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Opinions expressed in this journal are not those of government but reflect the views of individual writers
few years ago, in the face of escalating crime, an increasing number of child abuse cases and the general morass which was corroding our moral fibre manifesting itself in the form of an escalating number of reported cases of corruption in the public service, Deputy President Jacob Zuma called for an RDP of the Soul. He said it was futile for the government to embark on the physical reconstruction and development of our country when our country was in need of a moral foundation on which to build.

Physical interventions had to be coupled with intellectual and spiritual interventions in order for the germ of moral decay to be eradicated from the heart and soul of our society.

Thankfully, with the support of other government departments and members of the civil society, that long cherished dream has come to fruition with the recent launch the Moral Regeneration Movement. Thankfully, again, the launch happened not in a vacuum, but within a context where the Minister of Social Development, Dr Zola Skweyiya, also held — a day after the launch — a historic meeting with 30 business leaders, aimed at building partnerships to fight poverty, the social exclusion that is caused by HIV-Aids and other social ills.

As Mr Mbulelo Musi, chief director of communications in the Department of Social Development, said: “These developments symbolised a moment when the nation and its leadership did some serious soul-searching, reminding itself of who it is, where it came from and where it would like to go.”

The theme for the launch edition of the Service Delivery Review late last year was “Public Service Transformation”. Because we believe that transformation is not an event, but a process that has to be sustained, in this edition we take the issue of public service transformation to higher levels. We realise that there are still major challenges facing us as we transform not only the morals of the nation, but the core service delivery vehicles as well.

One of the causes of crime, it has been argued, is poverty and joblessness. An estimated 37% of the economically active population is unemployed. According to the Institute for Democracy in South Africa (Idasa), about five million children live in families where there is no certainty of a meal. Over four million people are estimated to be living with HIV-Aids.

Census 1996 shows that 333 510 children had untraceable fathers, while 24 325 have untraceable mothers. About 1,5 million children receive the child support grant. Households headed by children aged from 10 to 17 years number 99 000. In 2002 these numbers have risen and have far-reaching implications for the future.

All these factors combined are the yeast that ferments a “devil may care” attitude among our people, exposing them to temptation to commit acts that corrode our moral fibre.

The growing perception that “the government doesn’t care” is prevalent in our communities because people do not have access to information resources that show what government is doing, or what government is planning to do, or what government expects of its citizenry. If the government is not doing anything for the people, so the logic goes, people should take the law into their own hands and do as they please.

It is in this light that our article on Multi-purpose Community Centres which are the purveyors of government information to the people, should be seen (Page 60). Information gleaned from these centres will enlighten people on issues of governance, and their responsibilities as the citizens of this country.

Our case study on Mobile Community Service Centres in Limpopo, (Page 49) shows how communities can be empowered to take part in crime-fighting ventures, a small but significant contribution towards moral regeneration.

This effort lays the foundation on which the campaign of Letsema can be made manifest, as community leaders and public servants can directly utilise an already existing resource — the mobile community service centres — to make a contribution towards the betterment of their communities.

Significantly, moral regeneration and service delivery will only be implementable through a public service that is not only committed to delivery, but is also morally upright.

Which is why the launch by Minister Geraldine Fraser-Moleketi of a nationwide Business Survey on Corruption on April 22 is of crucial importance and should be commended as a serious attempt at addressing factors that compromise service delivery efforts.

Corruption negates attempts at good governance, and its macro-economic and social costs are immense in that it can impact negatively on our scarce resources. This in turn hampers service delivery programmes and deepens the moral decay in our country.

Partnerships between the various organs of government and civil society organs must be strengthened in order to empower service delivery efforts.
In the past month I have come to realise that even with the right policy framework, the best conditions of service, a restructured, smart, innovative, skilled and resourced public service – there will still remain an element of personal commitment and dedication that only individual public servants can contribute.

With this being the year of the volunteer, I am pleased that the Service Delivery Review has allowed me an opportunity to appeal directly to public servants to heed the call of Letsema. Fundamentally, Letsema is about going beyond the call of duty. It is about taking upon oneself a sacrificial stance in moving the objectives of the organisation you serve in government, beyond what one is remunerated for.

Now I know that many will say “Well, what cheek, a call for me to volunteer when I have so much work already?” My response to such a position is simple and frank. The backlog of service delivery is so great that nothing beneath a level of extraordinary commitment from public servants can be accepted.

If public servants can be moved to have compassion for the poor, who unfortunately disproportionately bear the brunt of government inefficiency and bureaucracy, then a record turnaround in the backlogs in many areas can be achieved.

The issue of volunteerism arising from public servants as a group requires a mind-shift in their attitude to the regular daily approach to doing their work. This means that this mind-shift has to manifest itself in various ways, from a commitment to improving systems, right through to the establishment of service delivery partnerships, innovation and the proactive tracking of implementation targets, particularly at the provincial and local government levels.

The approach to partnerships across synergistic departments to drive volunteerism projects can yield astounding results. A recent experience was the registration drive towards a better uptake of child support grants in Peddie, Eastern Cape.

In the true spirit of Batho Pele, public servants across two departments, Social Development and Home Affairs, set up an operation in the grounds of the Ngqushwa Municipality Town Hall. A process of registering child support grants, allowing children without birth certificates to apply and be issued with their certificates followed with gusto for over three days. The process had an amazing 24-hour turnaround result!

I am convinced that, with partnership, co-operation, a little creativity and imagination, a focused volunteerism drive led by public servants can take government to new heights of service delivery.
Let’s hear it for Limpopo Public Works!

Earlier this month the Department of Public Works in Limpopo won the Premier’s Service Excellence Award. At the colourful occasion, which was part of Batho Pele Day, Premier Ngoako Ramatlodi gave feedback on the Citizens’ Report and also announced how individual departments are doing in terms of the different Batho Pele Principles against the set service standards.

Each MEC publicly recommitted him or herself to continuous service delivery improvement and signed for their commitment. They also committed to making the information on their performance available to all departments and the public at large.

Revolutionary new long distance learning tool

The Department of Arts, Culture, Science and Technology recently launched its new satellite-training centre, known simply as iCAM (Interactive-Learning, Communication and Management) System. The system allows the department to educate its workers like never before. Firstly, this system is satellite-based, just like DSTV! Yes, this marvel of technology will allow you to sit in a classroom at Koffiesfontein and receive the same training as students in Bloemfontein. The class is beamed live over air, crystal clear. But this is not just TV. As an iCAM student you have your own keypad, a little black box, which allows you to talk to the presenter in Bloemfontein. Got a question? Press the call button and ask it, live on the air!

There is also no more need to travel far for training. With 40 classrooms across the Free State, there is a classroom near you. Always wanted to get that new skill or qualification? With the iCam system cutting the cost and time needed for training, many more opportunities for training will be created.

The department has also enlisted the help of the Free State School of Nursing and the Faculty of Health Sciences at the University of the Free State to offer new and exciting courses for health care workers in the near future. This aside, important courses such as ABET will still be around, just with a new iCam look.

Taking multi-lingualism to new heights

The Minister of Arts, Culture, Science and Technology, Dr Ben Ngubane, recently introduced a ground-breaking project to facilitate access to public services in citizens’ language of choice. In this project interpreters will instantaneously be used to bridge language barriers via a telephone. This project, the Telephone Interpreting Service for South Africa (TISSA), is a first for South Africa.

With TISSA we are matching international standards of well-known telephone interpreting services in other multilingual countries such as Australia, the United States and many other European countries.

While these services are aimed at the language needs of immigrants, TISSA will cater for the needs of the speakers of the 11 official languages of our country, thus promoting the use of our indigenous languages.

Many South Africans experience problems when accessing public services in, among others, hospitals and police stations. In these situations matters of life and death are often complicated as a result of the service provider and client not being able to communicate. The system will be designed in such a way that when a member of the public and a public service official, for example a police officer, cannot understand each other’s language, a professional telephone interpreter will mediate between them, via a call centre.

The pilot Telephone Interpreting Service for South Africa is a project of the Department of Arts, Culture, Science and
Combating our moral decay

Thousands of church leaders, civil society activists, business leaders, politicians and general members of the public recently converged on the Waterkloof Army Base to mark the launch of the Moral Regeneration Movement, a body that is to see government and civil society working together to repair the frayed moral fibre of the country.

“The strength of the launch is that it commits all of us to the denunciation of an immoral social order and a promotion of a collective common South African identity as envisaged in our Constitution,” Deputy President Jacob Zuma told those in attendance.

He said that because the average South African family unit had lost control of inculcating moral values among children, and the influence of the church had diminished, it was important that there be a movement to try and revive the influences of these entities among young people.

“Let us now go back to our communities and breathe life into this important fight, through today’s example and through popular mobilisation. Our quest for moral rejuvenation provides a solid foundation for our children, and theirs, to become ethical and socially responsible citizens.

Moral decay impacted negatively on all sectors of South African life, including the public sector which is plagued by corruption, hence the need for moral renewal.

Popular singer and former leader of the Afro-pop group Sankomota, Tsepo Tshola (right), shared a moving story with those in attendance of how he had fallen from the height of musical glory and financial success as a result of his slide into drug abuse.

“I lost everything. My house, my car, my family. I even almost lost my own life as a result of drug abuse. I am here today to volunteer my services as just one of many ambassadors for moral renewal. Young people look to people like us musicians as their role models. We need to speak out and show them that although drug and alcohol abuse might look glamorous, it marks the beginning of one’s end. I am lucky that I was helped early enough. Some friends did not have the luck that I had,” he told the packed hangar at the army base.

Publishing partnerships

Publishers of two reputable South African publications, PMR and Management Today, have sought partnerships with the Service Delivery Review for purposes of distribution and marketing — this is good news for the publication.
Knowledge management for the Public Service

Thuli Radebe, Managing Editor of the Service Delivery Review, shows how all sectors of the public service can help improve knowledge management.
S

ervice delivery improvement remains one of the urgent priorities of Government. It requires the building of a more modern, people-centred public service — a public service that accepts both the challenges and opportunities presented by innovation, collaboration and service. Despite the investment of resources, both human and capital, in transforming the public service and its institutions, there are still challenges facing government in its efforts.

These challenges around implementing transformation are magnified by massive backlogs, lack of capacity, shortage of resources, lack of cohesion, integration and co-ordination, to name a few. The most important deficit is reportedly that of “how-to” knowledge and information on modernising service delivery in line with the new ways that are appropriate for servicing the needs of the people of South Africa today. This has resulted in frustrations around implementation and execution of projects.

The commonality of problems and challenges that are facing the public service across the country creates an important dimension because, despite this commonality, each province is undertaking its own lonely journey towards finding solutions.

In the end the whole process of finding solutions becomes a major unnecessary cost and waste as provinces and departments re-invent what their colleagues have already invented, either on their own or through partnerships and outsourcing to consultants.

An important assertion is that all these efforts have generated, and continue to generate, a lot of valuable knowledge and information, all contained in the many case studies and other documents and publications.

The problem is around co-ordination of all these efforts — capturing the results, experiences, methodologies, best practices and putting in place systems and strategies that facilitate maximum access to them for team learning, and more importantly, creating opportunities for the creation of new knowledge.

The Government is committed to the co-ordinated sharing of solutions through rigorous programmes of learning in the public service. It has to be understood that learning as a process needs its various ingredients — which include knowledge, people and an enabling environment — for it to take place effectively.

The model presented in this brief article captures the DPSA’s intentions with its learning and knowledge management programme in the public service.

**A strategic view of Learning and Knowledge Management**

Strategic planning is about setting your objectives and marking out how to achieve them whilst knowledge management is about ensuring that you know what you need to know to reach your objectives.

It is in this context that Knowledge Management is regarded as one of the key drivers for achieving corporate objectives by growing the organisation’s assets, its intellectual capital (the knowledge which is an ingredient for learning) to achieve those objectives.

**1. Planning stage**

The priorities and mandates that are aimed at enhancing Government’s impact, particularly in service delivery, define our knowledge needs. Ideally the mandates and priorities of government should be informed by its corporate memory, that is, the knowledge in all the documents that came out of discussions and engagements that took place at the birth of the new democracy.

Examples are the IIP Documents, provincial reports commonly known as the Ncholo Reports, the Judge White Reports, Presidential Review Commission Reports, Mount Grace Papers, transformation projects reports, and so on.

These reports contain information that informed the decision to embark on the transformation process. It is true that we do not change because we want to but because we have to. It became painful to deliver services the way they used to be delivered in the old dispensation and it is that pain and the “pinchings” that forced us to embark on transformation.

Importantly those pinchings are contained in our intellectual memory, the documents referred to above. It is in that context that protecting and growing the public service’s intellectual memory must be enforced.

The priorities of government are distributed amongst various government departments in a co-ordinated arrangement that supports and fits the whole functioning of government.

Through strategic planning sessions and other types of engagements by various departments to develop their business plans, these priorities and mandates are teased out into deliverables and specific outputs. Projects are then generated and outlined in line with those outputs.

Importantly, it is at this stage that knowledge needs and gaps manifest themselves — the public service needs to dip into its pool of knowledge to clarify issues for direction and decision making, thus making easy access to the corporate memory, the intellectual history of the public service, of crucial importance. What must be understood is that the attempts and many efforts, trials and mistakes are valuable sources of knowledge and it is therefore true that this process continues to add to and enlarge the pool of public service knowledge.

There is thus a “give and take” pattern in the public service generating knowledge that informs its decisions and practical executions and those decisions in turn adding to its knowledge pool.

