support targeted and interested provincial governments. The idea behind this support was to support the government in its goal to alleviate poverty and to effectively render basic services and good governance through the implementation of the respective Provincial Growth and Development Strategies.

There have been achievements in the IPSP and I have linked them directly to the six output areas that were identified for the programme.

The first achievement that I would like to identify is improved ability of the centre of specific provincial governments to co-ordinate and manage pro-poor policies and development.

Secondly, resource utilisation and enhanced accessibility to basic services by the poor has improved. Thirdly, the capacity to restructure state assets has improved.

The fourth achievement has been the improvement in transparency and accountability by the centre of provincial government in the delivery of services to citizens. The IPSP has also led to increased shared learning and capacity in the Department of Public Service and Administration and the provinces.

The last achievement is visible effective planning and management of the implementation of projects in the second phase of the IPSP, and the overall implementation of the programme.

Relevance of the IPSP outputs to current initiatives eg (ASGI-SA)

I must state that not all outputs and projects were directly relevant to current broad state economic and social agendas. Amongst the outputs identi-
fied above, only two focused on the centre of provincial government. These were the coordination and managing of pro-poor policies and development; and the improving of transparency and accountability in the delivery of services to citizens.

The improving of capacity to restructure state assets and resource utilisation and enhanced accessibility to basic services by the poor are the two outputs that are directly linked to the outputs that are targeted by the state currently through initiatives such as ASGI-SA. One can also come to the same conclusion with regard to improved ability of the centre of provincial government to co-ordinate and manage pro-poor policies and development.

However, we need to pose reflective questions that I want to link with the broader question that I posed in my introduction, on whether the centre can hold.

We have witnessed integrated planning and inter-governmental relations as challenges. It is therefore appropriate to ask if the alignment of PGDs and IDPs assisted. If they did, then why is there a current frustration? The focus on the PGDs directed the transformation of the public service in the provinces towards socio-economic development and growth. How is this then linked to ASGI-SA? What could be communicated to the Deputy President, for instance, on the role that the IPSP has played?

I agree that improving records management was key, especially in the Eastern Cape and Limpopo. But why is PERSAL still not up to date? Where is the problem? These are probing and unsettling questions that unfortunately need to be confronted.

Discussions on the integration of both the back and the front office have become clichés. This is almost the same with good governance and related ideas of anti-corruption and ethics. These are forcing us to ask: How is the centre looking now?

There is, of course, an improved utilisation of resources and alternative service delivery mechanisms to achieve service delivery standards. There is also a cross- or inter-provincial replication of best practices such as the Limpompo Mobile Police Service, the Eastern Cape’s Child Support Grant Registration, the Hospital Turnaround Strategies, and various Information Technology related projects.

We have witnessed successful restructuring of state assets with Ezemvelo in KwaZulu-Natal, the commercialisation projects in Limpompo incuding roads and agricultural projects (Zebediela), building maintenance; and Mpumalanga’s stainless steel cluster projects in Middleburg.

In our persistence, we should ask how much these have contributed and whether they are still contributing? On improved accountability and transparency in the delivery of services to citizens, we have witnessed the emergence of service delivery standards, citizen’s reports, and fraud prevention strategies, particularly in the Eastern Cape - all intended to benefit communities.

There are also Human Resource Development (HRD) initiatives. I can also mention here the President’s latest pronouncements on capacity which have forced everyone to take issues of capacity building seriously.

The Batho Pele implementation initiatives such as Premier’s Awards have forced the public service to recognise the importance of proper delivery of services to citizens.

At some stage we had concerns and fears about the success of IPSP initiatives. For instance, when we held a risk identification workshop in 2003, the 2004 elections were noted as a potential risk. There was also the issue of politics where certain projects were not implemented in other provinces due to lack of political will or due to political pressure.

In some instances, the IPSP was susceptible to ad-hoc political imperatives which distorted its prioritisation. As a result, activities were transactional and thus dealt with day-to-day routine tasks as opposed to transformational or strategic which involves preparing ground for significant and sustainable change over the long-term in support of innovation.

This sometimes led to complexity in identifying strategic objectives. On interventions and partnerships we should ask ourselves to what extent did the IPSP carry and give impetus to intervention activities and projects. For instance, did the Eastern Cape intervention assist or destabilise the IPSP and vice versa?

Conclusion

We can confidently claim that “we set the stage” for current initiatives and developments.

I believe we got the basics in place, broke down barriers, developed innovative models and methodologies, and formed valuable partnerships.
Monitoring and Evaluation in the Eastern Cape

Monitoring and Evaluation (M&E) is a key focus in the programme of the President, the Minister of Public Service and Administration, provincial premiers and Excos. In the Eastern Cape, a new Planning and Policy Co-ordination Unit was established in the Office of the Premier with the responsibility for monitoring and evaluating implementation of each of the 12 departmental strategic or annual performance plans and various priority programmes.

The financial austerity measures for the unit are in place. An electronic M&E system which is web-based has been put in place but it is dependant upon the quality of information from plans and the system needs to be populated.

Key assumptions are that the department must have good quality plans and agreements. It must report according to these plans. Possible donors were identified in order to fund the project. The DFID and the IPSP were approached for this purpose.

The objective of the project was to collect and capture departmental and PGDP strategic plans, annual performance plans, baselines and data on the Eastern Cape electronic M&E system.

The project also seeks to review strategic and annual performance plans from a monitoring perspective, and provide recommendations on improvements, sources of data and measures, and processes of data collection and reporting.

Lastly, the project also intends to improve provincial capacity on M&E.

Main findings

One of the findings from the project is that indicators are often not clear in most plans. They are confused with activities. As a result they are not measurable with a single value whether quantitative or qualitative. Ideally, indicators should be outcome indicators, not output or input indicators.

Another finding was that the logical structure of strategic or annual performance plans was not coherent. This is partly due to National Treasury Guidelines and the mismatch between...
It is also due to the fact that strategic objectives lacked measurable objectives.

It was also found that the link between PGDP and strategic and annual performance plans is not ideal. The link must be clear at indicator level. For example, one PGDP target relates to the halving of unemployment by 2014. For this to be achievable there is a need to know the unemployment rate from 2004 in the province and how many jobs are lost and the jobs that are created in the province.

These indicators are expected to be present in all relevant plans and reporting has to occur accordingly. To halve unemployment by 2014 will require that about 100 000 jobs be created each year.

**Changes required**

Strategic plans and annual performance plans must be reformulated with strategic goals stating the broad vision in a succinct and strategic way. The strategic objectives must include essential areas to focus on achievable goals. Measurable objectives must state specific objectives, especially on how strategic objectives will be reached.

Another change that is required is a comprehensive indicator review for the province. This review should focus on measurability, ensuring easy access to data; reduced number but key indicators; and it must deal with cross-cutting indicators.

It was noted that relevant National Treasury indicators need to be incorporated into plans. Also to be incorporated into departmental strategic and annual performance plans are all PGDP indicators. It has to be ensured that these are integrated at indicator level. This has to happen before December 2006.

**Lessons and suggestions**

The strategic planning process has to be reviewed. Different consultants tend to bring diversity if there is no common standard procedure.

This review should also start with a top-down planning process followed by a programme-based planning process.

There needs to be a review of the departmental strategic planning format. Linked to this is the need to review strategic plan document formats. It should be ensured that all measurable objectives have links to the departmental strategic objectives and goals. Electronic tools need to be used to assist in presenting strategic plan documents.

There has to be a focus on effective indicator selection. There is a need to build the capacity of planning and M&E staff members need to assist line managers to identify suitable indicators.

Added to this is provincial coordination of indicator selection in order to give feedback and review indicators selected. A minimum set of cross-cutting indicators that all departments will work from needs to be defined.

The National Treasury or PGDP indicators need to be incorporated into strategic plans and annual performance plans. This should be done at indicator rather than at objectives level.

It has to be ensured that National Treasury or PGDP indicators are well known in departments and that indicators are incorporated into strategic and annual performance plans.

Plans should also ensure that baselines exist for all indicators. There also has to be an agreement on annual targets up to 2014. There has to be agreement on resources that are needed to meet identified targets.

Linked to this is ongoing identification of the most effective and efficient ways of reaching targets. The co-operation between departments is key to this effectiveness. Therefore there have to be dedicated resources in departments for the attainment of the goals specified above.

**Conclusion**

The project was finished with a slight delay at the end. The budget was fully utilised. A lot of skills transfer occurred. There is ongoing work that is done by the Eastern Cape province as dedicated staff and resources are now in place.
The promulgation of the current Public Service Regulations and the White Paper on the transformation of the public service in the late 1990s warranted massive transformation of the public service. It soon emerged that without support to national and provincial departments implementation is unlikely to happen and/or will be too difficult and slow.

The Integrated Implementation Programme (IIP) was instituted to support selected national and provincial departments in formulating the five key plans required by the new regulations, and to facilitate the change management that went with it. This assisted in achieving compliance with the regulations but fell short of instigating the anticipated transformation of the public service.

A sustained intervention was conceptualised as a partnership between the DPSA, provinces and donor agencies.

The Department for International Development (DFID) of the UK government adopted Limpopo, Eastern Cape and KwaZulu-Natal provinces.

**Rationale for the IPSP**

The Integrated Provincial support Programme (IPSP) was conceptualised to support transformation initiatives in the provinces through building or augmenting their capacity to implement their Provincial Growth and Development strategies (PGDS).

This was to be achieved by strengthening the center of government (offices of the premier, treasuries and the departments of local government); experimenting with alternative service delivery models; improving resource utilisation; improving anti-corruption mechanisms; introducing learning networks; and effective planning and co-ordination of
the implementation of government programmes.

The implementation of the programme followed two phases. The first phase was largely about setting up systems required by the new public service regulations. This phase also had “experimenting and service delivery improvement modeling” attempts. The latter being the roads construction and maintenance units in the Department of Public Works.

The second phase was about setting the post-2004 election governance agenda and a focus on modelling turnaround programmes at service delivery points.

**Achievements and challenges**

Through its lifespan the IPSP implemented well over 40 projects with varying degrees of success. In terms of formal monitoring and evaluation reports of different independent evaluators, the programme achieved “rating two”. This means that it showed at all times that its purpose is “likely to be largely achieved” – in common language this is an excellent performance wherein successes far outweigh failures.

It is not the subject of this report to elaborate on overall achievements, but to zoom in on specific projects that succeeded but need further support for their strategic intent to be wholly achieved. These are projects that scratched the surface but developed models and experimented on approaches and tactics that hold potential for significant change.

The interventions/projects are long-term in nature and demand undivided and uninterrupted follow through moving forward. These include a sustained service delivery improvement programme at a departmental level; e-government strategy; turnaround strategy in hospitals; mobile service delivery model; traffic stations turnaround; restructuring of state assets; and intergovernmental cooperation.

**Sustained SDI programme at a departmental level - the case of Public Works**

IPSP had a prolonged period of intervention in the Department of Public Works spanning four years. It experimented and modelled service delivery in the areas of the roads construction unit, roads maintenance unit, and property maintenance and property management.

It also contributed to the conceptualisation of and assisted in securing funding for the labour-intensive road construction programme, later branded “Gondolwasho”.

The totality of these interventions and the strategy behind them – called “Re a
poor management – with improved age of equipment was later found to be in one year. What was deemed a short-term success of machinery improved from 30% to 80% in successive years; and availability of spare parts and workers.

This introduced the practice of productivity targeting, productivity baselines, productivity measurements and tracking mechanisms.

Two implementation approaches followed were that of piloting in a small regional unit and a provincial roll-out. This experiment was successfully implemented with the roads construction and maintenance units.

The other, conducted by the property units, was to bring all the regions together over a period. They followed all the business process reviews, modelling piloting as one unit. Roll-out followed. Each model had its own pros and cons. In the latter the success of the roll-out depended on the strengths of district representatives and the clout they carried in their own district offices. However, the roll-out happened quicker than the model used in the roads construction unit.

The Western region of roads had an opportunity to deepen their understanding and practice of the newly introduced methods by supporting implementation in other districts of the province. Some of the highlights include teaching people who cannot read and/or write how to use a square metre; measuring grading time/kilometre; and negotiating productivity targets and measures with concerned workers.

These led to the productivity data collected on a daily basis, produced weekly and monthly reports and was calibrated into quarterly reports. It also led to consistent productivity reviews and joint work planning sessions between supervisors and workers.

There was also aggregate productivity improvement of 30% recorded in two successive years; and availability of machinery improved from 80% to 90% in one year. What was deemed a shortage of equipment was later found to be poor management – with improved management, equipment was found to be oversupplied and distributed to other districts.

All the units we experimented on won various awards in the province and the country. The department won the best performing department award several times during the peak of these interventions.

The key lesson is that holistic transformation works better if it centres around productivity improvement, demonstrat ed improvement in the business processes – procedures – and systems. Demonstrable improvement in performance is the key motivator for change and the tool for change management. It is not the speeches that matter, it is the results.

Leadership commitment, both administrative and political, proved essential and a programme including possible sequencing was formulated for the province to pursue.

The challenge for the province is to sustain the gains in this department and to ensure roll-out in other departments. This is a very involved process so whoever wants to try it needs to understand that it requires unwavering commitment and attention over a protracted period – no half-baked solutions and short cuts will deliver.

E-government strategy

One of the key objectives of the PGDS in 2004 was to build the administration to ensure access to government services for all. This was in the context of unemployment levels ranging from 22% to 40% in some areas.

The e-government strategy concept aimed to occupy a niche that makes a meaningful contribution in both areas.

It aimed to define a path the provincial administration should follow over a 20-year period to build its information technology capabilities in a manner that reaches all, in particular those in the remotest areas of the country.

Secondly, it aimed at exploring competitive advantages in this area upon which a solid niche-based IT industry could be build and anchored. Thirdly, it sought to define the role that government should play in pursuit of that path and the nature of partnerships with education and training institutions, including IT business partners in the province.

Many countries have explored this path, however, India turned around its economic performance significantly through this approach.

TATA Consulting, a company that helped define the Indian strategy, was engaged. About 20 key projects were identified and a programme, including possible sequencing was formulated for the province to pursue.

The key to the projects was the development of a portal for widespread electronic distribution of government services. This required significant infrastructure investment. In the promotion of the IT service industry as an instrument to contribute to the reduction of unemployment, actions towards creating a competitive edge around the “call centre” industry were outlined.

With the right technology and the support systems required, this could be an industry employing over a 100 000 people.