**2. Implementation stage**

At the implementation stage line units and components get into project management and generate operational or work plans. These are captured in performance agreements that tie individuals and teams to specific goals or deliverables. It is at this level that broad knowledge needs are further teased out into specific needs in line with specific line functions.

This is where lack of knowledge becomes extremely crippling, hence the observation that this is where most problems and challenges are most felt. It is the most critical stage to give officers...
maximum support in satisfying their “how-to” knowledge and information needs. This knowledge is contained in case studies, project reports, best practices, as well as knowledge and information in a variety of sources capturing local as well as international experiences. Our information resource centres and libraries have a crucial role to play in this instance.

3. Reviewing & reflecting stage

As people implement and search for solutions they constantly come across log-jams and as they map and document their implementation processes they are forced to review and reflect on these processes, again generating knowledge. As this new knowledge is being generated, knowledge sources and tools...
become extremely important for capturing, documenting and maximum distribution. These tools are critical for the sharing of knowledge that facilitates and enhances the learning process for improved service delivery.

The Service Delivery Review — which was launched by the Minister of Public Service and Administration, Ms Geraldine Fraser-Moleketi, last November — provides a tool for capturing and distributing case studies, best practices, various experiences, methodologies and so on.

Importantly, it provides public servants with a forum for airing their views and debating them openly in the spirit of team learning.

The Public Service web page (www.dpsa.za) is another important information and knowledge tool as it provides public servants and the wider community, both in South Africa and internationally, with information on DPSA’s services and, importantly, offers links to content developers as well as to official documents.

The Frequently Asked Questions (FAQs) facility is extremely popular. The page is being continually refined to provide thorough inter-linking of departmental and specific work unit objectives, a logical arrangement of content, which is essential, as well as a flexible and well constructed navigation system that maximises searching for knowledge.

Learning networks

A learning network is a group of people who are engaged in similar activities and who share a common purpose related to their common context and similar work roles.

This leads them to organise themselves into a group for the purpose of learning from one another and developing a common practice in their field. Learning networks become crucial for the various reasons outlined below.

• The exchange and sharing of knowledge (learning from one another) but more importantly for the creation of new knowledge as public servants and their partners engage and debate on various issues. It is true that learning is a social activity and these networks provide forums through various learning sessions and events for this social activity to take place.

• Giving colleagues access to one another, both face-to-face and electronically. This is important for giving people time and physical space to talk to one another informally about their jobs and activities. Good examples are members of the E-government Learning Network, and the HR/Corporate Services Forum who get together occasionally to share knowledge on various issues that impact on their own performance within their domains, including successes and failures.

• Many valuable partnerships emerge out of those engagements and, importantly, these partnerships contribute to the body of knowledge that supports the public service’s endeavors that are directed at improving service delivery.

• The knowledge that comes out of networks is captured and posted on the web page — when presentations, reports, proceedings of learning sessions and databases of members with their contact details are captured and continually updated.

The face-to-face access to one another provided by participation in networks is reportedly a preferred medium for sharing of knowledge when compared to very thick documents public servants are inundated with and they would rather not have to wade through. Access to a database of people who are engaged in similar activities and all their contact details provides an opportunity for public servants to call one another for quick answers to problems and for practical advice; the best way to access tacit knowledge which is locked up in people’s heads.

4. Improved implementation stage

It is during this stage that public servants get to apply and adapt acquired knowledge, to experiment, innovate, disseminate best practices, and to embrace various service delivery improvement interventions. More new knowledge is created which again feeds into the pool of public service intellectual capital. Again this intellectual capital feeds into planning processes and so the cycle continues of aligning the knowledge strategy with the objectives of the department or province.

It is expected that the next round of strategic planning and business plans will be improved as there will be a bigger pool of knowledge to contribute to better shaping of objectives and their prioritisation.

Conclusion

The message to each department and province is that they should be conscious of the knowledge they generate in various discussions and ensure the documenting and generation of reports from such deliberations. Reports from various projects pursued by themselves and by consultants and other partners should also be co-ordinated and made accessible.

Of extreme importance is documentation and distribution of this knowledge amongst workers.

Officers should be given maximum access to knowledge and should be encouraged to view themselves as knowledge workers who have a role to play in generating the intellectual capital, the body of knowledge of the public service. They themselves form the most important component of that intellectual capital.

Public servants are urged to support their knowledge tools by contributing articles and other information pieces, by keeping their ears to the ground and looking out for public servants to be profiled and events and practices that are worth documenting on web pages and in the Service Delivery Review.

This model is not exhaustive and is certainly not a panacea; it is aimed at giving colleagues a broad sense of the intentions of learning and knowledge management in the public service, as pursued by the DPSA.

It must be understood that this model might not suit every department or province because, importantly, every learning and knowledge management strategy is in line with the individual organisation’s overall objectives.

This goes for the public service as well.
The key rationale for the introduction of the New Public Management Movement (NPM) was perhaps the need to introduce private sector principles in the public sector so as to infuse a culture of efficiency in the delivery of services. It may well be that there are some strengths in the NPM, but an uncritical embracing of private sector principles for application in the public sector is not only conceptually naïve, but is likely to drive the public sector deeper into inefficiencies.

The public sector is different and is characterised by a unique set of values. Following Argyriades we need to guard against the NPM slogan, and instead focus on service delivery, quality and sustainability as the mark of true professionalism.

This paper borrows from the extensive research conducted by Mckevitt on managing core public services. The paper argues as to why basic public services — health, education, welfare and security (HEWS) — cannot be subjected to the market model.

The role of the State in HEWS

Why Basic Social Services do not fit in a market model

Basic Social Services may be defined as “... those services which are important for the protection and promotion of citizen well-being, but are in areas where the market is incapable of reaching or even approaching a socially optimal state. HEWS provide the most obvious and best known examples” 2

The management functions and processes involved in the delivery of social services are similar to those in the private sector. But a pertinent question to raise is whether or not private sector management practices are applicable to the public sector.

Why should government be responsible for traditional public services such as health and education? If indeed it is because of market failure, why has the market failed?

Mckevitt (1998) argues that a simplified privatisation vs. public ownership debate is not enough to explain why it is...
imperative for government to be the provider of basic social services. His argument is based on non-marketable, differential information, interdependence and professionalism.

**Non-marketability**

Intuitively the argument that basic social services are non-marketable is a compelling one. In pursuing such an argument, two assumptions would be useful. First is the assumption that society will always organise itself through some arrangement in seeking an optimal state. The second assumption is that society will have reached an optimal state when it is in Pareto optimality where there would be no other allocation of resources to services which will make all participants in the society better off.

Pareto optimality notwithstanding, in the real world it is change in resource allocation which will make all members of society better off that government should strive towards. Marketability of goods and services requires pricing and enforcement thereof. Certainly health care for a contagious disease such as HIV/AIDS cannot be subjected to competitive market conditions.

**Differential information**

Following Mckevitt “... the information possessed by the provider (as to the consequences for the client, acquiring the service) is necessarily very much greater than that of the client. In such circumstances, a price relationship is not practicable and, therefore, the product is ‘non-marketable.’ “

An example of health care aptly illustrates the question of differential information between provider and client.

Given the complexities in the way the human body functions as well as the technically complicated methods of cure, a doctor is required to study medicine for a number of years in order to qualify to practice. At the end of her study, the doctor possesses far more information than the patient. Based on her training, she can prescribe to the patient various forms of treatment. This places the doctor in a dual role, viz that of a provider of medicine and an agent of the patient. In the light of this duality of roles, should doctors maximise their own profit, or should they aim at managing the welfare of the patient? This argument could be applied in other social services such as education, welfare and security. It is argued that the basis for a market does not exist when there is such a duality of roles in one individual professional.

Two points need to be emphasised: Firstly, the disparity in information refers to the difference between the information that the provider has and that which the patient has as to the consequences for the patient of the acquisition of the service. Secondly, the information disparity has to be significant to render the product or service non-marketable, and thus rendering the market system incapable of approaching a socially optimal state.

From the above, it could be concluded that the narrower the disparity between provider and client, the more likely is the service to be marketable.

However, “... where there is differential information of a major kind, and where universal availability of a service is important for social cohesion, then society has in practice organised itself, in
one country after another, to supersedethe market and to compel the government to take responsibility for delivery of that service”.

**Interdependence**

Another characteristic of basic services is interdependence. What this means is that “… if acquisition or non-acquisition for the service by one member of society affects in significant measure the welfare of the other members of that society then there is interdependence.” For example, if some members of society suffer from contagious diseases such as HIV/AIDS, sexually transmitted diseases (STD) and are not provided with services such as counselling, medication, other members of society are likely to be affected.

A situation of interdependence would suggest free (or subsidised) provision of services so as to facilitate an approach to optimality in resource allocation. These services have to be provided by society through taxation. But what happens when public demand is proportionately much greater than society is able to provide? One solution suggested is rationing, where the allocation is by a system other than price, for example queuing, i.e. allocation on points basis as in housing.

Allocation through a rationing system has serious political underpinnings which managers must be sensitive to. This is one instance where management in the public sector is different from management in the private sector. Rationing gives effect to values of equity, fairness and redistribution.

**2.4 Professionalism**

Given the characteristics of differential information and interdependence in basic social services, society expects the behaviour of providers of such services to be different from that of private sector managers. An essential ingredient in the relationship between providers and clients is trust. The provider of basic social services should value the welfare of the client and optimality of society.

In addition to the ethical restrictions placed by society on providers of basic services, public managers are also under continuous scrutiny by politicians, the latter being expected to be the custodians of the public interest. Thus, providers of basic social services can have the knowledge, the skills, but if they have the wrong attitude (behaviour) they would not be of much value to society.

**Managing in the Basic Social Services**

Public management has been described either as a distinctive process or as a generic entity similar to business administration. But is the environment applicable in the private sector comparable to that which obtains in the public sector? The truth is that “the actual management and delivery of services to citizens is mediated through, and influenced by, a complex set of professional, institutional and social managements that both constrain and influence the delivery process.”

In particular, the service delivery activities of street level Public Organisations (SLPO’s) depend on good relations between central government through general legislation, resource allocation, organisational design and performance measurement, and by the influence of professional associations through ethical codes.

**Core Skills in Basic Social Services**

Any discussion about core skills in basic social services should focus on exactly where such competencies are to be found. That place seems to be towards the middle, where middle management actually ensures the delivery of services. This is where the action is, in the hospitals, clinics, schools, colleges, welfare offices and police stations.

It is at this level where professional specialisation, government officials, and citizen-clients deal with each other face to face and it is here where service delivery actually takes place. Given constant environmental change, the middle manager, both professional and administrative, needs to be aware of the skills, techniques and approaches that yield appropriate levels of service.

McKevitt argues that the time factor is important in developing and maintaining core skills. Based on his research, he notes that the pace of reform in New Zealand has been so rapid that institutional memory has been lost, thus depriving the institution of knowledge of how things were handled in the past.

McKevitt advises that when major changes in the nature and workings of SLPO’s are planned, the time needed for the development of core skills needs to be kept in mind. Critical in such changes is the time needed for the development of collective habits and values and skills, for the emergence of an occupational community, for the emergence of an organisational culture, Figure 1 shows the relationship between core skills and the environment of core public services.

McKevitt’s model may not be perfect as a framework to assist the ongoing development of professionals and managers in service delivery institutions, but certainly provides a useful beginning. This model takes into account environment, values, diversity and complexity. In many instances professionals in basic social services are well trained as teachers, nurses, doctors, social workers and lawyers, but show shortcomings in managerial skills, public sector values, tolerance for diversity and complexity.

**3.2 SLPO’s and their environment**

Needless to say the external environment of an SLPO tends to influence its internal dynamics. In a stable external environment, the internal relationships tend to be manageable and undemanding. However, in an unstable environment internal relationships tend to be organic, dynamic and uncertain, and need to be managed skilfully. Many hospitals such as Chris Hani Baragwanath and schools such as Vryburg High School in the North West are good examples of turbulence in the environment precipitating internal instability.

Key aspects in the environment common to SLPO’s in the areas of health, education, welfare and security are as follows:

(i) National government, in the shape of politicians, national departments, national treasury, provincial treasury, law courts, the Office of the Auditor-General.
(ii) Provincial Government
(iii) Local Government
(iv) Citizen-clients and their families and communities
(v) Professional Associations
(vi) Related SLPO’s, for example, clinics which refer clients to hospitals, or primary schools which feed students to secondary schools
(vii) Unions
(viii) Interest Groups, eg Treatment Action Campaign (TAC) in HIV/AIDS
(ix) Suppliers such as pharmaceuticals

Quite clearly, SLPO’s operate in a very complex environment. This complexity presents a major challenge to professionals and managers who are critical in service delivery in these institutions. As has been said, this calls for skilful management. The training and on-going development of functionaries in SLPO’s cannot be approached in a matter-of-fact way. SLPO’s are not like private sector organisations; they are driven by a different value system.

3.3 Organisational Structures for Effective Service Delivery

The structuring and design of organisations is a critical factor in effective service delivery. Inappropriate structures are often characterised by provider perspectives, neglecting the interests and needs of citizens.

Organisations do not exist in a void. They are embedded in a social, cultural and historical context. Regrettably, however, many reform initiatives appear to ignore this context. Very often emphasis is placed on change, restructuring and administrative devolving of functions as if the organisation were simply the sum of the parts of its administrative rules, office technology and staff.

A customer purchases services; a citizen sometimes purchases services, but also has rights to services. Citizens should be supported by the organisational structures that deliver such services. If basic social services are to be marketed successfully, there is need for effective provision for citizen voice and their active involvement in structuring service provision.

How can the different states of the external environment be reconciled with the tasks of the SLPO’s? Clearly, there is no one best way of designing structures, what is relevant is that the chosen structure is appropriate to the needs of the organisation and the demands of the external environment.

Burns and Stalker distinguish between mechanistic and organic organisational systems. The mechanistic organisation is appropriate to stable external conditions, and is characterised by:
(i) Specialised differentiation of functional tasks into which the problems and tasks facing the organisation as a whole are broken down;
(ii) The abstract nature of each individual task, which is pursued with techniques and purposes more or less distinct from those of the organisation as a whole; that is, the functionaries tend to pursue the technical improvement of means rather than the accomplishment of the ends of the organisation;
(iii) The precise definition of rights and obligations and technical methods attached to each functional role;
(iv) Hierarchic structure of control, authority and communication;
(v) A tendency for operations and working behaviour to be governed by the instructions and decisions of the supervisors;
(vi) Insistence on loyalty to the organisation and obedience to supervisors;

The characteristics of the organic organisation, which is appropriate to changing environmental conditions and non-routine tasks include:
(i) The contributive nature of special knowledge and experience to the common tasks of the organisation;
(ii) the adjustment and continual re-definition of individual tasks through interaction with others;
(iii) The spread of commitment to the organisation beyond any technical definition
(iv) A network structure of control, authority and communication
(v) Omniscience not imputed to the head of the organisation. Knowledge about the technical or commercial nature of the ‘here and now’ task may be located anywhere in the network;
(vi) A content of communication which consists of information and advice rather that institutions and decisions

There is greater commitment to the goals and purposes of an organisation in the organic type. The organic type draws on rules, behaviours and procedures from the environment that is based on technical or specialised knowledge.

The SLPO’s key function is to deliver non-marketable services to citizens in a manner that is supportive of social cohesion and interdependence. The SLPO is mainly comprised of professional staff and dependent on mutual adjustment and cooperation rather than, as in mechanistic organisations, on hierarchical authority and control.

What has driven the reforms in service delivery institutions in South Africa - mechanistic or organic? Experiences in other countries are that reforms have tended to be driven by a mechanistic model. Perhaps the reforms audit spearheaded by the DPSA should research this question.

From the above it is clear that:
(i) the SLPO’s is an organic professional institution, and organisational change refines recognition of this institutional character;
(ii) mechanistic controls and organisational structures that emphasize technical accountability are unsuitable to the SLPO;
(iii) effective structures for service delivery require the commitment of professional providers.

4 Conclusion

This paper has argued for the non-marketable nature of basic social services. In supporting the non-market perspective clear criteria have been provided. The paper further explored the question of managing in the basic social services. In this regard, reference was made to the need to recognise the need for the development of core skills, especially in the context of administrative reforms. The environment within which the organisations providing these services, viz the street level public organisations (SLPO’s) were also touched on briefly. The need to recognise the interest of citizens when designing organisational structures was highlighted.

Finally, the paper has argued strongly against the uncritical transplanting of private sector management concepts and practices to the public sector – represented by the new Public Management Movement (NPM).
Public Service leadership in an age of Globalisation

The literature and related empirical analysis of ‘public service leadership’ in the context of developing countries remain scattered and to a large extent generic. In the few available public sector articles on leadership, the central approach is to generalise the ‘leadership complex’ and simplistically apply private sector leadership values and attributes onto public domain organisations. Within the ambit of such generalisation, it becomes difficult to extract the unique elements of leadership within the public domain and more precisely, within the public service institutional context.

In an attempt to fill the gap in leadership theory and empirical analysis, this paper, provides a ‘reflective practitioner’ perspective on the public service leadership complex and challenge within a developing country context. To ensure that the reflection has strategic and operational relevance a key contextual link is the Nepad and experiences in South Africa.

The evolution of leadership discourse in Public Administration

The evolution of the leadership discourse in Public Administration may be characterised into three overlapping phases. In the initial phase, ‘Administrative Sciences’, the tendency was to relegate the notion of leadership to Politicians and seldom was the leadership construct used to describe public servants. The basic orientation was that public servants were involved in the administration of state regulations and state services, as per prescribed procedures.

The shift from a procedural orientation has been marked by the utilisation of the leadership construct as an element in the overall ‘managerialist’ arsenal for managing complex public service organisations. The shift embodied a sense that public servants were leaders within institutions and had to lead processes for transforming these institutions to better serve the policy direction provided by the political leaders. The focus in this context was on exercising some form of autonomy in institutional processes.

Whilst a departure from the ‘Administrative Science’ orientation, the tendency in this area was to relegate the act of leadership towards having to manage complex internal organisational and operational processes of public institutions. Through the emergence of the construct in the ‘New Public Management’ literature, the thrust of the construct is about getting public servants to take greater responsibility and exercise autonomy in shaping institu-
tions to service specific and defined policy orientations.

The current and emerging shift is reflected in the notion ‘of governance’ and the increased emphasis on the policy role of senior public servants.

This recognition is rooted in the understanding that effective ‘leadership’ requires ongoing engagement with policy imperatives and essential governance engagements. In practice, this implies a commitment to engage responsibly with substantive policy issues and provide active leadership on the strategic value, location and operations of state institutions.

**Evolution and relevance of the leadership discourse in SA**

The relevance of the leadership discourse can be linked to the transformation interventions in SA and the evolution of SA public administration discourse. The dominant discourse and operational mode prior to the democratisation process in South Africa, was rooted in the traditional Weberian notion of public administration. This discourse was rooted in assumptions about the neutrality, predictability and efficiency of the classical Weberian bureaucratic form of governance. The implied leadership orientation in this conjuncture was a focus on ‘procedural’ leadership.

In the immediate post-election period the discourse shifted rapidly towards building the legitimacy of state institutions. The focus in this period (1994-1995) was on democratising the state through the integration of separate racially defined institutions, through building a representative public service and changing policy capacity and values at senior levels.

Whilst the democratisation exercise continues, the period between 1995 and 1997 saw a rapid increase in policy transformation efforts. Having inherited a range of contradictory policies, that do not accord with the values and Constitution of the new South Africa, there was a clear need to formulate new policies. The implied leadership shift in this context was towards ‘policy leadership’. In practice, this often entailed the appointment of academics and other ‘political’ appointees to senior positions in the public service. Given the challenge of democratising state institutions and the widespread need to move policies away from the ‘apartheid’ past, this shift from ‘procedural leadership’ towards ‘policy leadership’ within the public service was understandable.

Many of the above interventions and related discourses continue to permeate public administration institutions. However, there is increased recognition and dialogue on the challenge of moving from policy to delivery and from institutional democratisation towards active service delivery. The focus of debated and dialogue is on how to ensure that ordinary people reap the benefits of democratization, transformed policies and representative state institutions. The changing discourse is rooted in a greater demand for accessible, quality services. Within the ambit of leadership discourse, this is increasingly reflected in the focus on ‘institutional leadership’ rather than ‘policy leadership’.

The basic premise of this shift is that we have in the past overtly (but perhaps out of necessity) focused on macro governance policy issues and failed to focus on micro institutional and service value interventions. There is increased recognition that real change and good governance requires micro-interventions. The danger of such shifts is that, it often it often comes with the abandoning of the ‘policy’ leadership discourse. That is, whilst there was an overt policy leadership focus, the need to focus the leadership exercise at the micro-institutional level should not be accompanied by the abandonment of the essential policy focus.

**The leadership context and limits of current approaches**

The context of leadership is in many respects captured in existing and unfolding social and economic process that underlie the rapid process of globalisation which brings with it a number of challenges, which are as follows:

• Capital flows and instability in the global financial system resulting in financial collapse and social and economic hardships and difficulties in, especially, developing, markets.

• Increased polarisation in wealth and poverty. This reflected in increased wealth gaps within countries and between the developed and developing world.

• The impact of HIV/AIDS and the decline in health and social conditions in large parts of the world. In some areas, the decline threatens the very preservation of life in parts of the world.

• Increased social exclusion is also contributing to instability, civil wars and new patterns of migration across the world.

Collectively, these trends and the more conventional contextual problems that
have been engaged on by the public service call for public administration leadership and ‘interventions of a different order’. Y. Dror has captured the form of intervention and the type of leadership required for the future in 1997. According to Dror (1997) this entailed, amongst others, the following:

- Interventions with historical processes so as to reduce the possibility of the bad and increasing the probability of good.
- Supporting and advancing societal evolutionary creative processes.
- Active societal architecture, by guiding and directing adjustments of main social structures and processes to radically different conditions and values. Including creative destruction when societal processes are inadequate.
- Policy gambling, through the making critical future-shaping choices that are inherently ‘fuzzy gambles’, because prevailing uncertainties and inconceivability’s transcend probabilistic thinking.
- Handling growing complexity which is often beyond available understandings.
- Harsh tragic choices on priorities between values that are in debate, ambiguous and changing.
- Mobilisation of support for painful constructive destruction that tend to be unavoidable even under the best of conditions.

Within the ambit of contemporary approaches and orientation to leadership and leadership development, there are few intersecting trends. The first trend is reflected in the focus on identifying critical leadership attributes and skills and articulating these as attributes and skills that demonstrate good leadership. The pre-occupation here is to develop a range of attributes and to argue why each attribute or skills is important for the exercise of leadership. This often takes place outside of any discussion on the contextual realities and location of the leadership exercise.

The second trend is reflected in a focus on creating the institutional context that facilitates the exercise of leadership. In this case, leadership is more about creating the appropriate institutional context, rather then about the personal attributes of senior officials. The third and overlapping trend, is reflected in a growing focus on education and training interventions to build appropriate leadership capabilities within the Public Administration system.

The difficulty with these trends and the dominant approaches and orientations to leadership, is that they often entail a fruitless dialogue on leadership attributes and skills (‘The more of the same’). This often involves attempts to build super-individuals, who embody a ‘shopping list’ of essential leadership attributes and skills. The leadership challenge is complex and with no easy answers. The reality does however suggest that we need to move beyond the ‘more of the same’ orientation and begin to grapple with the substantive and complex realities that shape the kind of leadership required. More than any other area, there is a strong need to move away from the ‘generic’ orientation that has characterised many reflections on management in public service institutions.

**Contextual leadership**

In SA, the leadership complex is characterised by a dominance of, at one level, ‘policy leadership’ and, at another level, ‘procedural leadership’.

In practice, the focus on “policy leadership” and the inherited focus on ‘procedural’ leadership gave rise to a situation where public institutions attracted individuals who were either overtly reflective and philosophical or overtly parochial and instrumentalist in their orientation and approach to public administration. The reality suggests that we need a balance between the ‘philosophical’ and ‘instrumentalist’ forms of leadership. We require leadership with the capability of articulating vision that is rooted in a deep sense of the practicalities of implementation (Strategic Practicality). A realisation that emerges in a context where it is understood that whilst a government may have the best policies in place, the inability to implement these policies has negative consequences for public administration. A realisation that is coupled with an understanding that the alternative ‘instrumentalists’ focus has equally negative consequences.

That is, we could have the best operational practices and they could fail, if there is no policy engagement with the substantive challenges of globalisation and the resultant social and economic challenges.

This need for ‘strategic practicality’ can also be seen in the context of the Nepad. In this area, African governments have articulated a new and broad vision for Africa. This vision has given rise to requests and an insistence amongst global and local players for practical details.

**Conclusion**

Identifying the type of leadership required within a particular historical context is essential and must be coupled with a recognition that the balance between strategic and practical, between philosophical and instrumentalist, and between policy and implementation, will vary across the public administration institutional terrain. This balance is essential and the challenge is to find ways of building this balance through leadership development interventions.

Within the ambit of these interventions, it’s often much easier to build policy capability and enhance capacity for reflections on the state interventions in society, than it is to build practical capability. This requires moving beyond the fixation we have with identifying leadership attributes and skills - the ‘more of the same’ exercise. The challenge is to crafting strategies to ensure that senior public servants have the practical instrumental understanding of the working of state institutions and that this is reflected in the manner in which policies are articulated and visions shaped. In the context of developing countries, this requires a shift away from the application of standard leadership templates and the uncritical application of leadership models from other contexts. A key practical step in the effort should be on demonstrating and celebrating successful leadership intervention and a focus on active documentation of local and contextually relevant leadership practices.
Creating knowledge in rural areas

The world has become a smaller place. Change is happening at a faster pace on a continuous basis. Rural poor people need to be able to mediate and make meaning of this changing environment. They need to be able to combine their own local knowledge and that of outsiders to create new meaning and engage in new actions to better their circumstances. Rural poor are often illiterate and have a completely different context in which they live.

2. Creating knowledge and meaning

Knowledge and meaning
Knowledge is meaning made by the mind (Marakas, 1999, p264). Without meaning, knowledge is inert and static. It is disorganized information. It is only through meaning that information finds life and becomes knowledge.

Knowledge and others
Theories of cognition confirm that the process of internalization (of knowledge) depends on interaction with others (Bruner, 1993, p58). This is the basis for the way in which people learn, think (process information) and create (actualize) knowledge (Piaget, 1993, p11).

Knowledge and Action
The cognitive school of psychological thought (Piaget, Bruner and Vygotsky, 1976) has a single unifying factor; that an individual must act upon an object (for example) in order to know it.

3. Knowledge construction

Knowledge then occurs through action and interaction and can be characterised as the exchange or construction of meaning.

Vygotsky (1976) argues that we come to know by engaging in social practices, which provide:
1) Frameworks for what are appropriate goals for thinking;
2) Opportunities to practice ways of thinking; and
3) Tools or the means for thought.