It appears that due to underfunding of the transversal IT functions, none or little of the strategy is being implemented. It is the provincial coordinator’s view that investment in this area will be worthwhile beyond the lifespan of some of the investments pursued in the primary production sector – more energy and resources need to be spent in this area.

Turnaround strategy in hospitals

Over 80% of efforts in IPSP went into setting up service delivery systems and processes at provincial level. This ranged from initiatives such as setting up a uniform framework for performance management and updating of personnel records to service delivery standards and citizen’s reports.

Phase two of the IPSP focused on improving service delivery at the coalface. The initial experimenting and...
modelling was conducted at Maphutha-Malatjie and Letaba hospitals. Dilokong, Jane Furse and Lebowakgomo benefited from the second phase of the intervention.

The concept was zooming in on a service delivery institution as a basis for a comprehensive review of the entire service delivery chain. In this instance the feeder clinics/health centres, district offices and the role of the provincial head office came under spotlight.

A business process re-engineering approach was adopted to kickstart the intervention. Some of the processes mapped and reviewed include mandate(s) of each service delivery institution; concomitant delegation of powers and responsibilities; outpatient processes; patient admission; management processes of the pharmaceuticals and dispensary; ward administration processes and the broad clinical processes.

In each area of review the back office support - such as office administration, HR, financial management, transport, garden and cleaning services - was also reviewed.

The results were improved queue management at the outpatient department, elimination of certain tasks relating to the admission, referral and discharge process, and clarity of tasks between different staff members. One of the key achievements related to strengthening the quality control and assurance functions in the hospitals. Independent CHOSASA reviews noted significant aggregate improvement in the management and service delivery aspects of these hospitals.

The initial phase of the intervention indicated that “governance and management” support without physical or infrastructure improvements can only ignite the willingness to change, improve morale and improve service delivery to a certain level. Sustaining the gains requires visible physical improvement of the facilities.

Again, leadership and management can make a difference in the success or collapse of interventions. Lebowakgomo and Letaba hospitals seemed much more able to absorb and direct the interventions relative to others. This is attributable to management commitment.

Hence, post-implementation impact review in Maphuta-Malatjie and Letaba hospitals indicated that management turnover raised concerns over whether the gains could be sustained and deepened.

A central message emerging is that despite the recorded successes and failures, service delivery institutions, hospitals and health centres in particular should be accorded full “business accountable cost centre” status.

This means full strategic and operational delegations, cost centre powers based on activity-based costing, budgeting and financial management, full HR management functions, and full physical facilities management. This requires a full review of structures and systems of hospital management.

Tinkering with current organisational forms and systems will only yield short-term unsustainable gains. Province and its districts should be prepared to accept the role of policy coordination, support, monitoring and evaluation – fixing a theatre bulb, shift rotations and watering of gardens should be left to hospital managers and should be resourced accordingly.

Hospital managers should equally be prepared to shoulder the accountability and responsibility that goes with it.

Roll-out to all provincial hospitals will require a full-time appropriately staffed hospital improvement unit. The model piloted above can work, however it requires constant drivers with the right attitude and energy to support imple-
mentation in the various hospitals.

It is the provincial coordinator’s view that this should be pursued further and necessary resources be provided to ensure better health care for all.

Mobile service delivery model

In an environment of close to 3 000 settlements scattered in about a 200km radius of vastly different topographic and cultural terrain, ensuring equitable access to service remains a critical challenge.

The challenge is not only lack of resources and the cost of providing to the remotest areas, it is also about the inherent costs incurred by those who need the services, which are not within easy reach.

The cost to the consumer includes inconvenience of travelling long distances, the financial burden and opportunity costs such as not affording the cost of being seen by a doctor in an eventual-ity of rape, a graduate at home because of lack of information about advertised jobs, etc.

Noting these challenges the IPSP, together with SAPS Limpopo, conceptualised a model to deliver services in these remote terrains. The initiative had two elements. The one element was to design a mobile service delivery point able to render services like a full service point, i.e. a police station, a social worker’s office or a home affairs office.

Through trial and error the programme supported the design, delivery and commissioning of over 10 mobile service delivery points.

The other element was the management of the operation – ensuring that affected communities are aware of the service, when is it due in their area and the ability to solve all problems delivered to the mobile unit.

The role of traditional leaders in mobilising communities, communicating visit schedules, keeping statistics of people visiting the service and assisting in required follow-ups led to the success of the pilot.

Due to inadequate resources, services like instant printing of birth certificates, tracking of grants and applications was not possible. However, this should not be impossible with the advent of laptops, satellite technology and wireless Internet access.

While the projects won various accolades and awards, including that of the UN, there is still much that can be done.

The ideal is for the three-main departments to allocate dedicated personnel and resources to service these remote communities in the future. This should significantly reduce the problem of inter-departmental coordination, which normally retards inter-sectoral programmes.

Traffic stations turnaround

It takes three to six months to secure a learner’s driver testing appointment and about three months to secure similar appointment for motor testing. This appears to be a national phenomenon - but it surely depicts a dysfunctional system.

IPSP supported the Department of Transport to investigate the situation and develop an intervention programme. A global problem appears to be stations shutting down due to noncompliance.

Mhala and Lebowakgomo traffic stations were used as pilots. In these stations challenges appeared to be both governance and infrastructure issues.

At a governance and administrative level inappropriate allocation of personnel, lack of defined processes and systems, including inadequate supervision, were found. Due to inadequacy of infrastructure the business process layout in these stations, both for vehicle and learner driver testing, was not appropriate.

Secondary problems such as corruption manifested easily in this environment. For instance, proper driver testing is deemed to take 30 minutes, however, in Mhala over 100 tests could be conducted by three officers a day.

This suggests that each traffic officer was able to put in 1 000 hours worth of work in one day. It is therefore not surprising that the station “accidentally” burned during the intervention process.

Notwithstanding this bleak picture, the stations presented a good experimenting and modelling platform. New business processes were introduced and where staff shortages were identified temporary arrangements were made. Infrastructure shortcomings were highlighted and solutions proposed.

Restructuring of state assets

One of the key strategic thrusts of phase two of the IPSP was to ensure improved capacity of the provincial administration to restructure state assets. This refers to assets outside the ambit of the Department of State Enterprises.

Most of the assets were developed by the former homeland administrations - mainly conservation-based, agriculture poverty relief schemes and various mining and property portfolios held by development finance institutions of the provincial government.

IPSP aimed at establishing a Provincial Assets Restructuring Unit (PARU) in Treasury and restructuring at least five assets with the intention of developing a model. PARU was established and about 80 assets listed on its books for restructuring in the first year.

PARU formulated a policy and process for restructuring of assets. However, its progress in actual restructuring was minimal due to delayed decision-making in the departments responsible for such assets.

The hospital laundry services and the Great North bus company are just two examples. Its greatest achievement to date is the fact that the restructuring question is firmly on the agenda of government.

Outside the activities of PARU, IPSP supported the restructuring efforts of the Department of Agriculture. It supported initiatives such as the decommissioning of small project, restructuring of the 22 ARDC commercial farming projects, including identifying and testing the model for revitalisation of smallholder irrigation schemes.

The highlights of this support include the Zebediela citrus farm model. The
community public private partnership model made it possible to turn around the farm from operating in the red and dependant on government subsidy to a profitable venture with sizeable export produce.

The private sector partner brought the know-how and capital to initiate the turnaround. On the other hand, the community benefits from their equity holding and lease rental. This is a model holding potential, not only to the other ARDC commercial farms but also to other developments faced with land claims across the country.

Over 122 smallholder irrigation schemes were developed by former homelands with a view to introduce small-scale commercial farmers and alleviate poverty. The infrastructure was believed to be worth over R4 billion at 2002 prices.

However, the schemes collapsed due to a myriad of causes or reasons. Inherent in this collapsed investment was believed to be the potential of introducing over 22 000 settler farmers and over 50 000 jobs.

IPSP assisted the department in developing a revitalisation model. This involved creating a dedicated programme management capacity in the department for a period of 24 months. It also involved actual revitalisation of schemes which were ready for intervention. It emerged that the total programme is likely to require R1,8 billion over a six-year period.

**Intergovernmental cooperation**

The overall goal of the IPSP was to support the administration by improving its capacity to implement the PGDS. The PGDS depicted the competitive development potentials of different districts. For instance the competitive edge of Waterberg District is believed to be in the areas of mining, petrochemical and tourism industries.

Phase two of IPSP partnered with both the province and the Waterberg District municipality to experiment in developing an intergovernmental cooperation mechanism in pursuit of the objectives of the PGDS.

Mining and tourism strategies for the district were used as a platform to experiment and model the cooperation. A key message emerging from this experiment is that while generic municipal functions and systems are defined in terms of the municipal structures and systems legislation, there is a need to accommodate the involvement of municipalities in some functions deemed either of national or provincial competence.

For instance, for the petrochemical cluster in Lephalale and Thabazimbi to develop and to ensure adequate local BEE benefits, the district and local municipalities need to understand the basic fundamentals of mining.

They need to appreciate where and when to deliver bulk infrastructure and they need to facilitate negotiations between mining houses and local communities.

**Recommendations**

Based on the experiences of implementing the programme we realised that the modelling and experimenting role of the IPSP should be allocated to a strengthened transversal transformation unit in the office of the premier and/or its equivalent.

This should take into account the programme management model contained in the IPSP memorandum between the Government of South Africa and DFID. Care should be given to adequate funding and systems that respond expeditiously to intervention requests.

We also recommend that implementation of the government strategy project be revived. Also that the provincial GITO office revises its implementation plan for purposes of securing and “ring-fencing” funds from Treasury.

SITA’s mandate is limited to maintaining existing IT infrastructure and supporting government in procuring related services. The existing strategy is far more than that; it is about following a path to competitiveness in this area.

The hospital turnaround programme should also be allocated dedicated capacity and ring-fenced funding to ensure that roll-out to all the hospitals is achieved. This might take a specialised unit in the departments of Health and Social Development to drive the process in district, regional and provincial hospitals.

Its role should be to oversee and support the implementation of the model and improving its functionality.

Noting that the sustainability of the traffic stations turnaround programme is constrained by capacity within the Department of Transport and Roads. It is recommended that the implementation of the developed model be pursued on an outsourced basis at least for a further 12 months until the capacity issues are resolved.

Lastly, the assets restructuring capacity in the Department of Agriculture should be strengthened to ensure that the ARDC projects and the smallholder irrigation scheme programmes are successfully delivered.

Secondly, the R1,8 billion required for the irrigation schemes and whatever is required for the ARDC commercial projects should be guaranteed through ring-fencing funding for the duration of the implementation period.

**Conclusion**

The programme approach provided the province with an opportunity to create a macro-perspective on provincial interventions as it viewed interventions from a province-wide perspective rather than simple departmental projects.

IPSP experience has demonstrated that the provision of adequate and dedicated resources to projects made it possible for government to tackle service delivery challenges in a much more intense manner that makes a meaningful impact.

The end of the IPSP should not be viewed as the end of the projects but as the end of technical support (donor support) as the service improvement is an ongoing process to strive for sustaining successes and to keep on improving.
The purpose of the case study is to identify IPSP-developed models, approaches and lessons with significant potential to inform design, improved implementation and monitoring of future public sector programmes, and enhance broader government service delivery.

Different areas for IPSP models have been identified: programme institutional arrangements and relationships; roles and responsibilities of the programme management structures; programme management practices; procurement function and related systems; and financial management systems.

These models have been categorized as organisational culture and values; programme design; programme planning; financial management; programme structure; operational systems; and procurement model.

Overall findings

While the IPSP did not essentially invent new programme management approaches, it successfully adapted, orchestrated and applied a myriad of approaches in strategic planning, programme design, structure, planning, implementation, coordination, and management, bequeathing the public service a workable model for effective programming.

Indeed, its strategy to catalyse change across selected departments and its emphasis on departmentally-driven change efforts is unique and provides a model for the introduction of change projects to be carried out within rather than outside the premises of provincial line departments.

Permanent placement of coordinators at provincial level and the development
of IPSP lookalike projects represent significant impact. Promoting and developing departmental leadership and championship towards effective service delivery should be a continuing effort across government.

**Ethos and values**

Successful negotiation, cooperation and collaboration between role players were significant in the success of the IPSP. There were maturing relationships with the DFID. This led to flexibility and the shaping of an oversight role for the DFID.

There was a common goal, passion for change and commitment to doing things differently, better, quickly and in a structured way. An ethos of discipline in implementing and in ensuring delivery was cultivated. Central to this was strong leadership, teamwork and reciprocal relationships with partners.

There was also candid communication at OPS meetings, with an effective coordination mechanism in the national coordinator. Through all this, the IPSP provided an enabling, supportive and guiding role to departments.

The programme also cultivated certain values within the public service in the area of programme management. Among these, was that even though provincial departments were involved and participated, there was no imposition by the IPSP in programme design, activity selection and development, overseeing change intervention, and progress review.

Perhaps more important here is that the IPSP created a learning organisation and a vibrant culture of learning through the creation of learning networks.

**Models from the IPSP**

**Programme Management**

One of the range of models that developed from the IPSP is the Logical Framework (logframe) planning model. This model proved to be an effective planning framework. It focused the programme and its management, streamlined activity development and provided a basis for performance monitoring and periodic reviews.

The logframe planning framework’s defined outputs facilitated the six-monthly planning, promoted output-based budgeting and strengthened the realisation of value for principle. Lastly, this planning framework fashioned a window for a strategic planning culture within government and provided departments with a proven programme planning tool for managing and budgeting.

The inclusion of the inception phase in the programme design model was very significant, allowing for the laying of a solid foundation and facilitating the building of programme partnerships.

It amounted to the successful introduction of structures and staffing, contracting of external PSP, and logframing of programme intent. The inception phase also led to development and a concrete programme manual that guided implementation.

A model for effecting a strategic programme structure was also a key learning area for us in the IPSP. At national level, basing the IPSP office at the DPSA provided legitimacy to the programme, whilst at the provincial level locating the IPSP at the Office of the Premier provided political mileage, strategic existence and high-level involvement in the programme.

At the departmental level project leadership was placed within line departments. The establishment of a PSP entity separate from programme management was very fruitful. The continuation of this has been successfully provided by the DPSA.

On a model for a working programme structure, a PMM set out and formalised programme strategic structures, programme operational structures, and programme relationships.