It is important to note that “In any social practice individuals mediate experience for other individuals and provide the means for the less experienced to go beyond their present capacity and practice new ways of thinking prior to using such ways of thinking for self-mastery” (Gilbert, 1995, p. 6). This is the essence of Vygotsky’s zone of proximal development (Vygotsky, 1976).

Resnick (1991), p. 4 asserts that “the social context in which cognitive activity takes place is an integral part of that activity not just the surrounding context.
Paul Cromhout joined the Small Projects Foundation (an NGO based in Eastern Cape) in July 1990 and is currently the Chief Executive Officer (CEO).

According to Gilbert 1995 “drawing on the work of Leontiev (1981) and Von Cranach (1982) one can say that any activity can be understood as a system of tasks, goals, actions and tools”.

According to Gilbert (1995), pp 6-7. The Task constitutes the “problem space” within which actions are constructed e.g. the farmers’ task is to produce food. The Goal of an activity concerns the motive that underlies the activity e.g. to produce food to feed the family. Actions involve the sequence of acts that have to be followed to solve the task e.g. tilling the soil, selecting the seed, planting the seed. The Tools of an activity constitute the means that one has available for fulfilling the action e.g.: a) Physically, a hoe or plough b) Psychologically, the recipe, concepts, metaphors and models of agricultural production that provide the structure for the action.

Communities of Practice:
Lave & Wenger (1991) and Brown & Duguid, (1991) use the term ‘communities of practice’ to refer to differences in the way groups of people think as a result of experiencing different contexts for thinking.

4. The research

The author has worked in communities, identified 6 main obstacles to meaningful rural service delivery.
1. Lack of physical resources and infrastructure.
2. Limited knowledge base of both providers and rural communities.
3. Inability of rural service providers and communities to exchange information and knowledge.
4. A lack of communication and information sharing between service providers themselves and between service providers and their communities.
5. There are major shortcomings in the management of information, knowledge and resources in an integrated way.
6. There is a lack of congruence between what communities need and what rural service providers are delivering.

The Author and his Organisation, the Small Projects Foundation embarked on an exercise to identify ways in which these obstacles could be overcome in 2000-2001.

The methodology adopted was to try knowledge creating methodologies/activities which matched the components of tasks, goals, actions and tools.

From the potentially infinite range of methods the author identified from the literature five main methods which looked at creating knowledge.

Knowledge creation (shared meaning) then can be said to be a product of joint activity. The above methods show how through management of shared activity i.e. through managing this cycle of setting the task, sharing tools, acting together, developing new goals, and putting them into action one can create shared meaning and innovation and a new community of practice.

What is of crucial importance in these steps is that each delivers an outcome that is measurable and thus makes it amenable to management.

5. Implementation

The author used the following methods in 25 Rural Villages:
1) Story Telling
2) Participatory Rural Appraisal

These methods took 3 weeks in total to implement in all the villages using 2 teams of four people each. The only costs were for consumables, stationary and recording materials and travel.

Following implementation of the above methods the researcher went back and interviewed 39 respondents from 10 villages chosen at random and used a semi-structured questionnaire.
The Results from Interviews with 39 Respondents from 10 of these 25 Villages six months after the events were as follows:

7. Discussion of results

Rural communities’ needs for information and knowledge and tools for knowledge management based on the interview questionnaire.

Rural communities can no longer afford to be isolated from the rapid social and technological changes occurring on a wider national level. People need more than just services provided, they need the skills and tools to deal with new incoming information and knowledge to maintain themselves and the infrastructural changes that modernisation may present to them (for example, the installation of electricity in communities).

Information Needs of Rural Communities

The results indicated by this research are very specific regarding information and knowledge needs. The range of information needs, was diverse. The researcher’s interpretation of these results is that a new rural information service to provide for source accessibility and source quality (Choo, 1998, p.251) is required. To add to this incrementally, such an information service could be the building block upon which all future rural services are based. The greatest prioritised needs included general community development, projects, agriculture, handicraft, and small business and general access to information.

Knowledge Needs of Rural Communities

The greatest prioritised needs included handicraft, small business, community development, agricultural issues, and support by extension services from rural service providers and job creation. The researcher’s interpretation of these results is that the key need is for an extension service from rural service providers that can engage in joint activity (shared community of practice) with these communities to create shared meaning and new knowledge in these specific areas of need.

The Goal of Such Information and Knowledge

Development of the community was the overarching goal of the vast majority of respondents followed by self-development, practical use, participation (empowerment to engage with process going on) and poverty alleviation. This common purpose provides rich opportunities for joint activity and shared meaning in the rural communities.

Acquisition of Information and Knowledge (Current Practice)

The majority gained new information and knowledge from four main sources. Community meetings (and leadership), radio, knowledgeable people and talking and asking people. Information on Government initiatives for example was only obtained by 3% of respondents from government sources, 79% of respondents obtained this information from one of the above-mentioned four sources. The efforts of government and departmental information sharing at present seem to be misplaced and should concentrate on Radio and Community Leadership and question and answer sessions. Provision of information as object should target these two viz. Radio and Community Leadership as the prime channels of information communication.

Storage of Information and Knowledge

Three main ways of storing information and knowledge were identified, viz; writing down (33%), stories (23%) and memory (20%), which accounted for 76% of respondents. (Note: These results also give an indication of a functional literacy rate of ±51% which agrees with the CIET International (1998) figures for literacy of 51% in Transkei).

Stories and memory make up 43% of the way respondents store information and knowledge and thus narrative (story based) styles of information and knowledge dissemination are mandatory as most memory uses narrative as an organising principle “stories preserve memories best because they give them a shape that attracts the mind.” (Taylor, p.37). The researcher interprets the high score for stories as also an indication of the effects of the story telling project.

Processing of Information and Knowledge

The most popular ways of processing and validating (which are seen as one and the same) is through questions and answers, physical follow up and validating through community meetings. This bears out Saxe (1991) and Scribner’s (1986) contention that the basis of practical thinking is its focus, not on what was said or conveyed, but often the motive behind it and that conclusions are often reached on the basis of argument rather than of formal reasoning. This has important implications for the way in which information and knowledge is transformed. Appeals to formal reasoning and logic in reaching decisions are futile as the need is for debate and argumentation in order for the rural poor to process information and knowledge. This is perhaps also a reason why few decisions are made by community leadership without the matter being debated in open forum. It is interesting to note that all important decisions of processing of knowledge even in advanced countries is still done through argumentation and debate in parliaments, councils and meetings, the researcher contends that these are not only done this way because of democracy but are done because of their important tasks in processing knowledge by human beings.

Distribution of Information and Knowledge

The main choice for respondents for distribution (47%) was through community meetings followed by talking to others (18%) and small groups (12%). Community meetings provide a forum for information and knowledge sharing space. This is the most effective way of distributing information and knowledge within the community but is being abused in certain areas where up to 3 meetings a week are called by different service providers. This has led to disillusionment and decreasing attendance. (Rural Development Frame Work (1997), p.26 and CIET International (1998)). These meetings are also often ‘hijacked’ by service providers and used solely for information provision and not
shared meaning. There is a need to arrange one meeting a month to which all service providers can come in the interests of effectiveness of service provision and time usage and co-ordination of actions.

Creating new information and knowledge

The first choice for respondents was workshops on Story Telling followed by community meetings and talking to knowledgeable people. Here we see the preference expressed for joint activity for creating new information and knowledge. Women rated talking to knowledgeable people quite low on creativity whereas men did not refer to community meetings in their response but preferred talking to knowledgeable people.

Media choice in accessing information

The preference order was radio, personal contact, television, paper-based sheet, telephone, and paper-based directory.

The first three all relate to non-literacy based sourcing and used vision and hearing. The paper-based sheet was chosen because of its storability and reference role. Telephones were also reasonably favoured but as we shall see later under telephone, access to telephones is limited. The issue of accessibility and quality (reliability) of sources of information is important in these preferences. Radio, personal contact and television are all readily accessible (time, cost and codification (i.e. audio and audio visual)) and regarded as of high quality. It is surprising that service providers have not capitalised more on this in using radio and paper based sheets for information transfer.

Language competency

Language competencies and literacy are crucial to information and knowledge management. The perception appears to exist among respondents that their literacy levels in English and Xhosa are high. This is disputed by their actual usage and functional use of writing and reading in both Xhosa and English. This can also be seen in results from the other questions where an audio or visual mode of seeking and reception is preferred by the majority.

A great deal of sensitivity and embarrassment surrounds the issue of illiteracy and ways need to be found to allow people to become literate (language competent) in ways which meet their needs for knowledge development. The failure to provide the skills and tools of language competency will prejudice most information and knowledge management strategies.

Choice preferences in acquiring new information and knowledge

The preferred choices are: talking and listening to other people, through stories, listening to the radio, attending meetings and workshops, learning by doing and questioning. The Story Telling methodology satisfies all of these except for written and reception which is preferred by the majority.

Future orientation (individual)

The general perception was mixed with half hopeful and half bleak. The perception of a lack of services delivery and support was a major negative factor. This indicates the poor impact of information and knowledge transfer and management from service providers and the lack of resources. An important aspect of this is the need to help change the perspective of dependency through joint action and by providing information and knowledge effectively.

Future orientation (community)

The general perception was once again mixed between 17 bleak and 15 hopeful. The same basic negative factors were mentioned together with identification of unemployment, theft and crime. A possible remedy was suggested by some respondents in terms of referring specif-
ically to joint community activity for being hopeful. This stresses once again the need for joint activity to create meaning and knowledge and also create “emergent goals” in communities of practice.

**Future orientation (country)**
The general perception was of not being sure (6), hopeful (14) and bleak (9). The negative factors were lack of delivery of services; unemployment and lack of vision from the countries leaders. This deals with the lack of intent (referred to by Nonaka & Takeuchi, 1995), which is a condition for knowledge creation.

Positive aspects were the aspects of the need for working together as communities to make the country, that some projects were working and democracy.

The need to create intent (vision) from government service providers in their information is acute as this conditions the possibility of creating knowledge and activity and sets the problem space for communities to work in, and begin the process of social action to develop their own ‘emergent’ goals.

**Knowledge created in communities by the story telling method about information and knowledge management**
Respondents identified that:
1. At Community Only Level
   The method provides envisioning knowledge and creates new ideas.
2. At Family Level
   That it revived a rich practice of knowledge creation.
3. At Individual Level
   That it was away of transferring knowledge, empowered individuals, provided a way to create new knowledge and encouraged knowledge and information seeking.
4. At the Intersection between Community and Individual
   The method provided a way to share knowledge of individuals throughout the community.
5. At the Intersection between Community and Family
   That the method provided a means of family and community building.
6. At the Intersection between Community and Family
   That the method mediated and bridged knowledge’s, distributed and created knowledge, established and taught community values and provided a means to review heritage and traditions and created the awareness of the importance of stories to life.
7. In general; that the method built knowledge, built people, was entertaining, and mediated change and knowledge.

**8. Conclusion**
A number of methodologies have been identified which can be used to build a common community of practice between service providers and rural communities. These methodologies create a common context, share tools, lead to joint action, establish common emergent goals and lead to sustainable, empowered action and learning.

These methods lead to the exchange of meaning. These methods teach rural communities and service providers how to:
1. Identify priority needs
2. Develop a vision.
3. Manage change.
4. Take action with others.
5. Learn from the process

This approach can lead to creation of knowledge (meaning) in rural communities and lead to a meaningful change in the way services are delivered.

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His studies have included Development Administration, Nature Conservation, Participatory Methods, Communication, Project Management and an MBA. His areas of interest range from Primary Health Care, Entrepreneurship, Housing, Sustainable Development and Education to Knowledge Management. His passion is to assist people to make a meaningful improvement in their lives. His current areas of research interest are in skills and literacy and developing learning organisations.
How truly public are public (state-owned) enterprises? Why has their record in Africa been disappointing? How far can privatised enterprises be kept to a public agenda through regulation? What other options are there, including through public-private partnerships, to get reformed state-owned organisations that are both enterprising and public spirited? Will South Africa’s public enterprise reforms offer a positive example for elsewhere in Africa? Dr Des Gasper, Professor Erwin Schwella and Dr Roger Tangri explore the issue.

A group of 35 to 40 professionals, drawn equally from South Africa and outside, came to Cape Town for a two-week workshop in September 2001 to study options and experiences in public enterprise reform, together with a range of resource persons. The non-South African participants were African civil servants, managers and academics who had studied during the late 1980s or early 1990s at the Institute of Social Studies (ISS) in The Hague, The Netherlands, and some ISS staff members. The South African participants included many from the Ministry of Public Enterprises (MPE) and the Department of Public Service and Administration, and others from JUMPET university departments and various private, public, governmental and parastatal organisations, including other alumni of ISS. The workshop was jointly organised by the School of Public Management and Planning of the University of Stellenbosch, on behalf of JUMPET, and the ISS.

When are public enterprises truly public? The meeting took as public enterprises (also referred to as state-owned enterprises) those with majority government ownership engaged in the production and sale of goods and services. We excluded state sector activities such as education, health services and road construction that are basically financed in other ways, usually from government’s general revenue, rather than by selling their outputs. Interestingly, people use the term “public” to refer both to “the public sector” and to its intended clients, “the public”. So “the public sector” typically implies both state-owned and the goal of serving the public. The sector deserves the name “public” if it is public-oriented, not just because it is state-owned. But public sector enterprises are not automatically public-oriented, warned Lucky Montana of MPE. Their service orientation can be weak if government automatically covers deficits and there is high protection from competition or domination by partisan political agendas. A speaker from Telkom described the organisation in 1994 as having “a real civil service attitude”; this was not a compliment. Similar complaints are voiced by some who have worked in parts of South Africa’s public sector in the years since.

On the other hand, we see some truly public service oriented state sector organisations, as well as some privately owned organisations with strong orientation to serve the public and who do so effectively. The same applies to some NGOs and community-based organisations, and we often have less hesitation including these under the term “pub-
lic”. We also see both private sector organisations and NGOs which are very different from that picture. The Oxford Dictionary gives us three meanings for “public”. The question is when and how can the third meaning - “provided by or concerning government” - serve the first meaning: “of or concerning the people as a whole”. We want to know too when privately owned organisations can serve public purposes, as especially discussed nowadays in terms of corporate social responsibility, codes of conduct and public-private partnerships? For commercialised state-owned enterprises, one asks how far can and should they behave differently from private enterprises and be guided by wider criteria, looking at more types of effect and at their impacts on more types of people, not only their services to people with money, in proportion to how much these pay.

**State-owned enterprises in Africa**

During the 1960s and 1970s, state-owned enterprises became key instruments in the development efforts of most governments in Sub-Saharan Africa. Economic reasons included a belief that public enterprises could generate profits and finance investments in priority sectors, and the absence of a sufficiently strong indigenous private sector.

Political reasons were that perhaps predominant public enterprises could reduce the economic dominance of foreigners and provide jobs and contracts for loyal supporters.

Many public enterprises did not live up to the expectations of their creators. On average, African public enterprises have presented a picture of inefficiency, losses, budgetary burdens and poor services. Why?

Workshop participants emphasised managerial shortcomings, plus the fact that public enterprises were obliged to pursue both commercial and social goals, such as job creation, poverty alleviation and regional development, which reduced profitability. Managers lacked autonomy to make key decisions such as the location of investments, adjusting prices, laying-off workers and closing uneconomic operations. Above all public enterprises have been strongly politicised and used for political patronage to benefit supporters, resulting in gross overstaffing and mis-staffing.

Structural adjustment or economic liberalisation measures began to be promoted in African countries in the 1980s. Public enterprises remaining in government ownership have been subject to various reforms often referred to as “commercialisation”. These included setting clear objectives and especially reducing non-commercial ones; reducing or ending public enterprises’ access to subsidies and government transfers; giving managers freedom to act; and holding managers accountable for results.

Few studies yet exist as to exactly what these reforms have achieved. But the reforms appear to have been limited in scope, since cutting subsidies and jobs could cost a government its support base.

Participants provided evidence also of continuing politicisation and that public enterprise managers still possess little autonomy to run enterprises in a business-like manner. Moreover, reforms such as performance contracts have had limited effect in holding managers accountable to performance standards.

**Privatisation**

So reforms within African public enterprise sectors have not in general achieved the hoped for results. Yet the financial costs of running public enterprises have remained large at a time when African governments have very limited funds. Privatisation, or the sale of public enterprises to the private sector, began to be pushed more strongly, especially by donors. The World Bank has insisted that privatisation could slash the government fiscal deficit and depoliticise business decisions.

Public enterprises should not be overloaded with objectives, some of which should be handled instead with other policy tools. Privatisation has been deeply controversial in much of Africa. There was opposition to selling public enterprises to, in most cases, foreigners; concern among labour unions about job-losses; and fears among political leaders about losing patronage opportunities for maintaining support. Although privatisation came on the agenda in Africa from the early 1980s, by the early 1990s it had proceeded in only a limited way.

Initially only a few small and medium-sized public enterprises in manufacturing were sold. However, since the mid-1990s, the pace has increased considerably, and by the late 1990s governments were also privatising commercial banks and utilities. Participants pointed to the role of donors, especially the international financial institutions, in increasing pressure on African governments to privatise rather than reform their public enterprise sectors, and their
active involvement in implementation. Multilateral lending agencies made it clear that further financial support was contingent upon greater progress in privatisation.

This accelerated privatisation has been too recent for much careful analysis to have appeared on its impacts. The available data suggests that the record is mixed. There is evidence that privatisations have often raised profitability in the privatised firms, e.g. in hotels, breweries and telecommunications.

On the other hand, participants observed that privatisation had been largely a non-transparent and unaccountable process. Irregularities, corruption and collusion have often occurred. In many cases sales have been made to parties lacking experience, managerial capacity and technical expertise, thereby negating the promised benefits.

At times, governments have awarded to the new private owner a monopoly position as well as special privileges. African governments may have been reluctant privatisers but they have been prominent in influencing the direction of implementation.

The African dilemma - Will there be lessons from as well as for South Africa? African countries appear to be caught between a rock and a hard place. Scarcity leads governments to seek to control public enterprises as tools for many purposes - including providing patronage to actual or potential supporters, both among ordinary people and the political elite - which can jeopardise their public service function and/or endanger the public finances.

But privatisation may lead to foreign or non-indigenous control given the weakness of local capital, to continuing monopoly given the smallness of most markets, and to withdrawal of some services, at least at prices accessible to ordinary people. Dominant foreign sources of capital and of ideas have pushed hard for privatisation, as a general principle.

Most countries have lacked the room for manoeuvre and the managerial and research capacity to effectively prepare and defend their own agenda, with a wider range of options. What is happening in South Africa therefore has much interest for other African countries, even when we take into account the differences in conditions. In South Africa, too, public enterprises under the minority regimes were both instruments for attempted national development and tools of partisan patronage.

Currently, South Africa has greater capacity to formulate and try out a range of options for restructuring problematic public enterprises, not only privatisation. It has a greater chance to be able to design and implement workable and socially beneficial regulatory regimes for commercialised or privatised enterprises and public-private mixes.

**South Africa's new policy direction**

The policy framework published by the Ministry of Public Enterprises in 2000 deliberately uses the label "Restructuring of State-Owned Enterprises". Minister Jeff Radebe summarises the policy in the following way: "In summary, Government's policy with regard to State-Owned Enterprises is more properly referred to as a restructuring programme, and not in the more simplistic terms of privatisation. The programme was and remains designed around a multiple array of strategies, or mixes of options, that are designed to ensure the maximisation of shareholder interests defined in economic, social and development terms. Thus restructuring refers to the matrix of options that include the redesign of business management principles within enterprises, the attraction of strategic equity partners, the divestment of equity either in whole or in part where appropriate, and the employment of various immediate turnaround options." (An Accelerated Agenda Towards the Restructuring of State Owned Enterprises, August 2000, p.1)

The policy provides for the following initiatives:

1. The government has increased its policy capacity by upgrading the previous Office for Public Enterprises into a fully-fledged Ministry and Government Department of Public Enterprise.

2. The new vision is that the restructuring of state enterprises should contribute towards the development of an equity-enhancing and effective mixed economy. Public, private and social capital must be mobilised for meeting the developmental objectives of South Africa.

3. Restructuring should mobilise and increase the efficiency of private sector capital for growth and development objectives. It is accepted that the immediate effects of restructuring may be some job losses, but this potentially negative impact shall be addressed through a social plan framework and by managing the process in consultation with the trade unions.

4. All of the restructured state-owned enterprises should create and enhance competition, and acceptable regulatory regimes will have to be created for them. The regulatory bodies and the competition authority must also act in a coordinated way.

5. Creative and genuine empowerment should take place as a result of restructuring. For this purpose a National Empowerment Fund Trust (NEF) will be created. This NEF is to be capitalised by receiving shares from the restructuring state-owned enterprises.

The fund and its returns will be used for the benefit of the previously disadvantaged. This can be done by means of investment in an equitable way, investing in a portfolio trust to assist the previously disadvantaged to become shareholders in the returns created and an equity management fund to provide venture capital for the business ventures of historically disadvantaged groups.

These policy initiatives represent a suite of strategies to capacitate and empower previously disadvantaged groups and people in South Africa. For example, when Telkom was 30 percent privatised this brought in $1.2 billion (then R5.7 billion), part of which has been used to extend the network to rural areas and townships. Telkom has received no subsidies, contributed heavily to the public finances through taxes and dividends, and yet massively extended access, as required in its licence.

The corporation has moved from having one black manager for 60 000 employees in 1993, to having 50% black
management. The number of employees has fallen by a third, but many more new jobs have appeared in the telecommunications sector. Progress is slow overall, however, because of:

(a) the necessity to intensively consult and negotiate with organised labour as especially the government partner, the Congress of South Africa Trade Unions (COSATU), has vigorously and publicly opposed the policy and its implementation;

(b) the falls in world markets (especially subsequent to the September 11 events in America) which make it a bad time for enterprises to seek international equity partners; and

(c) the levels of sophistication of the state-owned enterprise sector in South Africa, which make design and management of the required policies complex and onerous.

**The difficult challenges ahead in public enterprise reform**

To induce and regulate private or commercialised providers into a public orientation - for example by contractually specifying provision levels that must be achieved for rural areas - is a massive challenge.

Riding a tiger is the image that comes to mind. This too is why other countries will watch South Africa and similar experiments to see what sustainable systems are found which they might adopt or adapt. Firstly, sectors dealing with fundamental public goods like energy supply and telecommunications involve vast costs, vast potential gains and vast temptations. Huge “sweeteners” can be offered. They leave a very bitter taste afterwards. Secondly, the private sector strategic partners who are sought to help upgrade such sectors are typically foreign, especially for a country with the size and sophistication of South Africa.

Partly this is because of a wish to avoid job losses from absorption into a local private corporation (if any contender exists) and to exceed what is already available locally as expertise. But foreign profit-driven corporations might lack long-term loyalty to local development.

Thirdly, these big private players are backed by a predominant market ideology, embodied in organisations like the IMF and some major consultancy groups. The IMF, convinced of the ideology and not hindered by much knowledge of South Africa, may automatically press to privatise organisations like Eskom.

To progress with an agenda of public service and national development - adopting privatisation where appropriate and not otherwise, and regulating it effectively - requires substantial resources of national commitment and inspiration, of public service skills, ideas and ethics, and a coherent ideology different from the fundamentalism of the global market.

When we look at the great success stories of East and South East Asia, we see in every case how those resources were mobilised, invested in, and used. We need to know who will regulate the regulators? What will make and keep them - and the publicly oriented but effective managers whom we need - trained, motivated, and loyal?

In the private, profit-driven sector, big money buys influence, seeks out good staff, invests massively in their loyalty and skills, pays for research and for publicists to spread ideas. The public sector (including all publicly oriented organisations, not just state-owned ones) has to invest seriously and steadily in ideas, institutions and training, if it is not to be dominated by forces of private wealth.

Some schools of public management in South Africa teach, for example, courses on public service ethics and ethos. These are essential, not luxury extras, as part of the task of ensuring that “civil service” does not mean “uncivil and not much service”.

The content goes well beyond official codes of ethics. “Ethos” includes the feeling of pride in the job, the spirit of public service, loyalty and confidence; based on a philosophy of public management not only on a tool kit, and on knowledge of relevant achievements in public service, at home and abroad.

Case studies are important here. They can build credibility and stimulate integrated understanding and creativity. We need studies not only of failing public enterprises and failed public enterprise reform, but also of flourishing public enterprises, successful turn-around, and innovative thinking in redesigning the state. (Can, for instance, retrenched workers receive shares in commercialised public enterprises, so that they benefit from later success?)

Good examples exist, including from East Asia, Europe, North America and India. Some of those from India are well worth looking at, since from a country which is not wealthier than South Africa and yet which has some national ethos and tradition of analysis independent of Washington and London.

However, what public servants in Africa will of course find the most useful are African cases. Many people are therefore looking forward to ongoing reports of South Africa’s progress in riding the tiger.

JUPMET: the Joint Universities Public Management Education Trust has as members the schools of public management at the universities of Durban Westville, Fort Hare, Pretoria, Stellenbosch, Western Cape and Witwatersrand.


See for example work by Pradip Khandwalla, former director of the Indian Institute of Management, Ahmedabad, or his predecessor Samuel Paul. Khandwalla’s key books include:

(2) Excellent Management In The Public Sector: Cases And Models, 1990, NewDelhi: Vision Books;
(4) Revitalising the State - A Menu of Options, 1999, New Delhi&c.: Sage;

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The Challenges of Change

Change is a complex process; in fact, it is a series of inter-related complex processes. Waterman, Peters and Phillips, for example, propose what they call their 7-S model. According to this framework, “effective organisational change is the relationship between structure, strategy, systems, style, skills, staff, and something we call superordinate goals.”

Although we are not going to deal with this model here - I’m using it merely as an example of the complexity of the change process - it is important to note that all seven aspects of the model and their inter-relationships have to be managed at the same time. Generally speaking, it’s not possible to change organisations bit by bit; if you try to do it that way, the usual outcome is that the various bits don’t fit together.

However, here I want to deal with a much under-acknowledged aspect of change management: the influence of the unconscious processes and especially those acquired in infancy. It is through an understanding of these processes, and the ways in which they impact on our organisational behaviour, that enables us to appreciate some of the reasons why change processes in organisations encounter such resistance.

To understand some of these resistances, we need to acquaint ourselves with terms such as the holding environment, annihilation anxiety and infantilisation.

As infants, we were entirely dependent on others, predominantly, almost exclusively on our mothers, for our very day-to-day existence. She is the one who can interpret our different cries; she is the one who knows when we need feeding and when we need cleaning. It is the mother who provides us with a holding environment in both the literal and the metaphorical sense of the word. She is the one who holds us in her arms; those arms are our first holding environment. Yet, as infants, we perceive ourselves as being supremely in control of our personal world. After all, we have only to yell and mother comes running to placate our needs. It is our first taste of authority over another human being. It is also our first taste of being God-like, even though we will discover later that such a feeling is an illusion.