There was effective programme coordination by the national coordinator. Also significant was an efficient procurement foundation in primarily opting for the separate existence of PSP. The effective national coordinator leadership and working relationships has led to the transfer of procurement to the DPSA.

Working operational mechanisms and processes – including monthly OPS progress and planning meetings, decision-making processes, and validation and budgeting systems – were established.

Monitoring and review systems were developed using developed indicators and targets. Reporting relationships and systems were also defined. There were also effective reporting relationships developed between the national coordinator, PSP and provincial structures with clearly defined interfacing processes.

Another important model from the IPSP was role clarification to harness effective implementation. The PSP role was clarified as procurement service provision and financial management, differentiated from the national coordinator’s role of programme management.

Problems relating to service provision were solved by provincial coordinators. The DFID-IPSP interface harmonised and matured through this process.

Furthermore, in the IPSP, structured operational processes facilitated effective management of the programme. This was a result of effective synchronisation between project development and project approval processes.

In addition, validation mechanisms provided check and balance for maintaining strategic logic between activities, outputs and for entrenching output-based budgeting. Validation also provided an instrument for maintaining integrity and value for money.

Operations meetings provided a mechanism for transparency, sharing and learning. They also provided for participatory management decision-making, inclusive progress review and operational problem-solving which is a key programme management mechanism.

The OPS meetings provided a forum for preliminary deliberation on activity plans.
The IPSP programme management also provided a model for reporting and review. The PMM reporting structure entrenched a systematised flow of reports from service provider to project manager. Monthly progress reporting at operations meetings created a progress review window by all. Moreover, the six-monthly reporting which was against the six-monthly plans, created an instrument for a wholesome examination of programme performance using logframe indicators.

There were also annual output reviews that were directly aligned to the purposes. In all this, there was effective accountability at all levels.

Monitoring and evaluation practices of the IPSP were another important area of learning. There was strong operational level monitoring including site visits and service provider progress reports. I have already mentioned progress review through six-monthly reports which were an important tool for monitoring. The end of the programme report also assisted in monitoring and evaluation.

However, it required consciously separating monitoring from evaluation in order to strengthen the culture of evaluation. This requires that an evaluation plan be developed to promote evaluation culture within a programme and within line departments beyond commonly undertaken “roll-out and scale-up related” evaluations.

The IPSP also resulted in the creation of learning networks which sought to ensure that learning culture in the public service is effectively supported. The concept of learning networks was successfully introduced in all IPSP provinces with several learning networks established.

Coordinators of these networks have successfully engaged three out of five provinces. There is, however, work in progress with provincial learning network structures.

Procurement was another area of operations where the IPSP provided a useful model. For a start, a separation of PSP mechanism laid the foundation for integrity in procurement. The skills transfer by CKP-IS to the national coordinator facilitated the transfer of PSP function to the DPSA. Procurement experience gained and knowledge of related systems empowered IPSP
provincial coordinators and project managers on best procurement practices.

What effected a functioning DPSA-based PSP and integration was commitment by the national coordinator, leadership, proactive engagement and the forging of relationships with the DPSA.

The IPSP, an approach that fused financial accounting, systems development and financial support to partners, resulted in a working procurement model. Effectiveness in procurement derives from using defined procedures and planned processes that are facilitated by simple and clear formats.

This experience sharpened IPSP procurement skills and had a spill-over effect when the DPSA and IPSP took over the procurement services which were harnessed through effective engagement of the national coordinator.

The efficacy of procurement systems needs to be further internalised. In order to achieve this, there has to be the involvement of programme and finance or procurement staff in operations meetings. This was achieved through the IPSP.

There was a writing of TORs as a model which was integrated into the DPSA systems. Tender evaluation processes and steps were streamlined and systematised. Service providers were managed through written contracts with clear contractor deliverables.

There was efficiency in the selection and awarding processes which were systematised. Documents on bid-related decisions were well administered.

The last model that I want to talk about here is a financial model. In this model, there was output-based budgeting, quick turnaround, and validation processes which ensured value for money.

There were pre-planned outputs which provided a base for quick and consistent decision-making. The bureaucracy was limited by joint meetings between programme and finance units.

Lastly, the ability to motivate submissions allows for broad interpretation and advantageous application of PFMA rules.

There was a common goal, passion for change and commitment to doing things differently, better, quickly and in a structured way.

Functional departments carry the responsibility of continuing abilities, maintenance and long-term effectiveness of change achieved through the IPSP. Critical factors for continuing effectiveness include integration and mainstreaming into line departments, uptake, departmental commitment, ownership, and sustained or escalating performance levels within line departments.

The turning of government departments into institutions that render services in a manner that continues to be responsive and productive is an ongoing process of seeking ever-growing improvements and better results. There is a need for effective complimentary processes such as performance management in the public sector.

**Challenges and lessons**

The IPSP commitment and functionality was affected negatively by numerous changes to the national coordinator position and by changes at DFID level. The DFID changes brought about funds and budget-related uncertainties and confusion which affected project planning.

In addition, foreign exchange-related uncertainties and inflexibility within annual budget allocations disrupted project plans and created an element of crisis management.

There was a lack of defined national coordinator exit staff levels which saw a drastic reduction to staff (in nature and size). This placed enormous pressure on the acting national coordinator and the remaining project manager.

There was also the issue of limited provincial leadership which tended to have a stalling effect on the programme.

The PSP operationalised accounting systems which laid the foundation for programme financial and procurement management. Separating procurement from programme management works well and the concept was effectively transferred to the DPSA.

However, workload implications should not be overlooked.

**Conclusion**

The IPSP was driven by high involvement of partners. It introduced PMM and Logical Framework to guide the management process of planning, leading, organising, control and coordination. A combination of the PMM and the Logframe created a system for guided management of the programme.

IPSP projects have effected change in attitudes and ways of conducting business in those areas where it was implemented.

Successful mainstreaming of these projects in departments will serve to maintain the momentum that was established by IPSP.
Senior Managers Coaching in the Eastern Cape

The aim of the coaching programme is to provide senior managers with skilled coaching which would enhance their management and leadership abilities and improve their ability to deliver services to the citizens of the Eastern Cape.

The IPSP supported this initiative so that senior managers can evaluate their business strategies and turn policy and strategic planning into business implementation. Senior managers were helped to develop the skills to influence power rather than positioning themselves in relation to power.

They were also to be enabled to develop the talents of staff members and motivate team members in committing to the goals of the organisations they are serving.

**Anticipated outcomes**

By the end of this programme, participating senior managers would be able to build competence through a relationship of mutual trust with the coach. The participants would examine their unique approach to management and leadership and implement ways of improving their abilities.

The programme would also have forced them to look at the ways they have behaved in the world of work and change their perceptions. Moreover, situations that enable them to achieve excellent long-term performance would be created. Perhaps more important, is that senior managers would acquire new skills that would enable them to coach others.

As part of the programme, it was agreed that all heads of department would be part of the target group for coaching. Where departments have appointed deputy director-generals, they would also be part of the programme, for example, in levels 15 and 16. Other senior management service members would then follow.

In terms of participation, at least nine out 12 HoDs participated in the programme. Five deputy director-generals attended with only one DDG resigning at the end of the programme.
Selection of coaches

Coaches were selected on the basis of their knowledge, that is, their understanding of other people and personal leadership. They were also selected on the basis of their competence, particularly their ability to develop five-year strategies and cope with the challenge of established procedures and norms.

Their skills in building confidence and authority, policy and project management and financial management were areas of consideration for the selection of coaches.

Modeling the coaching

In the first session HoDs were able to meet the identified coaches and share the values that are associated with the programme. They also had to simulate the programme. In addition, they had to write a brief that highlighted their experiences and expectations. After this, they had to meet and discuss informally amongst themselves, and then later with the coach. HoDs were grouped in pairs for further engagement before what was referred to as the review session. The pairs met at least twice before the review session. They reviewed their relationship and discussed some of the problems they experienced, and difficulties in arranging meetings.

They also discussed and encouraged an “appreciative inquiry” process. This gave the coaches the opportunity to identify responses to the programme.

The SMS members in the programme reflected on the impact on their work of constantly changing views, environment and opinions. They reflected on suspension of senior officials and the changing of posts. These issues are forcing SMS members to deal with fears of other staff members who may be affected by such changing of posts.

Uncertainties of service delivery expectations were also discussed by SMS members in the programme. Also discussed was the introduction of supply chain management and the poor culture in the organisations.

The team presented a business case for the continuation of the programme which outlines the approach that should be followed. It also provides a cost justification, estimating that such a programme may save the Eastern Cape public administration about R1,4 million per annum. The case also states that the programme can increase productivity levels by an average of 10% per annum.

Challenges

The programme was made more complicated by the different ideas about coaching put forward by HoDs. This was the case despite the fact that they all welcomed the initiative. Coaches were also not always available, which posed major challenges. The biggest challenge was locating the programme within the busy schedules that HoDs are subjected to.

Conclusion

It will be important to institutionalise the coaching programme as part of the LADC. HoDs and programme managers must include this in their planning for development. HoDs and SMS members must assume a coaching role with other staff. The existing pool of coaches also has to be maintained. •
Increased Shared Learning and Capacity

We all know the Service Delivery Review journal, which was our flagship publication to document and capture some of the lessons, case studies and other service delivery improvement initiatives funded by the IPSP and in government.

Indeed, the Service Delivery Review journal is one of our achievements as the Learning and Knowledge Management in the office of the national coordinator. We did commission a survey on the journal and still need to take action on some of the findings of the survey as there were suggestions and recommendations for the improvements with regard to content and distribution of the journal.

The annual Service Delivery Learning Academy is one of our flagship learning platforms and it has been a remarkable achievement. This is evidenced by the increase in interest and attendance from public servants.

Initially we started with about 300 participants and now we attract between 500 and 600 participants, as evidence by the academy in Durban this year.

Through the academy we have really created a platform to share IPSP initiatives with the rest of the country.

With regard to learning networks, some have been successful because they have allowed us to focus on key and specific areas of service delivery improvement. The learning network on Batho Pele has been mainstreamed and taken forward by people at the DPSA and has been a success.

We have also set up a learning network on monitoring and evaluation which is evolving. Clearly there are other learning networks that were not really successful.

Through the learning programme, we have managed to create some competencies, at least at national level. These include writing experiences and lessons, publishing and disseminating information.

The challenge is how to ensure that we develop these at provincial level, and this is one of the things that we should look at going ahead.

We have also managed to publish guides and audio-visual material. The case study guide is used quite a lot in the public service as a guide on how to write case studies. We also have a learning video that captures some of the IPSP initiatives, and we have published DVDs on South African Public Management Conversation.

In terms of the provinces, we can say that the Free State is the one province where we managed to sustain the learning programme. This was due to the...
energy and the drive that was shown by people from this province.

The top management of the Free State was also very helpful in sustaining the programme by supporting it. In KwaZulu-Natal we also saw energy and the drive which learning programmes need to be sustained.

Through publications and other learning initiatives we have managed to come up with practical models of innovation. The enthusiasm to learn and exchange experiences began to happen through the IPSP. We do not think that in the absence of the IPSP the enthusiasm could have been generated.

We have also created a critical mass of knowledge workers, although this is not sufficient given the size of the public service. We need to take this to the next level.

Through this programme, we have managed to have learning champions and units in some provincial departments and, as I pointed out earlier, the Free State and KwaZulu-Natal have been very active on this.

Learning champions spend a lot of their time driving learning initiatives in their respective provinces. In the Free State, certain key departments have people who are responsible for driving knowledge management.

Through this programme as well we have learning champions and units that have been put in place in some provinces and departments. Although some of these people are not full-time they spend a lot of their time driving learning and knowledge management programmes wherever they are.

**Challenges going forward**

There has been uneven progress in provinces with regard to increasing learning and knowledge management. The sad thing is that the provinces with the most IPSP initiatives have been the ones that lagged behind.

They have not been able to mainstream knowledge sharing institutional-ly or otherwise in their respective departments.

There has also been a problem of lack of consistent and dedicated learning champions. We have witnessed a lot of changes in personnel that ran learning programmes. This usually had a negative impact, particularly on consistency.

We have also not witnessed evidence of high-level support in most provinces. Unfortunately this was the case in provinces that had the most IPSP initiatives and were part of the IPSP from the onset.

There has also been differentiated progress in terms of getting learning champions absorbed as part of the formal structures. A discussion we have had with some of the learning champions from provinces was the skills development facilitators’ model.

We wanted to look at the skills development facilitators’ model of the Department of Labour to mainstream and institutionalise this area. For some reason we could not take this forward.

The other thing worth mentioning here is that we have not seen visible evidence in terms of tracking some of the learnings from the IPSP, if they are being replicated by departments when they are designing or implementing similar initiatives. We have not created an adequate system of tracking whether this is happening.

We also believed that through the IPSP initiatives in Learning and Knowledge Management at the office of the National Coordinator, we would go out on an awareness drive to the provinces and let the top leadership know about the value of learning and knowledge management.

One of the things that was identified was that given the abstract nature of LKM, we need to ensure top-level management support. Unfortunately we did not do this adequately, notwithstanding the fact that we had some capacity challenges.

**Conclusion**

We need to build on the successes that we have achieved. The Academy, Service Delivery Review and other publications that we have developed have been widely used, so we need to build on these success areas.

It is worth mentioning that most of these things are now done through the DPSA and do not only rely on IPSP funding.

We are witnessing knowledge centres and units that are created in different departments. We see these as positive developments and that we consolidate the IPSP model. The IPSP Legacy Book which is in production will be a good base to demonstrate some of the IPSP successes and models of service delivery.

From the office of the National Coordinator, we believe that we have performed very well and feel that we need to finalise the knowledge management policy framework that will provide some guidance and direction in terms of how the provinces should go about addressing some of the failures and challenges we are referring to.

The framework will also look at the whole issue of institutional arrangements on knowledge management in the provinces. We will also consider looking at international best practices in the area of knowledge management.

We have looked at the Canadian model and are beginning to pick up certain things, but we need to explore other practices elsewhere internationally.

We will also host the workshop on the public service as a learning organisation, and there use the IPSP partnership model to show how the public service can potentially be a learning organisation.

We will ensure that we continue working with our provincial partners even when the IPSP has come to an end.

Finally it is worth mentioning that the final DFID commissioned output-to-purpose review gave the learning and knowledge management programme the highest score (a 1 rating) in terms of achieving the output.