If it is the mother figure who provides us with our first experiences of a holding environment, a place of safety and security, it is she who introduces us to...
our first taste of annihilation anxiety: the possibility of being obliterated, annihilated. She introduces us to this profoundly disturbing state simply by ignoring our cries. We have become accustomed to yelling and to having her respond promptly to our needs by satisfying them. As we get some months older, we experience something entirely different: we yell for her - and she doesn't respond immediately. She may ignore our cries and yells for some time. We are losing control over our universe; we are losing our omnipotence, and the complete control we had over the mother figure is now slipping from our grasp.

It is slipping so far from our grasp that we are beginning to understand that we are dependent on her for our existence, for our very lives. We begin to comprehend that she has the power of life and death over us. We begin to have ambivalent feelings towards her because she can provide us with the comfort and safety of a holding environment, on the one hand, but can also evoke a deeply disturbing annihilation anxiety, on the other.

We learn to feel a sense of impotence in the face of this vast power that she possesses. We come to learn that she is separate from us, independent of us, and that she doesn't need us quite as much as we need her. We also come to learn that good behaviour is better rewarded than bad behaviour. It is she who defines what we are to understand as “good” or “bad” behaviour; she establishes the norms and we are encouraged (by a variety of means) to adhere to those norms. Slowly, steadily, we come to comprehend the importance of conforming to her expectations, despite the frustrations we experience through having to behave in ways that are not entirely of our own choosing.

At this point, you might be asking: How are these processes relevant to the business of change in organisations? Here, we need to acquaint ourselves with the terms ontological security and ontological insecurity. These terms convey the security and insecurity a person experiences as a result of his or her being/living in the world.

As an employee, I would expect to acquire ontological security through and from what I construe to be the organisation’s stability and durability. I might resolve the change/stasis paradox by opting for ontological security, thus ignoring the dangers implicit in organisational stasis rather than risk the perils of organisational change. Ontological security and insecurity encompass (a) that I am, (b) what I am, and (c) who I am. These three inter-dependent aspects of individual ontology encompass (a) physical existence, (b) existence in the so-called external world, and (c) existence in one’s internal world.

These relationships can be expressed diagrammatically like this:

That I am = my physical existence and survival;
What I am = my existence in, and relationship to, the external world of reality;
Who I am = my existence in, and relationship to, my internal world of thought, imagination, fantasy, etc.

Clearly, I would not want my ontological security to be threatened by the workplace itself. Consequently, I would expect my employing organisation to provide the sort of workplace - some call it the organisational culture - which would adequately serve my needs for a holding environment, devoid of both ontological insecurity and annihilation anxiety.

As an adult employee working in an organisation, I understand the term the holding environment to mean a working environment that offers me in my adulthood the safety and security I enjoyed as an infant relying on the ongoing presence and good nature of someone to nurture me. This need would be accompanied by a desire not to sense any sort of anxiety through which I might be annihilated.

Having sensed this annihilation anxiety as an infant, by having basic needs ignored or not satisfied immediately, I would want to avoid that anxiety as far as feasible. Ironically, however, the price one has to pay for perceived ontological security in the workplace is infantilisa-

To enter the workplace is to be infantilised. Rather, the institution compels one’s infantilisation. In exchange for the apparent security of long-term employment, the institution requires one to sacrifice certain aspects of one’s authority.

The individual’s need for the sorts of security offered by medical schemes, pension funds, housing subsidies and the like may be satisfied by submitting to the institution’s demand for conformity, adherence to norms, the sacrifice of individuality, and so on. The institution acts in loco parentis, and employees learn how to become, and to remain, appropriately infantilised as well as obedient to the organisation’s behavioural demands.

If you choose to reject this infantilisation, your ontological security is threatened by rejecting your relationship in and with the organisational holding environment while simultaneously revoking or aggravating one’s annihilation anxiety. These processes become potent dimensions in the way you perceive and understand “transformation” processes, change, or whatever else they might be called.

To enter the workplace is to enter into a world of erroneous presumptions. For example, I am offered employment by the institution until I reach the age of 65 years. On the basis of this presumption, I may commit myself to the purchase of a house - a process that will take 25 years to complete. Therefore, I will need 25 years of steady income-generating employment to fulfil that commitment.

I accept that, unless I indulge in certain exceptional and reprehensible behaviours which the institution has defined for me prior to my appointment, the institutions will provide me with an appropriate holding environment for my fantasy of being able to work and so own a house to provide a home for my family. I rely on the institution to provide me and, by implication, any dependants I may have, with ontological security so that no one’s existence, essence, or identity is threatened. The absence of such threats reduces my annihilation anxiety so that within myself, my family, my institution, and the broader context of society itself, I am validated, and remain valid as a human being.

Work and the workplace environment may even offer delusions of immortality because the employer’s commitments and/or legal obligations give the workplace and its workers a false sense of perpetuity. To offer an
employee's widow some form of pen-
sion after the death of her spouse creates
the illusion that, even after death, he
will be able to provide for her in some
way. Generally, the deceptive dimension
of this sense of apparent security and
permanence is brought to full conscious-
ness again only when the question of
change or transformation is raised, usu-
ally through alterations in the resources
and constraints within which the insti-
tution and, by implication, its individual
staff members are obliged to perform
their tasks.

Institutional transformation or
change of any sort almost inevitably
engenders ontological insecurity in
institutional staff members. Resistance
to change in its various forms becomes
the means by which individuals attempt
to maintain the safety of the holding
environment. In resisting change, indi-
viduals choose to ignore the cognitive
dissonances caused by certain organisa-
tional or ontological paradoxes.

But the ontological security individu-
als can derive from the institution may
be threatened by factors beyond their
control. The employing enterprise may
itself be confronted by circumstances
beyond its control and/or ability to man-
age immediately; changes in the eco-
nomic environment in the country, fluctu-
ations in exchange values for the local
currency, political uncertainties, compe-
tition for funds from other public insti-
tutions. Nonetheless, despite these
uncertainties, I remain in employment,
assuming or presuming that the institu-
tion, being larger than the individual
employee, has strategies in place for
dealing with such alterations and
changes in these larger systems. I may
make such assumptions because my
fantasy, my desire, my need of long-
term security within a holding environ-
ment with little annihilation anxiety
demands that I make such assumptions.

When the institution comes to admit
to its own ontological insecurity at the
basic level of existence, I, as an employ-
ee, will have little choice but to be
caught up in that ontological insecurity.
The possible death of the institution for
which I work may portend my own, lit-
erally or metaphorically.

When retrenchment takes place, the
individual is identified as no longer
needed or wanted or desired or afford-
able. The holding environment I have
come to trust not only for my literal
safety and a good deal of my meaning as
an individual (through my work) but
also as the means by which I enjoy cer-
tain benefits that are socially admired
and respected becomes unreliable,
untrustworthy.

Consequently, I am invalidated, an
invalid, deprived of much of my valid
meaning within my roles and contexts.

Our prison system is undergoing change in terms of administration
(which other people - especially those still employed - may perceive, most unpleasantly, as unemployable) is likely to evoke yet again the annihilation anxiety of infancy while aggravating experiences or memories of unfulfilled needs. At the same time, I may be deprived of my ability to provide a dwelling or food for my family. Given the power of such emotions, resistance to change is understandable and inevitable. Few employees are going to accept the challenge of change because they are most likely to perceive it as an enormous threat to their security - or to their illusions about their security, despite the reality of the facts.

And there is another aspect about change that we should understand. In many instances, change is often presented disguised by other names, such as transformation, innovation, and creative management. The problem with many aspects of creativity in organisations is that to create, develop, and implement new structures, new procedures, innovative thinking, and so on, old systems have to be dismantled, demolished, destroyed - and because these processes are all forms of symbolic death, they precipitate annihilation anxiety in employees. So employees tend to resist change and enact repeated patterns of conforming behaviour.

In return for years of such conformist, organisationally “normal”, non-disruptive behaviour, the organisation usually offers its employees fringe benefits such as pension funds and medical aids. Membership of these schemes is most compulsory, the individual employee rarely enjoying any choice in the matter. We note here the paternalistic control the organisation exercises over the individual employee, thus establishing a parent-child relationship of dependence through the infantilisation of employees.

However, such dependence runs contrary to the individual’s desire for autonomy within the organisation. Autonomy allows individuals to take responsibility for their actions as well as the consequences arising from those actions. Rarely does an adult employee wish to feel himself/herself in an infantilised relationship with his/her superiors in the organisation. They do not wish to re-experience the powerlessness and frustration of infancy in their relationship with their work or their immediate superiors.

Yet very few organisations perceive the importance of encouraging autonomous behaviour in employees. Such autonomy presumes that individuals are given responsibility to act and interact in adult-adult relationships (rather than in child-parent relationships). They accept responsibility for their actions and they accept the consequences of their actions, whether positive or negative. The innovative organisation regards the making of mistakes as opportunities to learn rather than to punish. One of the ways in which one can develop autonomy and acceptance of responsibility in individual employees is to establish one-person committees to accomplish specific, clearly-delineated tasks.

However, there are a number of people committed to the concept of collective responsibility, a concept that essentially inhibits or even prevents the allocation of responsibility, especially in circumstances of failure. It is easier, quicker, and more productive to ascribe responsibility to a single individual than to a multi-member committee.

Unfortunately, few individuals want to accept responsibility for the work they do but are all too eager to accept or even demand the benefits.

There is another reason for preferring one-person committees. This is best shown in what is known as the Ringelmann Effect. It was argued that, if one person produced 63 units of effort (in a pressure-plate test), it would be reasonable to assume that 2 people would produce 126 (63 x 2) units. But, in reality, two people produced only 118 units. When three people were involved in the task, they did not produce the 189 units one would expect them to produce, but only 160. By the time eight people were involved in the task, instead of producing the 504 units expected of them, they delivered only 248 units. If, in each case, we take the actual output and divide it by the expected output, the figures show that productivity has fallen from 100% to 93.65% then 84.66% and finally to 49.21%. There is an obvious deduction to be made from these results: Individual performance deteriorates in inverse proportion to the number of individuals involved. In other words: the more people in the group, the lower individual performance will be. This outcome has much to tell us about the size of committees, teams and their effectiveness: the larger the team, the less work its individual members will contribute. Conversely, the smaller the team, the more work its individual members will contribute. These are crucial insights when we come to rethinking the organisation and planning strategic changes.

After that rather lengthy but important digression, let us return to the question: What are the implications of dependence and autonomy for organisations? These may be briefly stated: organisational dependence leads to inward-looking enterprises: their first priority is the control and monitoring of processes and events within the institution; they are preoccupied with themselves, often at the expense of their clients and even other inter-dependent departments within the organisation; organisational autonomy leads to outward-looking enterprises: their first priority is the performance of excellent service delivery to their clients.

This outward-looking approach effects the required shift from public service to customer service. Yet it will be seen that the shift from inward-looking to outward-looking organisations requires dramatic changes not only within the organisation itself but also in the psychological processes of individual employees. Only through the recognition (by making conscious) of the unconscious processes we have acquired during early infancy (and the ways they cause us to behave within our employing organisations) can we begin to understand ourselves and so comprehend the nature of our resistance to change. Only when these resistances have been acknowledged and owned by individual employees can the change process begin to initiate and develop the sub-processes and momentum necessary to effect change at the organisational level.

Managing change at the organisational level is, as I noted at the beginning, a complex business, one we shall have to deal with on some other occasion.
The thrust of the Batho Pele principles is the improvement of service delivery in the public service. Implicit in the eight Batho Pele principles is an attempt to adapt the norms of service delivery in the private sector, such as focus on customer/client satisfaction, into the public service. While this attempt is a welcome innovation, it is of paramount importance not to lose sight of the fact that (i) Batho Pele is a means to an end and not an end in itself and (ii) that there are certain indelible features of the public service which make it distinct from the private sector.

Various efforts are being made to evaluate and monitor the progress government departments are making towards the implementation of Batho Pele. Sometimes there is frustration and concern about the slow pace of implementation. There would obviously be cases where there is little or no justification for a slow pace in the implementation of Batho Pele for one reason or another.

It is argued here that Batho Pele is not an end in itself but a means designed to achieve the broader objective of transformation in the public service as well as in the country as a whole. In essence Batho Pele’s success and pace will significantly be influenced by the determinants of broader social transformation.

The essence and context of Batho Pele

The Batho Pele principles derive their existence from the White Paper on the Transformation of the Public Service (WPTPS) published in November 1995. The principal aim of the WPTPS is:

“...to establish a framework to guide the introduction and implementation of new policies and legislation aimed at transforming the South African public service.”

It is evident from the WPTPS that its principal aim stems from the Constitution of the Republic of South Africa. Although the WPTPS was conceived during the currency of the Interim Constitution (Act 200 of 1993), the basic values and principles underlying public administration have not been fundamentally altered by the new Constitution (Act 108 of 1996). Section 195(1) of the Constitution (Act 108 of 1996) is quite instructive in this regard. It provides that:

“Public administration must be governed by the democratic values and principles enshrined in the Constitution ...”

These values are listed in section 1 of

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the Constitution as human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism and non-sexism. Section 195 (1) further stipulates other principles that should inform public service delivery. Among the most important are the following:

- services must be provided impartially, fairly, equitably and without bias; people’s needs must be responded to, and the public must be encouraged to participate in policy-making;
- transparency must be fostered by providing the public with timely, accessible and accurate information; and
- public administration must be development-oriented.

What is therefore contemplated in the provisions of section 195 (1) is a transformed public service within the broader context of transformation as envisaged in the Constitution.

**Legislative transformation and Batho Pele**

With the advent of the new constitutional dispensation in South Africa, one of the most significant imperatives has been the legislative programme designed to implement transformation. This programme has had to achieve some of the major goals of transformation as articulated in the preamble to the Constitution, namely, to:

- lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law; and
- improve the quality of life of all citizens.

In line with this constitutional mandate, the past eight years have thus seen quite a heavy flow of legislation from parliament covering a wide variety of aspects. The breakdown according to years is as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of acts passed</th>
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<tbody>
<tr>
<td>1994</td>
<td>55</td>
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<td>1995</td>
<td>89</td>
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<tr>
<td>1996</td>
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</tr>
<tr>
<td>2001</td>
<td>69</td>
</tr>
<tr>
<td>Total</td>
<td>696</td>
</tr>
</tbody>
</table>

Not included in the above statistics is the total number of acts passed by provincial legislatures as well as regulations and government notices. All of these prescripts have either introduced new government policies or amended existing policies. What one ends up with is a vast number of government policies, all of which are part of the transformation agenda as required by the Constitution. This has inevitably ushered in a new regime in the public service.

**Concluding remarks**

The creation of a new regime in the public service obviously calls for the re-engineering of the public service. This is an imperative primarily because public servants are at the coalface of service delivery. In order to ensure service delivery that is envisaged in the Constitution and Batho Pele, a transformed public service is a sine qua non. The new regime in the public service undoubtedly require higher levels of skill and qualifications from public servants in order to be able to understand and implement the new policies. The Public Finance Management Act (PFMA) for example, came into effect in the year 2000. It is doubtful if all the public servants in the country have a full understanding of the Act and its implications. Thus the success of Batho Pele, as a tool of service delivery, heavily depends on a transformed public service that is capable of understanding and implementing these new government policies and the whole new direction the country is taking.

Furthermore it must be acknowledged that while Batho Pele seeks to adapt some private sector principles into the public service, the public service has certain fundamental areas of difference with the private sector. The public sector is extensively regulated by law as opposed to the private sector. The so called managerial prerogative in the public sector is highly constrained. There is also a necessary element of bureaucracy in the public service which exists, among other things, to protect the interests of the public and ensure accountability, transparency and openness.

The success of Batho Pele therefore will be determined by the progress made in the effort to transform the public service as well as transformation occurring in society in general. While there is scope for success, the limitations are more likely to be in the form of inherent qualities of the public service such as bureaucracy and extensive legal regulation.
The Batho Pele policy was introduced in 1997 to provide a framework for the transformation of public service delivery. The policy signaled very strongly government’s intention to adopt a citizen-oriented approach to service delivery, informed by the eight principles of consultation, service standards, access, courtesy, information, openness and transparency, redress, and value for money. Since 1997, a lot has been done by government departments to raise levels of awareness around these principles and to actually embrace these in their service delivery transformation initiatives.

However, there is growing recognition that while the policy has been enthusiastically received and has become an effective brand name to signal the commitment to improve service delivery, its implementation may have been slow in certain areas. Against this background, it has become necessary to intensify the Batho Pele campaign to ensure that the objectives of the policy are realised and that the outcomes are felt and touched by the public. An increased appreciation of the principles espoused by the policy framework is important, but it is even more crucial to ensure that the campaign adds momentum to actual service delivery transformation efforts so that the public can experience more and more practical results.

Whatever happened to Batho Pele?

This article seeks to put in perspective the logic behind current Batho Pele efforts. It argues that there are a number of initiatives that seek to transform public service delivery. However some of these do not necessarily carry a Batho Pele tag on them, and as a result these sometimes end up not being seen as part of this broad campaign of ensuring that government’s machinery of service delivery does indeed put people first. Batho Pele is not a single project, and this is very important to emphasise so that when we talk about intensifying the campaign we indeed know what we would be intensifying. Batho Pele is a characterisation of the nature and quality of service delivery interface that should obtain between government and the public. It found formal expression through the 1997 policy framework but is given effect through a number of efforts whose collective impact leads to a public service that puts people first. Four crude categories of these initiatives can be discerned, namely:

- efforts which seek to transform and improve the back-office operations of the public service. This includes efforts...
to improve systems, work processes, and institutional structures that collectively make service delivery possible. Departments are busy introducing effective performance management systems, revising organograms to best support work objectives, re-organising work processes to best utilise staff and minimise inefficiencies, exploring the utilisation of appropriate forms of technology, introducing improved conditions of service for staff - all these would be examples of back-office operations of the public service.

These operations often constitute the heart of the machinery of service delivery, and their inefficacy can compromise the quality of what the public receives at the end. This article refers to them as ‘back-office’ operations because they represent those dimensions of the service delivery chain which the public often does not see much of (unless they would really want to), but which are key to shaping and sustaining the nature and extent of services the public eventually receives.

Thus, when there is a team of public servants working on procurement reform, some may still ask the question ‘shouldn’t they rather be focusing on Batho Pele?’. What this suggestion would be missing is that procurement is a critical back-office operation that can actually break or make service delivery.

• Secondly, there are efforts that seek to transform and improve the front-office operations of government. This is the actual interface between government and the public and in many ways represents how the public ‘experiences’ government. It entails the actual experience of members of the public when they interact with front-desks of government institutions, when they try to obtain social security grants, when they try to access health services at clinics and hospitals, when they interact with schools about their children’s education, when they seek to obtain birth certificates and identity documents, and when they approach the police to report crime.

If this interface conjures up images of frustration, very long queues, a myriad of forms to be completed, inconvenient distances to be traveled to access services, then the objectives of Batho Pele would have been compromised. Even if government’s back-office operations can be good, the real test of the success of the service delivery transformation process would be the efficacy of the front-office operations. Currently there are efforts to establish Multi-Purpose Community Centres where the public can access a variety of government services under one roof and within a convenient distance. These Centres represent a transformed interface between government and the public. By offering a ‘one-stop’ service to the public, the Centres help to save time and money for the service users, optimise the use of government’s infrastructure, and create opportunities for the integration of the services offered by the different departments.

Another example of transforming front-office operations of government is the introduction of mobile service delivery units. These units help to take services closer to communities, thus providing a ‘services-on-wheels’ facility. There are instances where social grants are being paid in this way, and where police services such reporting crime are taken closer to communities through mobile facilities instead of victims of crime having to travel to police stations.

There are many other such efforts. They do not always have to be major but their impact should not be underestimated. For example, proper signage in government buildings always comes in handy where there are multiple service counters and where the public should be saved the trouble of standing in one queue only to be told when they reach
the front that they should have been in another queue. In the same vein, having friendly front-line public servants who treat the public with respect helps to enhance the quality of this interface between government and the service users. One only has to look at the report of the Department of Social Development called Mothers and Fathers of the Nation: The Forgotten People - The Ministerial Report on Abuse, Neglect and Ill-treatment of Older Persons, to see how public servants (and communities) ill-treat the elderly, showing unparalleled disrespect. Friendly and helpful public servants are an important part of a transformed front-office of government.

• Thirdly, there are efforts that seek to improve internal communication. This involves efforts to promote communication within government about service delivery transformation, and about the critical role the public service plays in the lives of citizens. The purpose is to instill a greater sense of pride, patriotism and morale among public servants, and to build a culture of ‘client’ service among them. Giving attention to internal communication as part of the Batho Pele strategy helps to promote a sense of belonging, identity, oneness and common purpose within the public service. It promotes a commitment to serve with pride. Public service delivery depends on the work of the approximately 1.1 million nurses, teachers, police, social workers, etc employed by the public service and the many others employed by local government. Internal communication to these colleagues is very key to ensuring that they make Batho Pele a reality.

The service delivery transformation process that government has embarked on demands that there be on-going communication about the challenges that exist and about strategies to stay on course - to stay focused on the basic values and principles of the public service as contained in Chapter 10 of the Constitution, to stay focused on the principles of service delivery transformation contained in the Batho Pele White Paper, and to stay focused on the provisions of the Charter for the Public Service in Africa which South Africa, alongside other African countries, adopted in Namibia in 2001.

• Fourthly, there are efforts that focus on external communication. The purpose of such communication is to inform and build awareness among citizens as to their rights and reasonable expectations in service delivery. In addition, such communication would seek to inform the public about progress being made by government to transform service delivery and to mobilise the public to play their role in this process. Such a role would include reporting crime, paying for services and taking part in voluntary activities.

Such a partnership model with the public does not in any way suggest that government is abdicating its service delivery responsibilities. Rather, it is simple recognition that there is strength in collective action. As the State President said in his 2002 Freedom Day address, “we must continue to volunteer in large numbers to help the police to defeat criminals. We must refuse to buy stolen goods and expose and shame those who engage in these activities. We must report those in public life who use their position to steal money and resources that must help us to overcome poverty”.

Naturally, external communication is a two-way process - it is not only about government communicating information to the public, but it is about government listening to the public as well. The Batho Pele principle of consultation reminds us that the public should be given opportunities to convey their views on the existing services and on what improvements could be made. Government is obliged to listen and to use this information to inform further reviews, planning and implementation. One journalist observed the State President as he was listening to communities during a visit to the Free State and noted that “he [the State President] sat listening attentively to the people speaking, holding onto every word that was said and taking notes like a dedicated secretary or a reporter eager for a story” (City Press, April 28, 2002).

The above pillars represent a framework within which efforts to intensify the Batho Pele campaign can be structured. The framework becomes a useful tool to ensure that government does not focus on initiatives which address one dimension (e.g. external communication) whilst neglecting the others, because in so doing the potential impact of the Batho Pele campaign would be compromised. Improving back-office operations such as planning, performance management, monitoring, IT systems, financial controls, etc would in itself not be enough unless it is complemented by efforts that address the front-office as well as communication dimensions.

It however needs to be pointed out that some initiatives would be such that they address more than one of the four dimensions proposed above. For instance, where departments establish a Multi Purpose Community Centres, these would represent a restructured interface between government and the public (i.e. front-office operations). However, for this to happen there may have to be a reconfiguration of relationships, systems and protocols between the departments whose services are being offered at the Centre - thus calling for a re-engineering of back-office operations.

Therefore, in using the Batho Pele framework proposed in this article, it would be important to note that the purpose is not to arrive at a neat picture that puts the different efforts in fragmented boxes. Instead, the purpose is to provide a mirror through which to look at the nature and extent of our efforts to intensify the Batho Pele campaign. Through this mirror, departments can ensure that the proportion, momentum and levels of resourcing and prioritisation are carefully examined to so that such efforts would indeed help to accelerate service delivery.

**Conclusion**

The Batho Pele campaign is happening. It does need to be reinforced but it is happening. Some of the efforts may not be called Batho Pele - but they are part of it. Perhaps in the final analysis the issue is not so much the name that is given to each initiative. Rather the critical issue is an understanding that all these are part of a bigger movement for change - a movement to improve service delivery to the public.
In his State of the Nation address in February, President Thabo Mbeki called on members of the community to volunteer to government in its effort to provide services - a challenge which has been taken up with alacrity by different sectors of government. Government has made it its major responsibility to ensure that public servants are well equipped and resourceful enough to deal with challenges that may impede progress in service delivery, particularly in rural areas. Communities in rural areas form the focal point of most service delivery initiatives and the president has specifically identified them as most deserving of services. Programmes have been set in place for government officials, especially those who are based in predominantly rural provinces to meet regularly and exchange knowledge and experiences and thus empower each other. One such programme was held in Eastern Cape.

From Monday 15th to Friday 19th April 2002, the village of Ngqushwa in Eastern Cape played host to a large number of government officials and other sectors. A host of activities took place bringing together members of the community, public servants, the Minister of the Public Service and Administration, as well as important role-players in local government, the local counsellors and the Mayor and delegates from the central co-ordinating bargaining chamber. The main events were the Imbizo, the launch of the Eastern Cape Inter-provincial Support Programme (IPSP), the Human Resource Development (HRD) strategy, and the Eastern Cape Learning Network.

The launch of the IPSP and the Learning Network took place on the same day, virtually at the same time because the learning programme in the IPSP provinces, through setting up of learning networks, is within the IPSP intervention. The group had to split in two, one group going to the Inter-provincial support programme presentations and the other to a learning session on social development which was organised for the launch of the Eastern Cape Learning Network. The learning intervention of the IPSP is based on one premise, namely the acknowledgement that while service delivery in rural areas is generally riddled with major challenges, some provinces have managed to find diligent ways of breaking through such impasses. Thus these programmes provide an important opportunity to acknowledge and celebrate such diligent efforts while at the same time publicising them for other provinces to learn from them. Government employees in the IPSP group had an opportuni-
ty to learn from a presentation by officials from Limpopo how they grappled with their road maintenance projects, a priority in rural areas.

The maintenance of law and order was also tackled during the IPSP session, with the Limpopo outlining its mobile safety centres (which are dealt with in detail in this journal).

The other parallel session, the learning session, focussed to a large extent on social issues, that is, welfare and health. Delegates at the session listened to some interesting presentations on projects that are being carried out to deal with social ills within communities.

The Inanda case study outlined a collaborative model that is used in the preservation of families following the instabilities in the 90’s in KwaZulu-Natal. The crux of the model is on building up a culture of partnerships between the various structures within the society as well as government to create a supportive environment for children to grow up equipped with education, guidance and care.

The presentation on the Jagers Bosie project revolved around a destitute community in Western Cape, that rallied together, pulled together their meagre resources and with additional help from donors built a community centre, the Soeterus community centre. This is a multi-purpose facility with a kitchen, housing units and a trauma-unit for the senior citizens and the frail, a craft manufacturing place, vegetable gardens and a centre that is used by visiting government officials from home affairs, department of Labour, and others.