Rating 1 means that the output/purpose of the programme is likely to be completely achieved/well on the way to completion or has been completed.
I want to start by reflecting on the impact of partnerships in the Integrated Provincial Support Programme (IPSP). The success of the programme was closely linked to the way it originated. From the initial conceptual phase there was high level buy-in and commitment from the directors general in the Department of Public Service and Administration and the provincial governments. This created a participative environment during the early stages of the programme. As a result, a participative approach was followed during the design process of the programme. This created a solid base for the development of strong partnerships during the remainder of the programme.

Added to this, is the effective and efficient support and guidance that staff from DFID-SA office provided during the different phases of the programme. This made a significant contribution to the success of the IPSP and the very good relations that existed between the stakeholders.

Moreover, the programme was embedded in the priorities of the government which prevented it from “floating” and which enhanced its institutionalisation.

The IPSP had clear objectives which mostly remained unchanged. This had a positive impact, in that it helped to steer the programme through far-reaching political leadership and senior management changes.

Despite this, there was a huge challenge in translating political support into administrative action. The challenges posed by moving from design to implementation strained the partnerships that were developed during the design phase.

We were clearly assisted, in dealing
with these, by the existence of a credible IPSP national coordinator at national level. This ensured the alignment of the programme with national policies and could “protect” projects from being hijacked by strong personalities or other vested interests.

Having a credible provincial coordinator also had similar benefits. It ensured that the IPSP remained aligned to provincial priorities.

Consistency in the programme - its name has not been changed - helped with the branding of the products and services it provided. Probably for this reason, the IPSP was taken seriously by the programme partners.

There was also a clear understanding among partners that it was not a slush fund. This to some extent contributed to the sustained involvement by the partners.

The quick wins that were achieved in the short-term in the IPSP contributed to the improvement of relations between the programme partners.

One thing that could have spoiled partnerships developed through the IPSP was the absence of an exit plan. This could have contributed to the deterioration of communication and relations between programme partners as the programme moved towards closure.

**Best practice innovation**

The IPSP created the space and provided the resources and systems to develop and test innovative models to improve service delivery. Here I highlight some of the examples of innovation and best practices.

The first example is the hospital turnaround project in Limpopo which was specially mentioned by the Minister of Public Service and Administration in the national parliament.

The second example is the development of an electronic filing system for social grants in the Eastern Cape. This project received a service excellence award from the premier of the province.

The third project is the Mobile Service Delivery Project in Limpopo which received a United Nations Award for public service innovation. Another example is the development and operationalisation of the national learning networks.

Furthermore, programme management systems and practices that were developed and tested provided a framework for the DPSA’s technical support outside South Africa in the Democratic Republic of Congo and Sudan. The IPSP national coordinator also acted as coordinator for these interventions.

Moreover, the IPSP national coordinator has been appointed as the director general in Mpumalanga and he has successfully established a programme management unit in his office which is also based on the systems, approaches and lessons learned from the IPSP.

**Programme management**

There were substantial programme management lessons learnt as a result of the IPSP. We have learned that it is important to adopt simple logical frameworks with a limited number of outputs. This helps to effectively manage a project.

When managing programmes, we need to ensure that there is consistency and alignment between the overall programme logical framework and the nested sub-logical frameworks.

We need to ensure that the logical framework is not merely used as a template. Rather, it should be used as an approach to facilitate and obtain the buy-in and support of the programme partners and stakeholders.

Since capacity building programmes do not start on a clean slate, but are actually specific interventions into already existing institutions, the logical framework approach serves as a vehicle to develop a very focused intervention that coincides with relatively low levels of resistance.

We also need to ensure that project management is institutionalised within the client department. There is a practice by government where consultants are appointed to manage other consultants as a programme management strategy. This is not sustainable.

Lastly, there is a need to determine the institutional readiness and absorption capacity of client departments prior to the approval of support for interventions; and a validation criteria has to be adopted in order to appraise project application.

**Conclusion**

Clearly, the IPSP had a positive impact on service delivery improvement. A number of significant lessons were learned from it, challenges identified and some service delivery blockages overcome. The positive impact of the IPSP has to be sustained and, where necessary, improved upon.
The Integrated Provincial Support Programme (IPSP) has been a provincial focused programme. It was designed that way, and has been implemented that way.

It has been provincially focused and nationally coordinated. This combination has made it tangible in the provinces. The word IPSP in the Eastern Cape is synonymous with fast and speedy procurement, effective support, innovation, strong project management, an attempt to share the lessons learned and strong financial controls.

We have been very fortunate in the Eastern Cape to have two directors-general who have put their heart and work behind the IPSP. This has been a major catalyst to the success of the programme.

Ownership of the programme

It started off as a provincial programme and never left the province, in my opinion. We had a period of four-and-a-half years where there was a lot of delegated authority to the province to be able to decide how we were going to use the support.

It was left to the heads of departments – to the director-general, in discussion with me – on what were the priorities and areas of need that the IPSP could consider within the parameters of the six output areas.

We took that exciting challenge with the support of the CKP. There was a state towards the latter part of the programme where this was more centralised maybe for good reasons. At the provincial level, we felt that was a pity.

I think from a lessons learnt point of view a programme like this would have benefited greatly if we had carried on that policy of keeping it provincial.

However, if one looks at the overall programme, we can say it achieved effective partnering. The IPSP is all about partnering effectively between civil servants in the government sector and the private sector’s technical assistance through consultants and NGOs.

There were strong partnerships created through the IPSP support and through the way that we managed the projects. We developed capacity within the province to effectively manage projects, a capacity that I can say was not sufficient.
The real success stories were when a passionate project manager from the government sector, combined with technical skills from the private sector, and with technical skills transfer created a package that we can be proud of.

**Procurement**

We were extremely fortunate with the partner that we had in CKP because the relationship that we had was bending the rules for the good of the project. We were trying to get around problems for the benefit of initiatives that we were undertaking.

I was very nervous about the moving away from CKP into the hands of the DPSA in the national coordinator’s office. I was very worried and my fears were founded in the early days of procurement.

What was amazing was that they learnt the lesson so quickly and towards the latter procurement initiatives in the Eastern Cape we did not have procurement problems as it was efficiently handled.

**Focus areas of the IPSP**

There are definite instances of improvement in terms of the strengthening of central government to manage and coordinate pro-poor policies and development. The ability to manage and coordinate was our interpretation of this output.

We have had several initiatives which supported that and we have tangible evidence to show that the centre of government is stronger now.

The second output area, which is concerned with the utilisation of resources and accessibility to basic services, was our main area of focus in the Eastern Cape with regard to improving service delivery.

Initially, there was a focus on social development and on social security. Five to six years ago, rural people were not able to access social grants, partly due to failures at the Department of Home Affairs with regard to identity documents and inaccessibility of the Department of Social Development and Social Security.

The IPSP was asked to support the improvement of that situation and it was radically improved in the Eastern Cape. Our performance here exceeded the target of access to child support grants. It succeeded in identifying and integrating the activities of Home Affairs and Social Development in solving the question of registration for grants.

We did not have much success in the restructuring of state assets because we did not try to support this output or initiative.

We had limited success and few projects in the Eastern Cape with output four which has to do with improved accountability and transparency.

One output that a lot of people think we had a failure in is the sharing of knowledge. We had a total failure in this area through the provincial learning academy. We did not achieve what we should have achieved.

However, I think we have started to bring about the change in culture with regard to sharing and learning. The IPSP-supported projects have been shared within their sectors with other provinces and departments.

So there has been sharing of the lessons learned from the IPSP-supported projects even when the provincial learning academy was not successful.

On the project management side, we have succeeded in assisting project managers in developing their project management skills and knowledge.

**Conclusion**

The IPSP in the Eastern Cape has been taken very seriously and embodied in the restructuring of the Office of the Premier. The idea of supporting departments with the implementation of innovative ideas and to encourage the use of innovation from other provinces has been embraced and we want to continue with it in the Eastern Cape.

The innovation unit within the Office of the Premier is a vehicle that the Eastern Cape wants to develop. We want to improve on this.
When did you start teaching?
I started there in 1994, teaching geography in grades 10, 11, 12 and social sciences in grade 8.

Why did you decide to take up teaching as a career?
Truly speaking, teaching was not my first choice. I wanted to do some other things but because of the financial implications I had to take education.

You have enjoyed it since then?
Yes, although we are working under difficult conditions. I went to Eshowe College of Education for a secondary teachers’ diploma, and went to University of KwaZulu-Natal (formerly University of Natal), to do an advanced certificate in education.

Tell us about some of your achievements.
I am working at Indwendwe circuit. We have got 41 high schools in Indwendwe Circuit where I work. Since 2001 we have had a teacher awards ceremony with two categories: 100% pass rate and best distribution of symbols. I have been a recipient in both categories.

What drives you as a person?
I think it’s determination and hard work. As a hard worker I have gone extra miles in order to achieve this.

Tell us more about your relationship with the people you work with - parents, colleagues, other educators?
Basically I work very closely with the learners especially, because in the rural areas where my school is most parents are working in the cities, so I stay with the learners.

Tell us about the circumstances of the learners and the challenges.
It’s difficult working in rural areas. The area is underdeveloped, poor transport, gravel road, no clean water. Learners travel long distances from home to school, maybe walking a distance of three or even five kilometres to school. So they arrive late and because they travel long distances sometimes they fall asleep in class.

School facilities?
Facilities are poor, classrooms don’t have doors, windows are vandalised. Facilities are not good, but we are still working under these conditions and achieving something.

How do you achieve 100% pass rate in those conditions?
Everything lies in the planning. I plan at the beginning what I want to achieve and how I am going to achieve it. I conduct extra classes in the afternoon. I also conduct the Saturday classes and winter schools.

What support are you getting, and challenges?
Principal and ward managers come to school and give motivational talks to learners and staff and encourage us to work hard to achieve good results at the end of the year.

What about parents’ involvement and support?
Limited because if I call a meeting with the parents, maybe 10% will attend. So attendance is very poor. Some learners are also parents themselves.

Is that becoming a problem, child-headed households?
Yes it depends, some of them are good and mature, some of them are still problematic. Like in my grade 12 class this year I have got a boy whose father passed away some years ago and his mother is serving a 10-year imprisonment in Durban Westville. So the boy is on his own.

Other support services in schools, like social services?
We have contacted people from the welfare department so they are also assisting some of the learners who are having problems. We also contact the SAPS and work with the Department of Health – like if there are HIV/AIDS campaigns they all come to school.
As someone who has received some recognition and awards, what would be your advice to others working in similar rural situations?

My advice to colleagues is they must have determination to find solutions to the challenges. They must also be creative to explore all the opportunities and possibilities, and they must have the perseverance to achieve certain goals.

What inspires you?
I always strive for excellence in everything that I do.

Is there any specific person who has inspired you, an influence in your life?
My high school principal Mr PM Myeza, who is now one of the directors in the department. He used to encourage us to work hard, to participate in all the school activities, and to learn more. He even told us that he was not clever but the only way to achieve is to work hard.

Are you proud of your achievements so far?
Of course I am proud of my achievements because this thing will stay with me for the rest of my life. At least I have achieved something against all the odds.

What is your ambition?
I would like to see myself being a director or doing something else in the department.

What should government do about teachers leaving the profession?
People want money – that is the motivation. Everyone wants to send money back to their family. If they can pay teachers good salaries then I think people can stay in the department. In the industries people are being attracted by better offers. Everyone wants to go and graze in greener pastures.

Any advice for the Minister of Education or MEC on anything close to your heart?
In this case I can advise that the minister give teachers more benefits and also some allowances. Teachers working in rural areas are getting the same salaries as teachers in urban areas. The teachers working in rural areas work in difficult conditions. In the area where I work there is no electricity, no clean water, no cellphone network, so the area is underdeveloped. People working in these conditions must be given some allowances, because if government does not do that people are going to leave those areas and then there will be a shortage of teachers.

What is your view on the changes of curriculum. Is that going well?
You cannot change the whole thing at the same time. Teachers have been trained for three to four years for the old curriculum, and then for this new curriculum teachers are being trained for say one week and are expected to implement this new curriculum. So there are some problems that are being experienced in the implementation. The department should give some teachers learnerships to go and train for about one year and come back and implement this new curriculum. Then it would be much more better.

Do you think the department is providing adequate support?
I think they are trying. The other thing here is about training. I teach in grades 10, 11, 12 and grade 8. Grades 10, 11, 12 fall under FET, then grade 8 falls under OBE.

So now two weeks back I was at the workshop for FET and I am expected to implement that one next year for grade 11. Next week I will be attending a workshop for OBE for grade 8 and I am also expected to implement that next year.

What is your view on the changes - as an educator and also as someone who went under the previous system?
Well I am not sure if I will be correct in my response, but education is about politics. The standards have been lowered. If a child fails you have to explain why the child has failed and then you must produce the evidence that you have done one, two and three before you fail the child. So in order to avoid all those things, pass one pass all, and then standards are lower.

As I said before, education is about politics. If I am the new minister of education and the previous minister got 60% pass rate, I have to make it more.
The Integrated Provincial Support Programme started when KwaZulu-Natal Wildlife was at the height of transformation. As a result it became a catalyst for transformation.

We had a number of projects then, but the key one was the restructuring and business re-engineering of the organisation. The project was intended to reposition and deal with the legacy of two conservation organisations in Natal and the KwaZulu homeland prior to the creation of a single organisation as a result of the creation of KwaZulu-Natal as a province. The merger of the two organisations required a lot of restructuring and transformation. We had to integrate people, processes and introduce a new working culture. From that point of view, the IPSP will always have a mark in terms of what happened in KwaZulu-Natal. As a result, the organisation is in a better position than it was when the IPSP came in.

While I was doing the KwaZulu-Natal project, Professor Sipho Shabalala was a provincial coordinator. He was very supportive and gave us space to make proposals.

I remember that at the time the national coordinator’s office was being set up at the DPSA. What I picked up is that it is possible to build your case quicker for some of the projects. I booked an appointment to make a presentation at the national office without telling Professor Shabalala. I ended up presenting to Marcel Wilson because the national coordinator was too busy.

Because of information flow, the national office did not have a sense of what was happening. It started with that presentation, then they knew there was an interesting initiative going on and money started coming. So I broke protocol to access funding. That is when the interaction and communication over initiatives that we were busy with started to take root. When the delegation from the national office came down, I made presentations which gave me an opportunity to engage at a personal level. This interaction finally led to good projects.

At the time we had to introduce the
whole idea of service delivery improvement and Batho Pele in KwaZulu-Natal Wildlife. We wanted to use the Batho Pele framework, particularly in our tourism sector.

When there was a provincial coordinator vacancy in Mpumalanga, I was approached to lead the initiative, which I agreed to. When I joined the province, Ben had left so I had to start resuscitating some of the initiatives. I found it difficult to get people to prioritise projects.

When you spoke about the IPSP people expected funding. They would want you to fund anything. Through the validation systems that have been put in place by IPSP, it became easier to select projects that would have direct impact.

The other dimension of the IPSP was learning. We had to learn to think things through, which is one of the hallmarks that the IPSP achieved. People who have operated within the IPSP environment have in them rigorous thinking and application of concepts.

From my personal perspective, I was fortunate to operate in an environment where there is a thinking process happening because in some cases you talk about things and find out that nobody understands you. So it was a huge growth curve for me in terms of a lot of things.

Projects in Mpumalanga

In terms of projects that were implemented in the province, I think there were successes and failures. There were successes in terms of the projects we introduced. One of the key projects was the provincial growth and development strategy.

On this project, we learned from what other provinces were doing. The project has led to Growth and Development Summit and most strategies that emanated from this are pursued.

On the Performance Management System, my reflection is that in terms of acceptance, it has been used in almost all departments. This had impact in the culture of accepting the performance management system.

Apart from the issue of how the system is being implemented, I feel that we have not moved very far in terms of using the system to improve on service delivery. Rather, the system is used more for compliance. I think there is still a long way to go.

The thinking around the use of Multi-purpose Community Centres (MPCCs) was critical. A lot of groundwork has been laid in improving access to services. We are hoping that as the project rolls out a lot of benefits will be achieved.

Some of the hard projects included the restructuring of state assets. The complexity of issues here is the root of our failures.

Conclusion

I must comment about the relationship we have had with GTZ in creating a common vision. These are still continuing. We are hoping that with the new leadership, vision and momentum that has been created we can find ways of sustaining similar initiatives that go along the IPSP model so that we strengthen the culture of innovation, modelling, testing things and implanting them.
The simplicity of our processes was very important. Perfection was welcomed although it was not our main objective. The main objective was effectiveness. Our processes were therefore very effective.

Within the IPSP there was teamwork and flexibility that was exercised. Through many trials and tribulation we eventually became team players. There was no sense that our functions within the IPSP were different.

Because we were aware of burning and strategic issues, we were able to think about appropriate procurement processes and be informed by the needs of partners. Partners had a free reign in suggesting what needed to be done. As a result, we have achieved the flexibility that we need to achieve. This in turn resulted in flexibility in the procurement process.

We should thank the national coordinator office and provincial coordinators as they seemed to have realised that while our roles were different, they were equally valuable and that for us to work as a team would have more impact.

Ownership of the IPSP

There was also transparent and joint ownership of IPSP processes such as the referencing system that we have. Some people did not take joint ownership of such systems. They do not really appreciate the system that we are using and do not value the PMM as a document that is guiding the programme.

At the end, when we look at some of these processes, we find that they were used and even the development of them might have been led by the PSP. When we started as PSP we were struggling to present our financial reports in a proper way. I remember that the suggestion came from the national coordinator’s office on what would be a useful system to present financial reports. That system worked out brilliantly.
The transfer of procurement function, which was not perfect but which did happen, was an achievement. There was a lot of thinking about how to do this. We really need a certain level of appreciation for that.

As PSP we did not discriminate in the support that we provided to partners. Some partners needed assistance with planning, others financial stuff, others just needed appropriate information to be given to them.

So we gave our partners the kind of support that they required. We also got a lead from the partners of what kind of support they needed from the PSP.

I think the unity of purpose was critical, but also destructive in other areas and programmes.

For example, consultants felt a strong need to promote their brands, but the programme brand tended to be more important than individual brands that we all represented. That is one of the things that contributed to the successes that we had.

The experience of working in an environment with a lot of turbulence and still being effective was a marker of significant growth. That is something we need to appreciate more. Here I am not highlighting the turbulence as problems, but to suggest their existence and highlight our ability to manage it.

There were issues around exchange rates, political principals changing and priorities at provincial level changing. As a programme, we managed to navigate through all these turbulences and still move forward. I think that is of great value for any programme. That is a legacy that we will cherish.

In general, as an IPSP team there are things that resulted in our successes, and the structure of the programme contributed to our success. This is because it was an empowering structure.

People at provincial level had a lot of authority. They could make things happen for themselves and still be subjected to the strategic direction of the national coordinator. It was an empowering structure in that manner.

There are also notable characters that contributed to our successes. I think there should be a clear effort that is made in highlighting what made those characters contribute to the success of the IPSP.

We had a national coordinator who was hardly involved in operational matters, but who did a lot of work in political manoeuvring and making sure that we were embedded in the public sector, known, appreciated, given resources, and have the access that we need to move forward.

We need to know what kind of a person you need to nationally coordinate a programme like this. We therefore need to unpack the attributes and qualities of a national coordinator and how you go about selecting that person.

At provincial level, we need to look at the impact made by the fact that provincial coordinators were there from the beginning to the end. We also need to know what effect changing provincial coordinators had. What lessons can we say we have learned from this when we are running another programme?

What kind of a person do we need for a provincial coordinator in a programme like this? Also important is the support that coordinators at both levels need to make a programme like this successful.

It is very important to understand the local landscape. Misunderstanding of the landscape can cause a lot of disturbances. Understanding the local landscape should be coupled with an appreciation of local cultures. What should be important is what people are saying rather than their language competencies, especially English.

For me, the IPSP was a learning programme. There was a clear ability and willingness to learn amongst the people that ran the IPSP. We learned a lot from the challenges we faced.
In his 2004 State of the Nation Address, President Thabo Mbeki said: “We must be impatient with those in the public service who see themselves as pen-pushers and guardians of rubber stamps, thieves intent on self-enrichment, bureaucrats who think they have a right to ignore the vision of Batho Pele, who come to work as late as possible, work as little as possible and knock off as early as possible.”

Since 1994 the democratic government has targeted the acceleration of service delivery to communities. This is seen as necessary to eradicate inequalities that are a result of our past. The major policy instrument in this regard has been the White Paper on the Transformation of the Public Service published in 1995.

This policy sets out eight transformation priorities, among which transforming service delivery is regarded as key. From this transformation priority the White Paper on the Transformation of Service Delivery published in 1997 (Batho Pele) was developed to provide a policy framework and practical implementation strategy for the improvement of service delivery.

The White Paper on Transforming Service Delivery recognises that our service delivery machinery of the past was:

• Inefficient and ineffective;
• Self-serving, inward looking, bureaucratic, fragmented and over-centralised;
• Inequitable, discriminatory, lacking diversity and demographic representation;
• Prescriptive, rule-bound, too compliance oriented, top-down (and top heavy); and
• Corruption infested.

In countering these negative legacies, the White Paper therefore declared that the public service should be people-centric. It set out our responsibility in the social contract of giving effect to a developmental state through fostering transformation of the public service for “a better life for all.”

This would require the re-engineer-
ing of both the back and front office; and fostering an external and internal culture of communication which would ensure effective, efficient service delivery - thus making Batho Pele a reality.

**Service delivery improvement dimensions**

There are two dimensions of service delivery improvement. The first is institutional performance. The focus here is improved performance in the application of policies, efficient systems, processes, organisation, technology, infrastructure (including way finding and signage) and resources.

The second dimension is at the individual performance level. Here, there has to be accountability that is linked to job descriptions and delegation of authority, education and training, commitment to delivering services, ethical conduct, effective placement in both back and front office, and appropriate performance management in areas of rewards and discipline.

**Service Delivery Improvement Programme**

Service Delivery Improvement Programme (SDIP) should be seen as part of strategic planning. It is a continuous process that runs in cycles, similar to strategic planning. It focuses on the strategies to bring the Batho Pele principles to life and make improved service delivery a reality.

It is a requirement in terms of Part C of the Public Service Regulations of 2001. The programme must be implemented, monitored and reported upon.

There is no prescribed format to SDIP. It can be an integral part of a department’s strategic and operational plans, or it can be a separate document. The contents of the SDIP are prescribed by the Public Service Regulations.

The SDIP has a range of objectives. Amongst these objectives, the SDIP aims to facilitate service delivery according to measurable standards. It also seeks to ensure that we treat service recipients as customers.

In this sense, it seeks to protect customer’s rights and enhance the relationship between the public service and its customers. Furthermore, it seeks to transform the public service from bureaucracy to a results-driven organisation delivering on the government’s social contract with the people.

The SDIP should contain the different types of actual and existing customers that are identified. It should also contain the main services to be provided to the above customers. Also to be included is the consultation arrangement with the customers specified, with the means of access to services and the barriers to access specified, as well as the strategies to remove the barriers specified.

Moreover, the existing and future service standards for the services to be delivered must be specified together with arrangements on how information about the department’s services is provided. Lastly, the SDIP should contain a system or mechanisms for managing the complaints of customers.
The SDIP must identify the types of existing and future customers for each service which might include internal, external, individual, institutional customers, and customers in terms of geographical boundaries.

Services to be provided to the above customers need to be identified. The main services provide the justification for the existence of the department and are normally contained in legislative mandates.

The main services can be divided into core and support services. Core services are generally delivered to external customers through the front office. Support services are generally delivered to assist the front office and are provided by the back office.

Although front office service delivery represents the face of the department to the customer, back office services are not less important.

The SDIP should specify the consultation arrangements with the customers. It should devise different means of consultation with customers. Workshops, imbos and customer surveys are examples.

Instances of consultation should be done at local levels. There should be a brief description of the consultation agenda - focusing on whether it is consultation on service delivery needs, standards or feedback from the previous consultation. It should also provide a consultation schedule.

It should specify the means of access to services and the barriers to access, as well as the strategies to remove the barriers. Also specified should be physical access to service delivery service points - stating geographical location, address of own service points and partner service points.

It should identify virtual service points whether it is websites or cell-phones and mobile service points stating the service area and schedule of stops. Barriers to access, such as distance, computer literacy, poverty and so forth, should be identified and strategies to remove these barriers identified.

These strategies could include expansion of service points, improved use of e-government, mobile services, outsourcing, partnering and so forth.

The SDIP should further specify existing and future service standards. This is very important. We must remember that “if it cannot be measured, it cannot be improved”. In this area, there is a need to start with achievable standards and targets for improvement.

Although services may be diverse, they all conform to generic, measurable criteria in terms of quantity, quality, access, cost or value for money and timelines - referring here to waiting periods for services from application to conclusion, and providing the service on time.

It should also specify the existing and future arrangements on how information about the department’s services is provided. The objective here is to provide an indication of how these arrangements will be improved on an annual basis.

The following arrangements are optional:
- directory of services through booklets or brochures;
- websites;
- call centres;
- information and help desks at service points; and
- advertisement in the media.

Lastly, the SDIP should list the system or mechanisms for managing the complaints of customers. There is no sense in having a system or mechanism for lodging complaints if complaints are not managed in a speedy and objective manner.

Effective management of complaints is key to the quality criterion of setting service standards. On-line complaints lodging systems, free hot lines, dedicated customer relations staff, and help desks are some of the effective ways of managing complaints.

Service delivery improvement tools

Service delivery improvement tools comprise service delivery review, process analysis and improvement; benchmarking with best practice; performance management; training, learning and knowledge management; empowerment or delegation of authority; diligent complaints management; and information management.

On the strategic review of government services and functions, there has to be a process of examination to determine if a service is still required; if there is scope for rationalisation; and if there is scope for scaling down, whether functions are correctly placed, which might include transferring work between institutions.

The process also determines if there is scope for partnering, sharing service delivery, outsourcing, commercialisation or even privatisation.

On process and analysis improvement, there is a need for an analysis of the value chain in order to determine the nature of the different activities comprising the value chain from input to output. The analysis is also necessary to determine the possibilities for eliminating bottlenecks and inefficiencies.

Furthermore, it determines the possibilities of improving the turnaround time of the process cycle and the timeliness thereof. I may also add that it determines the possibilities of improving the quality of the service and value for money by achieving the same or better result with fewer resources.

Process improvement ensures that we design less hierarchical organisations that are supportive of service delivery processes.

As stated above, service delivery tools also include benchmarking with best practice. Here an in-house activity is compared with service delivery of leading industry service providers.

It serves to determine if there is a gap between the standard of in-house delivery and that of industry leaders. It helps in the identification of differences in processes following the delivery of services, mode of communication, and the technology and infrastructure utilised to deliver services.

Lastly, it determines if there is a dif-
Skills development’s primary focus must be anticipated. Changes in technology (ranging from changes in process to knowledge management) provide opportunities for improvement. If staff have inappropriate skills levels they will fail. And if it cannot be measured, it cannot be improved. If we only plan to fail, we are robots.

Continuous learning helps staff keep abreast of new developments in the industry and best practices that may be applied in their work environment. In relation to empowerment and delegation of authority, best management practice dictates that decision-making authority should be as close to the point of service delivery as possible.

The objective of delegation of authority is to shorten decision-making processes as much as possible to ensure efficient, effective and economic service delivery. Reverting to a HQ decision maker when the processes are taking place at the coalface defeats effective service delivery.

Delegation of authority to act must be accompanied by the necessary resources (funding, information, etc) to ensure that the authorised official is able to perform the responsibility he or she has been entrusted with.

Delegation is not abdication of responsibility. Monitoring and evaluation must still take place in order to determine if the objectives of delegation of authority have been attached, and to determine how to fix possible problems.

The other important tool is diligent complaints management. A complaint provides an opportunity to learn and improve service delivery. A learning organisation learns from its mistakes.

Analysis of complaints provides information on service delivery trends and areas requiring attention for improvement. All complaints must be attended to as quickly as possible because it provides in-depth feedback on service delivery issues for purposes of diagnoses as well as remedial action.

This in turn supports trends analysis for purposes of planning. Accessible complaints management systems ensure that the full spectrum of service delivery issues, in both front and back offices, can be tested.

The last tool is information management. Relevant planning relies on appropriate, correct and up-to-date information. It is important to use as much information as possible from as many information sources as possible to determine service delivery trends, shortfalls and gaps.

The integrity level of information in databases must be as high as possible. Information should be validated, measured and GIGO eliminated. Information management is the cornerstone of monitoring service delivery progress against targets. There has to be a manipulation of information to develop exception reports key in this process.

**Conclusion**

I want to conclude by stating some important service delivery improvement slogans. He who fails to plan, plans to fail. And if it cannot be measured, it cannot be improved. If we only plan to comply with regulations, we are not managers, we are robots.

What we plan we must implement. What we implement, we must monitor. We should not be afraid to ask the customer. They really do know best what they need and what they get. It is not always the same thing.

We should always remember that we are also customers.
Over six years ago, in May 2000 to be exact, I wrote an article that was published in the East London-based Daily Dispatch newspaper which was headlined “The public service needs a major shake-up”.

Alarmist as the heading may have sounded, it was more of a clarion call to realise the magnitude of the challenges we were facing then, and still facing today, in repositioning the public service to discharge its responsibilities.

Six years later, one of the challenges facing the contemporary public service is to reposition itself to play a meaningful role in not only providing services, but also to become the real engine for growth and development, in line with the developmental state agenda.

However, the question is whether the public sector in its entirety, that is, not only in its current organisational form, but also in its real orientation and focus, is able to do this. And, indeed, there are many socio-political and ideological dimensions at play here.

Over the past years we have seen many government strategies and programmes that seek to accelerate development and growth, and intervene in what has been referred to as the “second economy”.

However, fine-tuning the balance between macro-economic stability and maintaining high levels of monetary discipline, coupled with policy formulation and programme design, and working closely with business and the corporate sector, is not unlimited. Accordingly it may not have yielded the benefits we had all hoped for.

The question therefore is the real role and focus of the public sector, particularly the public service, in economic development and accelerated delivery of services. This, in the light of the apparent challenges and difficulties in making the necessary impact that government would have hoped for by now.

What kind of public servant/service is needed for this? What orientation, relative to the prevailing one, should the state machinery assume?

Essentially there are four things we need to look at: moving away from centrally determined strategies in favour of action through organically determined...
assistance and support to unleash the productive capacity of the economy; building public sector institutional capacity relevant to the challenges of growth and development; instituting competency-based recruitment and development, and giving real meaning to implementation/execution partnerships to fast-track and sustain delivery.

Defining and clarifying the role and focus

In what could be viewed with great circumspection, an article by James Balogun in the African Journal of Public Administration and Management in July 2004 examines the question of the role of public administration in wealth creation.

A question, however, may arise as to whether the public sector should pre-occupy itself with creating wealth. The essential point in his argument is how government can play a focused and better-defined role in accelerating growth and development, particularly in the light of the absorptive and entrepreneurial capacity and energies existent in society.

This represents a departure from the more visible corporatist state model to a more practical approach about what role government should play to bridge the so-called gap between the first and second economies – to unleash the productive potential of individuals, groups and communities.

Elected governments make the laws, fine-tune and amend them. Furthermore, they regulate the market and how society should at the minimum behave. They seek to maintain law and order and relations with the world.

However, when it comes to economic development, the role of the state is never easy – and history tells us that. Nowhere is this more evident than in our country with all the historical challenges we face, as acknowledged in the RDP.

Overzealousness on the part of government bureaucrats when driving the implementation of economic development, although with good intentions, does not always work.

The problem is that it is too confined to bargaining and wheeling and dealing between big business movers and shakers, heads and owners of corporates on one side, and bureaucrats and policy wonks on the other side. You do need that up to a point – however, it cannot be perpetual.

We need more action on the part of the bureaucrats, less strategies and blueprint, which by and large restate the magnitudes of challenges we all know and have to face up to. The main focal point should be on implementing the state’s flagship programme of extending basic needs and services, a secure social safety net, infrastructure, and employment creation.

We tend to rely too heavily on the high-level engagement and commitments and perhaps think this will provide some kind of panacea. By restating the obvious, we hope that we will inject urgency into the system. More often than not this does not happen, hence the urgency to address these issues before we are caught in this vicious cycle of what I call “perpetual restating of the known”.

We need to move away from centrally
Issues

determined strategies to action through organically determined assistance and support to unleash the productive capacity of the economy.

Most of the efforts to improve state ability tend to be predominantly inward looking in their orientation and therefore lose a lot of focus on other variables involved in having a sound system of public administration.

We need to be more outward orientated than ever before. Having put in place policy instruments and defined the agenda, we need to allow the organic process to determine the course within the ambit of a centrally and commonly defined agenda. An organic process is not consultation or engagements. It is a process that evolves and wittingly or unwittingly develops a shape of its own, and can be implemented with better chances of success.

It is not about clichés like centralism versus decentralisation, participation versus consultation, policy formulation versus implementation (the so-called implementation gap), silo-mentality versus integration - because these clichés lead to a loss of focus. The misdirected context that they create adversely affects the way we tackle the challenges, instead of a value-free view that allows government machinery to set the agenda and lets the subsidiary institutions unleash their own capacity to implement that national agenda and build monitoring and evaluation to determine impact and outcomes.

This is not just about internal systems and synchronisation, but the extent of impact and how it is measured by its supposed beneficiaries. I do not think we have created adequate systems and conditions for that.

Balogun, in his critical analysis and overview of poverty reduction and economic development strategies in Africa, makes the point that five-year development plans implemented in the 1960s up to the 1980s were meant to stimulate economic growth and by so doing banish poverty and improve overall living standards.

He makes the point that the general orientation and methodologies applied in formulating the plans constitute the main obstacles to realising the underlying objectives.

Among the issues he raises are the disconnection between central planning function and day-to-day management of development programmes and projects both in public, private, non-profit and voluntary sectors; the tendency to overestimate the human and institutional capacity of government institutions, and to saddle them with heavy responsibilities; the preference for prestige and elite targeted projects as opposed to community uplifting, people-orientated poverty alleviation and value-add investments; the neglect of private initiative but also contempt for the productive capacities of the farmers’ cooperatives, produce merchants, and town/village improvement associations; and lastly the lethargy, laxity, indifference, and lack of customer focus in civil bureaucracies.

Leverage on existing private and community initiatives: A case study

Balogun’s issues resonate with the four aspects I have raised and pointed to the need for them to be dealt with. After all, the pre-occupation with central plans, preference for high-profile initiatives, and neglect of basic essentials like leveraging existing private and community initiatives, is a problem.

Graham Mackay, CEO of SABMiller, writing in the Mail & Guardian of August 4-10 2006, contends that there is consensus that what is good for business is good for development. He acknowledges that increasingly there is more collective action from the business community, in partnership with the public sector, to address poverty.

Business has been brought more closely into consultation and policy development processes, and this is highly acceptable and significant.

He then makes the point that what even big companies like SABMiller, Anglo American, Shell, De Beers and Unilever are all doing is their instrumental role in moving towards market-based solutions to poverty, and investing in productive projects that assist local entrepreneurs to unleash their potential.

There are two case studies that demonstrate the significant role of private initiatives in creating jobs and giving local farmers entrepreneurial opportunities. The first one highlights job creation through massive drink distribution networks in Zambia while the second one deals with the use and introduction of local sorghum beer in Uganda.

Both case studies highlight the role of the public sector in creating the right investment climate involving, amongst other things, tax exemptions, as incentives for using local content and absorptive productive resources and capacity.

This further reinforces the need to move beyond high-level discussion on creating the right macro-economic and investment climate to real implementation, as aptly demonstrated in Botswana’s efforts to become red-tape averse in order to create an economic and business opportunities climate.

Some of the development work, done and resourced through the support of voluntary organisations and state institutions like NDA, must not only be seen as just other interventions. Instead, they need to be mainstreamed and attempts must be made to expand their scale, scope and depth.

No works or poverty alleviation initiatives run solely by government can make a significant impact. Instead, both existing and planned initiatives need to be more structured and systematically complementary.

Balogun makes the point that government could initiate actions that would link the small producers with others, and with medium- and large-scale enterprises. It is supposed to provide advisory and information services which would enable the economic actors to capitalise on domestic and external opportunities and in the process expand their operations.

The question is whether enough of this is being done and whether the insti-
tutions that have been put in place are doing this or are geared up for this. It is not only capacity but also the orientation of the institutions that are supposed to play this "brokerage" role.

Accordingly, what is needed is to leverage the existing initiative instead of reinventing the wheel, albeit in a disguised way, by formulating new strategies. It boils down to recognition and acknowledgement of current initiatives, and government empowering them and providing solutions in a "simple but systematic" way.

Most development agencies that have been created have not achieved this, despite the good intentions. People who run small businesses or related entrepreneurial ventures (retailers, producers, distributors, brokers) have demonstrated a high level of ingenuity and creativity from the wealth of knowledge and ideas that they have amassed. Sometimes, there is no indication of whether any government agency or private sector body knows about or even has solutions to the problems these people face.

**Re-building and re-orientating the bureaucracy**

The immense challenges that the state still faces after 12 and a half years of democracy underline a dire need for a serious rethink. The so-called honeymoon period is over. It cannot be business as usual.

The reform and transformation (policy and legislative) processes have been undertaken with enough rigour now. At the moment, other than only being seen to be taking place, real implementation — government needs to happen in earnest.

As Iraj Abedian interestingly observed: “Government departments are led largely by analysts, academics and policy makers. The focus should now be less on policy development and more on implementation — government needs managers who have experience in turning around inefficient, tired and unmotivated organisations.”

This is the calibre of the cadre that will enable the system to move beyond the centre to the periphery, unleash energies of established state organisations to drive growth and development, and construct a new reoriented, repositioned institutional machinery to drive the good policy intentions.

Despite what is sometimes referred to as the "logic of the bureaucracy", we need to understand that the bureaucracy itself is not a static phenomenon, and hence we cannot hide behind it for lack of innovation and creativity.

The contemporary economy operates 24 hours a day, seven days week, and 365 days year - so should the public service as the regulatory and facilitative machinery of the state.

It then needs people with that drive who will channel the energies of all the sectors towards productive growth and development, and provide quality services to the citizens.

Bagolun poses an interesting challenge to the state by arguing that the state must be strengthened and institutionally geared to support various trades and entrepreneurs in what he refers to as “associating together” - what I refer to as the "brokerage" role of public organisations.


However, this requires that efforts be made to build their strengths to do this, not in terms of policy and even technical skills (which they have in abundance), but recruiting the right people (referred to above by Abedian) to perform this task.

Also of great significance is the need to change the mindset of the officials in the system, not just retraining them through conventional programmes, or even giving them a free hand to launch new schemes every day instead of building on programmes that already exist.

**A competent public service corps?**

The competency of the public service needs to be enhanced. We need to recruit the right calibre of people, and put in place targeted professional enhancement of the competencies of those in public organisations.

This is what will make the public service more outward looking, creative and become innovative-driven, relative to what it is now. Capable people must be appointed to strategic and operational units, and they must be exposed to policy and strategic issues.

Organisational mediocrity and managerial laxity should not be tolerated. Efficiency and effectiveness of the public sector will perhaps remain the most critical factor in alleviating poverty and improving living conditions for all, if the millennium development goals and the 2014 Vision are to become a reality.

**Conclusions**

In short, government needs more action and less strategy, must appoint capable managers and operators and where necessary enhance their competencies, and move increasingly towards decentralised service delivery and economic brokerage of services to productive forces in society.

Government must rely less on centrally determined plans and frameworks and focus more on the periphery of service delivery.

Bold action is therefore needed, particularly from the different institutions that have been created with good intentions. These must be made to work.

Going forward, we need to push the boundaries more, particularly in view of the extent of backlogs in service delivery and the state of the public infrastructure. Our success in growing the economy and developing people, requires an effective institutional apparatus.

The market forces alone cannot realise government policy, and strategic priorities and societal aspirations. Indeed, there is a reciprocal relationship between a functioning state machinery and economic growth and development.
The business community is not monolithic so not all businesses will agree with what I say. I would like to raise these issues in a spirit of partnership.

In the business community our view is that the best way we can contribute to poverty alleviation is to create employment, not to deal with poverty directly. What worries us is that while there is an increase in the budget for social services there is a downward trend in expenditure on education and skills development.

This seems to be saying that the more we spend on social services the less we will spend on developing the skills that we need to grow the economy.

Business has certain expectations of government and would like to partner with it in meeting them. First and foremost is the development of infrastructure, and here we look at road, rail, ports and electricity.

We feel that too much time is being wasted deciding what to do and not enough is being done to develop the infrastructure that will provide the basis for economic growth.

Secondly, we feel that government needs to do all that is necessary to reduce input costs. In his State of the Nation address last year the President spoke about the government reducing the costs of doing business in South Africa.

The business community has been watching closely throughout the last year but it is difficult to identify the areas where government can say that it has delivered here and reduced input costs.

Communication costs in South Africa are higher than in other comparable developing countries. The only ones who benefit here are those with shares in Telkom, Vodacom, MTN and other companies in the sector.

Fuel is another area where costs are high and the sector is highly regulated among others in terms of import parity pricing. Along with other areas with similar situations this slows down the
The business community appreciates the opportunities created through public-private partnerships but feels that they should have been pursued with more diligence. We feel that the public sector approaches these partnerships with some reluctance and feels that the private sector is making profits out of it.

The private sector view is that we are going to make profits and you are going to deliver services so it is a win-win situation.

There has been a significant improvement in skills development in the country but the business community periodically recruits people from the international community.

For example, in connection with the change to unleaded fuel we brought in technicians from the Far East because the skills had not been developed locally. Some people will say that it is the responsibility of the business community to develop skills but we pay the skills levies and when we try to reclaim our expenses the SETAs sit on the money, so we are faced with a form of double taxation.

An improvement in the skills development regime would be very helpful.

On the issue of incentives, if the current export incentives in the motor industry are withdrawn we will not be competitive and therefore we will not be able to create or sustain the jobs and this will add to the number of unemployed people.

Business is saying let’s partner with government to create an environment that is conducive to the creation of sustainable employment.

The last issue is that we would like the government to be more thorough in managing imports. Imports coming into the country are understated and they compete with locally produced goods because they are not controlled.

This is not only in the marine ports but also in the airports. Control of imports at the airports is not as good as it should be. If government could do a better job here the business community would be in a better position to create and sustain jobs.
Ten years of Democracy and Freedom: Lessons Learnt and Future Challenges

MJ Molapisi, Chairman of Sangoco, comments on the role of non-governmental organisations in a developmental state

I come from the NGO side where we interact a lot with government and labour. I think that the most important thing has been the attempt to understand what happens in a developmental state.

A developmental state is marked by interaction between different powers. You have the state, the NGOs, other organisations and then you have communities - and within that environment there are interactions that define the different powers in the environment.

The state, which now commands the resources, sets the pace of development. That development is driven by philosophies such as Batho Pele and other players either have to buy in or not. When they buy in they contribute different ideas.

Then we have individuals who play an important role in the different institutions driving the processes. You have President Thabo Mbeki and others trying to achieve what we are discussing here.

Relevance

Some NGOs are involved in delivery while others are working at policy level. If you look at South Africa’s post-1994 history you will see that the power lines have shifted. The government now sets the pace and the NGOs must find relevance within the machinery and within what is happening in the whole society.

We are all trying to find relevance. You have got labour with its machinery and we all meet within this developmental state.

When you look at the state you see the bureaucracy which has to follow a set of rules in its interactions. When a bureaucrat has to take a decision he has to follow certain processes to implement that decision. Sometimes this can lead to delays.

Capacity challenges

If you look at the NGOs you find there is a question of capacity. After 1994 a lot of the international resources stopped coming into the sector because donors felt that South Africa could now manage on its own.

Those donors who remained set more stringent conditions for the use of resources. The result is that the balance of power has shifted with a very weak NGO sector and a very powerful state that has a lot of resources.

The playing field is not the same and we still have to find one another within this new dispensation. It is important to do this because we need one another and have a task to do.

NGOs have to find a space where business will not go because there is no profit to be made and where government does not want to get involved and will not see the NGOs as competing with it.

The Department of Housing has come up with a good model that identifies a place for every player.

Conclusion

Intergovernmental exchange of information is not going well and the situation is worse in the NGO sector. In addition the NGO sector has lost a lot of skilled people to government.

To achieve effective service delivery we need to adopt the model of a people-centred society in which a working and learning community is supported by people-driven initiatives supported by skills, research and infrastructure.
Electronic Document and Records Management

Electronic Document and Records Management (EDRM) refers to the practice of securely managing content (electronic and physical documents, faxes, voice and video) that is generated and received by an institution in the course of delivering service according to applicable records management standards and procedures.

The first reason why organisations are considering EDRM is to ensure enhanced service delivery. Research has shown that in excess of 75% of information that organisations deal with is in the form unstructured content such as emails, faxes, documents and slide presentations, spreadsheets, physical letters, etc.

This information is required within minutes if not seconds to be able to deliver prompt service to clients. Examples of such information are application forms and associated attachments submitted for service, notifications for change of details, letters and faxes requesting information, contracts, etc.

As such, capturing this content into an Enterprise Content Management (ECM) system provides structure, controlled access and electronic routing to individuals that need to act on the information as it is managed in a single organisation-wide repository.

The other reason is with regard to compliance to legislation. Legislation was promulgated in an effort. The National Archives of South Africa Act, Promotions of Access to Information Act and Public Finance Management Act were promulgated by government to improve accountability, quality and accessibility of services.

Good practices in managing documents and records form the foundation for compliance to the legislation as listed above. Implementation of an ECM will support compliance to legislation in this regard.

Application areas of ECM solutions

Content touches all aspects of an institution so an ECM solution can be applied...
to virtually all business areas. However, there are application areas where higher business benefit can be realised. These are typically characterised by large volumes of content to be processed such as applications for social grants, housing subsidies, water licenses, company registrations, compensation claims, and so forth.

They are also characterised by internal administrative functions with well-defined processes and procedures such as recruitment and appointment, expenditure approval, quotation evaluation, contracting, invoice processing, leave application and resignation processing.

One can also add collaborative processes that have turnaround times that are defined or generally understood such as responding to parliamentary questions and written enquiries from interested parties.

Lastly, they are characterised by registry management function where all records of the institution are registered. An ECM solution will typically provide the capability to index and do advanced searches of records in the repository with the inherent ability to find specific documents and records in seconds.

Implementation and critical success factors

Successful implementations of an ECM solution have been achieved in organisations that have a clear understanding of their objectives and challenges. Ultimately, the success of any system depends on its adoption for day-to-day operations.

This requires that serious effort be put into ensuring acceptance of the system by staff members through early involvement of users in the requirements definition and demonstration of a pre-built configurable solution to users which allows them to easily relate to how it can be applied in an institution’s operations. It can also be realised through commitment and communication driven from the highest level.

Such commitment must be reinforced with individuals that will be on site to hand-hold (assist) users for a reasonable period.

Eastern Cape Department of Economic Affairs, Environment and Tourism Case Study

The Department of Economic Affairs, Environment and Tourism (DEAET) was faced with the challenge of managing documentation pertaining to the administration and management interaction of its internal and external stakeholders.

The department was utilising a manual system of managing its documents which were created before the implementation of the solution and are of material value to the department being identified. They were then digitised and made available electronically for retrieval.

The total number of pages in the finance registry was in excess of 500,000 pages. The main aim of the back-scanning exercise was to digitise the documents and have them readily available for auditing purposes.

The total number of pages in the
human resource registry is in excess of 600,000 pages. In order to ensure compliance with DPSA requirements the department started with a process to ensure all files contain the minimum information required.

Documents are then digitised to make them accessible to authorised users from their desktops.

This solution has enabled the department to easily provide information upon request to stakeholders and it is able to track actions taken on written requests. The department is also compliant to good records management practice as a result of this solution.

Lastly, the solution has enabled the department to produce relevant documentation supporting the transactions it undertakes.

**Conclusion**

Based on the experience gained in engagements similar to the DEAET, Waymark Infotech has pre-configured a solution called eContentWorks which is based on EMC Documentum to offer a solution that meets public sector document and records management requirements.

The solution has interfaces to most leading ERP solutions and legacy systems. eContentWorks is intended for ECM application in the public sector. A specific configuration is available for deployment in national, provincial and local government departments for internal administrative processes (HR, finance and procurement), registry management, and collaboration processes for parliamentary questions and enquiry response.

Procuring eContentWorks reduces implementation time and risk as it has public sector processes and procedures embedded in the solution. Furthermore, institution-specific configuration for your business requirements can be easily done via eContentWorks configuration workbench.
Managers need to implement strategies in improving data quality. Data is an important tool for planning, budgeting, monitoring and reporting service delivery. Managers should be aware of the availability of information that they require for management.

Every organisation needs data for effective and efficient management. As service providers and managers we need to be more engaged with the data that we use.

The availability of good data should be viewed as a shared responsibility. Quality management in all organisations requires joint effort. Quality data is required to guide decisions in improving quality of service delivery.

Decisions based on poor-quality data compromise and delay service delivery. Policy makers, planners, managers and service providers must join hands to improve data that will inform planning, budgeting, monitoring and evaluation, and reporting projects and programme performance.

Some key definitions

One of the key definitions is quality assurance and management. It includes activities that ensure that data collected is of adequate quality to achieve the objective.

Quality assurance consists of two separate but interrelated activities. Quality control refers to the technical activities employed to ensure that the data collected is adequate given the objectives to be tested.

Quality assessment activities are implemented to quantify the effectiveness of the quality control procedures. Introducing data quality management requires development and adoption of data policy. Managers should accept the responsibility and commitment to the development and management of quality policy and disseminate it to their subordinates.

The commitment to quality will create responsibility for a chain of quality interactions between the data capturers and data users.

The implementation of quality assur-
ance requires change and adjustment within structures of the organisation, i.e. there should be a need-to-change attitude which gives way to the smooth implementation of data quality management approaches.

Senior executives have to demonstrate that they support processes for improving the quality of data. Operational managers have to ensure implementation of the policy and compliance with the principles of data quality management.

The efforts of data processors should be recognised and supported.

Also needing defining is the difference between data, information and knowledge.

Data is regarded as the raw numbers that are not processed or information at an early stage, while information is regarded as data that is processed, or information at a later stage (RHINO Workshop document, 2002). Data and information are often used interchangeably.

Knowledge is defined as information that has a use or purpose. Knowledge is information to which intent is attached. Knowledge management is about ensuring that you know what you need to know to reach your objectives.

Data quality and use of information are regarded as the key drivers in improving performance of routine information.

Defining data quality is complex. The definition is understood from the perspective of different stakeholders. The definition may be understood from the perspective of the data collector, data custodian, data consumer, or may be understood in relation to the data processing stages.

Data processing begins with data collection; summarising data, data analysis, data presentation, data distribution and data storage.

Different stakeholders define data quality according to their perspectives.

Data quality is simply defined as data that is fit for use by the information consumer (Strong DM, et al 2002) Therefore usefulness and usability are important aspects of data quality.

Data quality in the context of routine health information systems is data that is verifiable, accurate (using correct calculations and measuring the right things), complete (from all data sources and available to users), timely, and standardised (meet agreed standards as determined by client, users), relevant, true (reflect reality), and context specified.

It should allow for decision-making with minimal risk and be unbiased, interpretable by all users, organised in such a way as to be manageable, objective and not subjective, comprehensive, feasible to collect, meaningful (reflecting what it wants to measure), specific, shareable, accessible, simple and easy to use, consistent with explanation for unexpected change, and sensitive to changes. (RHINO workshop, 2002)

Data quality for monitoring and evaluation

Data quality in the monitoring and evaluation of programme performance is critical as the data is used for tracking the alignment of progress with programme/project targets/milestones in
I n s t r u c t i o n s

1. There should be data quality assurance at the following stages:
   - Data collection where data is collected using the standard tool;
   - Data processing where raw data is collected, information producers generated and provide information;
   - Information management where information custodians provide and manage computing, resources for storing, maintaining and securing information; and
   - Knowledge management where information consumers access and utilise information to achieve corporate objectives.

2. The development of an effective monitoring and evaluation plan depends on the appropriate selection of quality performance indicators. A performance monitoring plan is a tool used by programme managers to plan and manage the collection of performance data.

3. The USAID Center for Development Implementation and Evaluation identified the key elements that determine the quality of programme performance measurement systems such as the quality of performance indicators, ensuring the quality of data that is collected in relation to those indicators, and appropriate standards for documentation, review, and periodic reassessment of indicators and data.

4. These three elements are crucial to measuring performance effectively and therefore to managing results. The criteria for quality performance indicators and data should be keyed to intended use of data. The level of accuracy, currency and reliability of performance information should be consistent with the requirement of good management.

5. PriceWaterCoopers identified the following characteristics of effective performance indicators:
   - Direct – an indicator should closely track the results it is intended to measure, for example, the number of information officers trained in the use of Management Information System software. If a direct indicator cannot be used because of costs or other factors, a reasonable proxy indicator may be used.
   - Objective – an indicator should be clear about what is being measured and what data is being collected. Objective indicators have clear operational definitions that are independent of the person conducting the measurement; different individuals would collect data for an objective indicator using the same indicator.
   - Adequate – an indicator is practical if data can be obtained in a timely way and at reasonable cost. Performance indicators should provide data to managers at a cost that is reasonable and appropriate, as compared to the management utility of the data; have data available on a frequent enough basis to inform regular programme management decisions; and have data available that is current enough to be useful in decision-making.
   - Adequate – a performance indicator and its companion indicators should be the minimum necessary to ensure that progress towards the given results is sufficiently captured. The number of indicators is not so critical but the indicators required to adequately measure the results depends on the complexity of the result being measured; the amount of information needed to make reasonably confident decisions; and the level of resources available for monitoring performance.

6. The two factors that determine the extent to which performance indicators function as useful tools for managers and decision makers are: the degree to which performance indicators and their related data accurately reflect the process or phenomenon they are being used to measure; and the level of comparability of performance indicators and data over various measurement contexts.

7. Can we measure results in a consistent and comparable manner over time across settings? Every monitoring and evaluation plan should include data quality management to ensure that quality data is collected and available to inform management decisions. The key criteria for assessing the quality of performance data are validity, reliability, timeliness, precision and integrity.

8. Data validity refers to the extent to which a measure actually represents what we intend to measure. The validity of data is affected by many factors like measurement errors, unrepresentative sampling and transcription errors.

9. Measurement errors result primarily from the poor design or management of a data collection process. There are two groups of measurement errors: sampling errors (unrepresentative samples); and non-sampling errors which includes poor design of data collection instruments, poorly trained or the use of questions that illicit incomplete or untruthful answers.

10. Measurement errors yield invalid information that can mislead the monitoring and evaluation process. Representative means data that reflects the population that it is intended to
describe.

Data transcription error refers to data entry errors made when transcribing data from one document, database to another - for example, paper to electronic, compression of data to accommodate the required transcription size.

Data reliability refers to the stability or consistency of the data collecting process. Performance data collected reflects a consistent data collection process from year to year so that programme managers can be confident that progress towards indicator targets reflects real changes. If data is collected routinely let it be available as defined, if is non-routine let it be defined.

Data timelines comprise two elements; frequency and accuracy. Performance data should be available frequently to regularly inform programme progress and achievement of set objectives.

Performance data should be up to date to be useful for assessing progress. Extrapolation is not useful in the sense that it does not represent the current data (USAID Center for Development).

Data precision refers to data that is sufficiently accurate to present a fair picture of performance and enable programme managers to make decisions. The margins of error should be clearly defined.

Data integrity refers to establishment of mechanism in place to ensure that data collected, analysed and reported has less possibility of being manipulated for personal or political reasons.

Improving performance of information

The Case of District Health Information System (DHIS)

The DHIS is a district-based health information system where data is collected routinely to monitor and evaluate the delivery of health services. The DHIS software is a tool that can assist in measuring and reporting on health issues using selected indicators.

The data is collected at facilities, captured in the software and forwarded to the next level as defined in the organisational units of the DHIS.

There is a need for ongoing training for software users to capture, collate, validate and generate reports. The second training that needs consideration too is in the use of information at all organisational levels.

As indicated earlier, improving the performance of information should focus on the quality of data and the use of such information. The improvement process should be approached from all perspectives; the perspective of data users at all levels and data processing/management.

Organisations need to build a culture of value for information where officials will strive for availability of acceptable and usable information. A culture of knowledge management should be promoted. Knowledge management is regarded as one of the key drivers for achieving corporate objectives by growing the organisation’s assets, its intellectual capital, to achieve their objectives.

Improving data quality

Improving data quality is everybody’s business. All stakeholders have a role to play in ensuring that the errors are identified and rectified as soon as possible. It is easier and less painful to correct data at the facility level because officials are familiar with the processes and practices.

Data quality and data processing

Health service data is generated at the point of contact with service providers using the standardised data collecting tool. The point of contact may be the mobile service point, ward, clinic, specialised service or clinic in the hospital, or scene of accident.

Data capturing should be done by officials who have knowledge on how to complete the data capturing tool. The tool may be a form, register or software. Data collection using a form requires an official to be able to write, while using software requires an official to be computer literate and able to use the software.

Programme managers and coordinators should identify the data collectors and provide them with training to use the data collection tool. The organisational managers should delegate officials for data collection and monitor the data collection processes.

Health professionals should also bear in mind that record keeping is mandatory. Data collectors need functional support and ongoing training to update them with developments in data collection.

The collected data has to be checked for errors before being forwarded to the next level. The official in charge of the service point should ensure that the data collected reflects the service provided at that point.

The data will be summarised daily, weekly and monthly. The official confirmation of data will ensure that data generated is of acceptable quality.

In the case of DHIS, the monthly data captured from different service points is forwarded to officials who input information on the DHIS software. The data input and data distribution should follow the principles of Data Flow Policies developed by National Health Information Systems for South Africa (NHISSA).

Monitoring compliance to data flow will ensure that data is submitted at the prescribed time. Late submissions and missing data is a threat to data quality. Interacting with data on a regular basis provides an understanding of the information and the skills to pick up errors.

Organisational managers should ensure consistency in data processing. A self-evaluation approach should be adopted to improve performance of the programme. The programme manager should assess the situation and identify whether the problem is the data quality or service delivery processes.

The organisational manager should ensure that resources are available for data generation, data collectors, and for data processing, distribution and storage. The available resources should be...
used effectively.

In case of manual data collection, appropriate forms or registers should be available. Where the electronic system is adopted, efforts should be made to ensure that resources are in place before deploying the system.

The workstation should have basic requirements for data processing. The computer should be functional with relevant software installed, anti-virus and access to electronic mailing for data distribution.

Data clean-up

Data clean-up simply means rectifying the errors for data to be acceptable and usable. The purpose of clean-up is to double check the data for errors, correct discrepancies and fill in the missing data.

The data has to be verified by the service providers and data processors. The process should be done on a regular basis for easy tracking. The manager responsible should sign off the data to render it acceptable for use as it will be reflecting the services provided.

Understanding of indicator description, the norms and standards of service delivery, is very important. The source of information should be available during clean-up for accessing raw data and ensuring that the data is collected using the standardised tool.

The submission of data should be monitored to track compliance to the timeframes.

Training

Ongoing training is necessary to ensure that data processors have the skills to process data. Data capturers need training on how to capture data. The understanding will ensure that the correct data is captured in the correct column.

The data validation rules have to be clarified and verified. Functional support is necessary to update the data capturers to assess the level of capability.

Programme managers should acquire skills in knowledge management and have an understanding of indicators and data elements used to monitor and evaluate the programme. Everyone should attach value to the information collected.

Use of Information at all organisational levels

Information generated should be used by officials at different organisational levels. It is imperative that the unit, facility, district, provincial and national programme managers ensure that information is available and used for planning, costing resources and process, tracking the performance of programmes and projects and reporting results or output of services provided.

This should be assessed in terms of how often the manager quotes his or her information.

The senior service management manual guides senior managers to promote the importance of knowledge sharing within their area; adapt and integrate information from multiple sources to create innovative knowledge management solutions; and nurture a knowledge-enabling environment.

The guide tasked the manager with obtaining, analysing and promoting the generation and sharing of knowledge and learning in order to enhance the collective knowledge of the organisation. The following standards should be practiced:

- Use of appropriate information systems to manage organisational knowledge;
- Use of modern technology to stay abreast of world trends and information;
- Evaluates information from multiple sources and uses information to influence decisions;
- Creates mechanisms and structures for sharing of knowledge in the organisation;
- Use of libraries, researchers, knowledge specialists and other knowledge bases appropriately to improve organisational efficiency.

Challenges

The definition of data quality, measuring data quality and managing data quality is a great challenge looking at the conditions that prevail in the public service. The context, the perspective as well as the circumstances in which one defines the quality should be considered.

The stages in data processing, the development level of the organisation in routine information management also influence the definitions; however, the definition should simplify the understanding of the degree of quality.

Five related contexts for data quality problem solving have been identified: paradigm, role (information role), goal, time and place. Data flow across multiple places, where different customers, policies and procedures shape data and data-related problem solving efforts.

One should consider the entire information production system and the related roles as part of data production and problem solving. The three data roles are collectors, custodians and consumers.

Data is influenced by principles that individuals hold and apply when designing, collecting, storing and using data. The principles are recommended, adopted by responsible bodies, taught and practiced in data production and have a lasting influence on how individuals solve problems.

Conclusion

Researchers and programme evaluators found that data practitioners solve quality problems by understanding contexts in the entire information management on why an organisation collects or creates data and how the data is stored and used.

Organisations are encouraged to address the challenge of data quality as it is often overlooked and as is not a static priority. The challenge in developing countries is the lack of understanding of data quality as a joint effort, however the data is considered to be a valuable tool for management.
Roles, Obligations, Expectations and Obstacles around Service Delivery

Our perspective as labour is that the problem is not a question of poverty but of a lack of distribution and redistribution. We fall too easily into a discourse around two economies.

In fact we have one economy. But what we are trying to do is to say that the first economy is fine and we will make interventions there so that we can continue to accrue the wealth and riches in this economy while making some small-scale interventions in the second economy to alleviate poverty.

However, if you were simply to redistribute what is in the so-called first economy to the so-called second economy, poverty eradication becomes more of a reality than poverty alleviation.

There is a question of language. The language used is problematic and makes us work and think in a framework that will not allow us to arrive at the objectives we set for ourselves.

There are a number of macro- and micro-economic and political issues that remain concerns and possible obstacles to meeting the 2014 goals.

I have already made the first point about redistribution versus alleviation.

The second point is the political context in which we are taking another look at the way in which public services are delivered and whether the notion of re-engineering the public sector is proceeding in the proper manner.

The concept of best practice that emerged through the World Bank and the IMF led to a form of public management called new public management which is based on what we term a managerialist approach to service delivery.

I feel uncomfortable about the way in which we seem to be herding our civil servants in a direction based on this new public management that incorporates the notion of best practice.

At local government level it starts with this notion that we need to build competitive cities, world class cities that compete with each other in South Africa for resources. You must exploit whatever competitive advantage you have over another city to the fullest regardless of what happens to the population and the natural resources.

If we continue to move in that direction we are not going to meet some of the objectives.

The approach is one that says we must
in a sense minimalise the state. People speak today about the state becoming an enabler of services that it does not deliver itself. In our sector over the last few years more than 40 000 jobs have been lost.

We have heard people talk about vacant posts, we talk about skills and capacity but we simply allow people to drain out of the system. There is a problem about the minimalist state, there is a question about looking at market-driven solutions to everything.

In talking about service delivery, a lot has been said about attitude. I think the first change in attitude that is needed is to stop referring to our citizens as customers and clients. When we refer to them in this way we start to engender a commercial relationship between state and citizens. When we talk about citizens we start engendering a culture of rights that people have and services that the state has the responsibility to deliver to them.

The first thing we need to do is agree to no longer refer to people as customers or clients but that we will refer to them as citizens of the country.

The other problem in the public sector is that there is a big tension between changing attitudes and delivering a service that meets people’s needs. People are talking about introducing performance-based pay. Performance-based pay that is not measured on the basis of whether we deliver the services but on whether we operate within the budget. This is part of a financial-based approach to service delivery and to measuring how successful managers are rather than a service-based approach.

Successful managers are people who can work within the budget regardless of whether or not they are delivering adequate services to deal with poverty.

The other problem is the modification of the services themselves. Services have been turned into goods, like Coca-Cola and bread. If citizens are entitled to free basic services and they are not able to get these services because they have not paid their accounts, things get stuck.

To what extent are we starting to ensure that the notion of full cost recovery, which is also part of the framework of the new public management approach, is being rolled back?

There is a misconception that if people get things for nothing they don’t value them. Cuba has entered a multi-year public-private partnership with a big water company to deliver water but what it says is that every commercial enterprise in Cuba pays the full cost of water but everyone else, the citizens of Cuba, pay one peso for water. Businesses cover the full costs.

We need to re-look at the situation where people who have less than R800 a month, people with no income, are forced to pay the same for water and electricity as people who live in Sandton and other up-market areas.

I think there is a whole range of things that need to be done to change the framework of service delivery. If we don’t do this we will simply repeat the mistakes that have characterised similar projects in other parts of the world.

It is all well and good to talk about the Singapore model but there is a tremendous democracy deficit in that part of the world. If that is the new form of state then we see that people’s rights are often met in a way that seems to control them.

The framework needs to be changed to turn that around.

There is a much more serious approach, the approach of the developmental state that is enshrined in the RDP where you actually put your resources into building the capacity of the public sector directly rather than entering into contracts with the private sector that are developed and proposed by consultants. •
The growing debate over what to do about climate change promises to heat up further with the publication of an exhaustively documented new book that says that the dominant “carbon trading” approach to the problem followed by the Kyoto Protocol and the EU Emissions Trading Scheme is both ineffective and unjust.

The book, published by Sweden’s Dag Hammarskjold Foundation together with the international Durban Group for Climate Justice and the UK-based NGO The Corner House, argues that carbon trading slows the social and technological change needed to cope with global warming by unnecessarily prolonging the world’s dependence on oil, coal and gas.

Carbon trading “dispossesses ordinary people in the South of their lands and futures without resulting in appreciable progress toward alternative energy systems”, said Larry Lohmann of The Corner House, the book’s editor. “Tradeable rights to pollute are handed out to northern industry, allowing them to continue to profit from business as usual. At the same time, Northern polluters are encouraged to invest in supposedly carbon-saving projects in the South, very few of which promote clean energy at all.”

Most of the carbon credits being sold to industrialised countries, Lohmann explained, come from polluting projects that do nothing to reduce fossil fuel use, such as schemes that burn methane from coal mines or waste dumps. The bulk of fossil fuels must be left in the ground if climate chaos is to be avoided, the book warns.

Carbon credits, added Jutta Kill of Sinks Watch, another contributor to the book, can’t be verified to be mitigating climate change. Carbon trading, she said, “impedes the further development of already-existing positive approaches such as conventional regulation, public investment in energy alternatives, taxes, and movements against subsidies for fossil fuel extraction”.

“This is the most absurd and impossible market human civilization has ever seen,” said Indian activist and researcher Soumitra Ghosh, a contributing author of one of the book’s nine detailed case studies on carbon projects in the South. “Carbon trading is bad for the South, bad for the North, and bad for the climate.”


Carbon trading was made the centrepiece of the Kyoto Protocol at the insistence of the US, which claimed that its trading scheme to reduce sulphur dioxide emissions had been a great success, and remained in place after the US pulled out of the treaty. Carbon Trading demonstrates, however, that the US’s sulphur dioxide scheme was radically different from the Kyoto Protocol’s trading arrangements and dealt with a radically different problem.

Carbon trading has two parts. First, governments hand out free tradable rights to emit carbon dioxide to big industrial polluters, as under the EU Emissions Trading Scheme. Second, companies buy additional pollution credits from projects in the South that claim to be emitting less greenhouse gas than they would have without the carbon market investment.
Operator: “Thank you for calling Pizza Hut. May I have your...”
Customer: “Hallo, can I order?”
Operator: “Can I have your multi-purpose card number first, Sir?”
Customer: “It’s eh ... hold on ... 698-45-54610...”
Operator: “Ok... you’re ... Mr Sfiso Majola and you’re calling from 17 Retief Str. Your home number is 4094 2366, your office 7645 2302 and your mobile is 082 266 2566. Which number are you calling from now Sir?”
Customer: “Home! How did you get all my phone numbers?”
Operator: “We are connected to the system Sir.”
Customer: “Home! How did you get all my phone numbers?”
Operator: “We are connected to the system Sir.”
Customer: “May I order your Seafood Pizza...?”
Operator: “That’s not a good idea, Sir.”
Customer: “How come?”
Operator: “According to your medical records, you have high blood pressure and even higher cholesterol level, Sir.”
Customer: “What? ... What do you recommend then?”
Operator: “Try our Low Fat Hokkien Mee Pizza. You’ll like it”
Customer: “How do you know for sure?”
Operator: “You borrowed a book entitled Popular Hokkien Dishes from the National Library last week Sir.”
Customer: “Ok I give up ... Give me three family sized ones then, how much will that cost?”
Operator: “That should be enough for your family of 10, Sir. The total is R149.99”
Customer: “Can I pay by credit card?”
Operator: “I’m afraid you have to pay us cash, Sir. Your credit card is over the limit and you’re owing your bank R3 720.55 since October last year. That’s not including the late payment charges on your housing loan, Sir.”
Customer: “I guess I have to run to the neighbourhood ATM and withdraw some cash before your guy arrives.”
Operator: “You can’t, Sir. Based on the records, you’ve reached your daily limit on machine withdrawal today.”
Customer: “Never mind just send the pizzas, I’ll have cash ready. How long is it gonna take anyway?”
Operator: “About 45 minutes Sir, but if you can’t wait you can always come and collect it in your Green Double Cab...”
Customer: “What!”
Operator: “According to the details in the system, you own a Nissan Double Cab, ... registration number NRB 1123...”
Customer: “* * * ! * * % ^ * % ^ 17 *”
Operator: “Better watch your language, Sir. Remember on 15 July 1987 you were convicted of using abusive language to a policeman...”
Customer: [Speechless]
Operator: “Is there anything else Sir?”
Customer: “Nothing ... by the way ... aren’t you giving me the three free bottles of cola as advertised?”
Operator: “We normally would Sir, but based on your records you’re also diabetic...”
Customer: “Please cancel the order, my wife will have to cook...”

The Mommy Test

A woman is walking with her three year old son when he picks up something off the ground and is about to put it in his mouth.

“Don’t do that,” she says “Why?” he asks
“Because it’s been lying on the ground – it’s dirty and full of germs,” she says.
The boy looks at her with admiration and asks, “How do you know all this stuff?”

“All moms know these things.”
“Oh, I see, it’s the mommy test. You have to pass the test before they let you be a mommy.”
They walk along in silence, but he’s obviously still pondering this because eventually he says, “I get it! If you don’t pass the test you have to be the daddy!”

From: YOU Magazine, 20 July 2006

The Future of Customer Service