The third presentation, centred on a multi-purpose community centre in a community outside Grahamstown, the Failing-forward project, which highlighted the participatory and integrated development model. The project renders numerous services, among which are those for early childhood development, for the elderly, as well as mentally handicapped rehabilitation programmes and bursaries. Delegates learnt about the role of education and training in making projects sustainable and beneficial to the community.

The Themba Community Development Centre project in Eastern Cape, started as a poverty alleviation programme focusing on helping NGO’s with paper work around funding and contracts. However, the project had to change its focus to HIV/aids in response to the community’s plea and the high rate of infection.

Another important event that took place was the launch of the Human Resource Development (HRD) strategy. This strategy signals government’s commitment to human resource development. It is a departure from the past practice of adhoc and fragmented training that was neither linked to the departmental strategy nor supporting service delivery and transformation.

The strategy provides a coherent framework for skills development to promote service delivery transformation and career development. The main aim of the new strategy is to build the required new cadre of public servants with the requisite qualities.

The strategy will be implemented in partnership with key stakeholders such as the PSCBC (Public Service Co-ordinating Bargaining Chamber), SITA and the South African Management Development Institute (SAMDI).

The Imbizo was held on the last day. The Imbizo provided an important platform whereupon members of the community could speak directly to the Minister of Public Service and Administration and officials from their local government, to seek answers with regard to service provision in their areas.

To complement her plea for public servants to roll up their sleeves and work hard the Minister at some point decided to lead by example, taking her place amongst public servants and helping with paper work on social grants.

The turnaround was amazing, as she points out in her column in this journal.
Globalisation has meant that what one state does within its borders has a direct impact on political, economic and cultural processes in other parts of the globe. This, however, has resulted in the creation of a massive imbalance between various regions and peoples of the world, argues Khaya Ngema.

Globalisation has meant that what one state does within its borders has a direct impact on political, economic and cultural processes in other parts of the globe. States have unequal power and thus some leave larger “footprints” than others do.

It also means that what states do domestically may have a direct consequence internationally. Conversely it also implies that international events tend to have an effect on domestic policy.

This is generally seen as reducing the sovereignty of states, particularly those in the developing world and increasing the power of international financial, commercial and communications organisations.

These factors have the following consequences for the state as an institution, especially in developing countries:

- **Power relations**: The sovereignty of the state in the developing world now appears to operate within the constraints of anticipated reactions of important global players. These players include financial and commercial entities, media and international multilateral organisations, multinationals and powerful individual states, for example the United States. This interaction was less visible because of the dynamics of the Cold War, but the collapse of the second world have made these relationships more visible.

Globalisation has been hailed by some as enabling the standardisation of “common values” of democratisation, human rights etc. This, however, appears to be an over-generous interpretation.

The reality is that there is a massive imbalance between various regions and...
peoples of the world. This is usually articulated as the divide between the rich “North” and the poor “South”. “Global opinion” tends to be cumulated views of “Northern” economic, political and technological power.

Due to their power, Northern players tend also to control the process of generating and disseminating knowledge and information. They thus control what gets considered as “appropriate” and “reasonable” in various spheres of life and economy.

If one assumes that globalisation will result in greater democratisation and prosperity for all, one would have to assume that those who control the key levers of power will act in the interest of humanity as a whole rather than to maximise their narrow interests.

Unfortunately “domination” of the poor “South” by the rich “North” is the context that many developing countries have to contend with. This is especially the case for African states, which also grapple with various forms of “Afropessimism”.

**Institutional capacity and the role of the state**

States in developing countries have as their primary function the promotion of development and social progress in their respective countries and regions, hence the general characterisation of them as development states.

These states tend to play a wider role in the economic, social and cultural lives of their countries. In the current period we have tended to deal with views that seek to prescribe one form and role for the state, as if the state could play a uniform role in every country irrespective of contextual and historical challenges.

The people who hold these views have a disproportionate influence on international, financial, political and commercial institutions.

As a result we have seen instances when many states in developing countries have been forced to assume the shape and the role that is currently in fashion in the Northern countries.

This is possible because the Northern countries tend to control the processes and institutions that manage the flow of resources and ideas. They have the power to channel resources behind some models and deny them to others.

They have the power to validate and legitimise certain models and approaches and de-legitimise the rest. This has had the effect of limiting debate and knowledge formation within a narrow “straightjacket” of what has been prescribed as valid and legitimate. This “straightjacket” has a stifling effect on creativity, adaptability and knowledge formation.

International experience has shown that there is no one answer to what the form and role of the state should be in the current situation.

It is important that each society identifies its fundamental developmental and governance priorities and puts in place a state which allows and enables them to achieve their objectives. This does not mean neglect of international experience and global processes, but rather an understanding and analysis of local and international experience with a view to evolving appropriate models for the country.

The current conjuncture requires greater integration of economic, social and strategic (security and diplomatic) policies, given that development in one area of work can result in direct and immediate consequences for other areas of work. Linked to this is greater integration between domestic and international policies, given also the increased inter-penetration between the two spheres.

This requires that all components of the state be more globally aware and multi-disciplinary in their analysis and strategies. It also requires greater coordination within the individual states, so they can position themselves in a coherent and consistent manner in their interaction with other global players.

There is a need to define the role and functions of the state in relation to a realistic assessment of the institutional and resource capabilities.

This does not mean that one should resort to a static and reductionist role whenever there is a problem of capacity. Rather that a realistic assessment of institutional and resource capabilities must always inform the evolving vision and discourse on the form and role of the state in a given context.

If we liberate these discourses from narrow straightjackets, greater creativity and adaptation will result. This also requires that we relate our capacity building initiatives to the envisaged result so that public services develop the skills they need to execute the priorities of their countries given their circumstances and aspirations.

Developing countries must also develop knowledge formation capabilities, so that they can be active players in developing models that are appropriate for their countries and regions and that are more in keeping with their aspirations.

This requires that resources be allocated for this and that we harness the potential of information and communication technologies to give greater access to global knowledge and debates.

**Conclusion**

The key question is: Should we be supporting stronger and more effective states in a globalised world? We believe that stronger and more effective states should be supported now more than ever.

More often than not, the state in a developing country is the institution capable of bargaining with global actors and processes on a scale and level that is required. This should not be to the exclusion of other players and skills, but the state is certainly a central player.

We also believe that the state is one of very few large institutions that have the potential for democratic and equitable access by the greater majority of the population.

While acknowledging that there has been much pathology in the way some states have been run, the potential of the state to enable democratic participation and equity should not be underplayed.

On the other hand states weaken themselves when they fail to harness the energies, skills and resources of players outside the state.

Patriotism is never the exclusive domain of actors within the state, and governments should promote and harness broader participation in support of development and good governance.

Khaya Ngema is Executive Manager at the DPSA
The Public Service Commission is constitutionally mandated to promote professional ethics and sound human resource management practices in the public service and to monitor and evaluate public service performance.

It aims to undertake this by promoting the methods associated with monitoring and evaluation, as well as undertaking M&E activities and projects itself. During its years of operation, the PSC has noted that performance monitoring and evaluation is an under-developed area of public management and that it can add a lot value to the process of building capacity and institutional development. In this way it is an important part of public sector transformation.

Introduction to monitoring and evaluation

Monitoring and evaluation is a key part of management that needs to be understood as part of a broader, integrated process.

What needs to be fully understood is its relation to all the other elements of management in a particular public service system, so that it can be seen as a support function that enables managers to better facilitate the work of the people reporting to them.

Monitoring and evaluation essentially involves two distinct processes: the first involving the identification of ways of keeping track of how delivery (or business) is going on a regular and consistent basis, so that minor adjustments can be made based on an analysis of where problems are arising.

Evaluation should be a more reflective exercise that allows participants the opportunity to sit back and consider whether they are achieving their intended results and their overall strategy is right in relation to the problems they wish to address.

Monitoring and evaluation in public service departments is often neglected, and if it is addressed is often treated as a separate and distinct activity, instead of being an integrated set of management practices that are useful to managers and staff.

At its worst, monitoring and evaluation is often seen as a stick with which to identify and punish poor performance. This causes resentment and discourages reflection and improvement. It also leads to resistance to being monitored.

The best way to avoid the negative aspects of monitoring and evaluation, while ensuring that people support the systems and procedures involved is to get them to participate in the design and development of M&E systems.

Another way is to promote monitor-
ing and evaluation as an integral part of good management practice. The PSC sees monitoring and evaluation as a useful set of sound management practices that can be used to support public service transformation.

**The role of planning**

When one considers how public service departments are performing, one needs to ask the question: "what was intended? Why were the processes that need to be assessed undertaken in the first place?

These questions are answered by referring to departmental plans: strategic; business and project plans and by analysing the budgets approved by Parliament for programme implementation.

If these plans are well thought through and carefully constructed, they will clearly state why certain activities are to be financed out of taxpayers' money. It should be clear to us what problems are being addressed, what the strategic objectives of our programmes are and what their intended results are.

In this way activities become clearly tied to strategy, rather than simply being things officials do in order to try and use up their time productively. It is important that plans are referred back and revised as the situation changes. This makes them useful and relevant.

**Performance indicators**

One of the most important conceptual tools used in monitoring and evaluation is the idea of performance indicators. Performance indicators tell us what we can be judged on. They answer the question: "what can I look at to tell me if I am performing well?"

For example, if a government programme is addressing a particular social problem such as crime, there are various ways of considering how to assess its performance.

Input indicators will tell us how many resources are being poured into addressing the problem. Throughput indicators will tell us how many items pass through the management systems – in this case the number of cases processed by the whole criminal justice system. Output indicators will tell us how many of the intended result units are delivered. There are other kinds of indicators including output indicators that reflect on a bigger picture.

An important skill in good monitoring and evaluation is to choose the right performance indicators. There is a saying that what gets measured gets done. This means that if we cleverly identify what parts of our programme we will measure we can ensure that the most important things get prioritised.

Balanced scorecards have become popular ways of considering performance. A balanced scorecard identifies different ways of looking at things, consciously promoting the use of different perspectives so that more than one viewpoint is drawn upon. For example, a delivery or results oriented perspective can be complemented by also looking at what has been achieved from the financial, environmental or even gender perspectives, depending on what issue is being addressed.

Of particular importance in building open and responsive public sector organisations is to look at issues from a learning perspective and from the perspective of end-users (or "clients"). Participatory research techniques can be very useful in this regard.

The PSC uses the values prescribed in Section 195 (1) of the Constitution as the basis for determining performance indicators to assess the public service. These principles argue inter alia that the public service should be efficient and effective, promote development oriented service delivery, be responsive to people's needs and should apply good human resource management and career development practices.

**Helping with service delivery improvement**

M&E practices can provide a valuable set of tools to public sector managers. They can help with service delivery improvement by providing accurate information on the work that officials are doing and the results they are achieving.

Monitoring and evaluation should be understood as a way of managing that makes it clear to all stakeholders why certain activities are undertaken and that clearly draws the links between the various levels of intervention in a simple and clear way.

M&E should also make it possible to assess the cost of things and to compare these against the benefits that are achieved. This allows budgeting to happen more easily.

Another important component of M&E is to gather information that allows public officials to compare their own performance against those of other countries using internationally agreed-upon benchmarks.

One of South Africa's biggest challenges is to do more with less: by integrating monitoring and evaluation into standard management practices, public officials will be better placed to use limited national resources as effectively as possible and to contribute to national growth and development.
The common theme emerging from government reform initiatives is a public service that is responsive to government policy objectives, strives for best practice management, focuses delivery on value for money and is committed to delivering quality services to the public.

One of the Gauteng Provincial Government’s (GPG) initiatives to achieve these challenges was a cabinet decision to implement a Shared Services Centre.

The Gauteng Shared Service Centre (GSSC) is an exciting and innovative new development, representing the GPG’s vision of having a “world class support service” driven by efficiency and a focus on quality service delivery. The GSSC will consolidate internal support services from the 11 GPG Departments in the areas of Finance, Human Resources, Procurement and Technology Support Services.

Internal Audit is also part of the GSSC by virtue of the Public Finance Management Act (PFMA).

The GSSC will consolidate these services into a single organisational unit, which in turn, will treat the provision of these services to other Departments as its core business. Globally, shared services are a proven solution for today’s leading organisations.

The implementation of the GSSC is a long-term journey. The GPG plans for a three-year timeframe (May 2000 - May 2003) for the full implementation of the GSSC, a time frame that is consistent with other major shared services projects around the world. Currently the GSSC is being operationalised, and once it is operational, it will be one of the first public sector SSC in the world. The overall Operating Model of the GSSC has been approved and major parts of it should be operational in the coming financial year.

The GSSC will have major benefits to the GPG, namely:

1. It will harness the GPG collective “buying power” to reduce the cost of procuring goods and services. For example, the provincial government currently spends about R4 billion per annum procuring goods and services. By improving and managing the GPG procurement process and contract, the GSSC will secure a 2.5% saving (modest by world standards) on procurement alone, the province will realise a R100 million saving annually. This saving will be available to improve service delivery in other areas of government in pursuit of a better life for all the citizens of Gauteng.

2. The GSSC is designed on customer-focused principles. Unlike corporate services or a centralised model where the corporate function determines the nature and level of services to be provided, the GSSC will be managed through formal agreements, which will clearly set out the relationship between the client Department and the GSSC as the service provider. Departments will enter into Service Level Agreements (SLAs) with the GSSC.

These agreements will outline the responsibilities of the respective parties as well as their deliverables and per-
performance standards. Every element of the service provided will be tracked and detailed service levels will be specified, making it easier for Departments, or individual entities such as hospitals operating within those Departments, to monitor the service received. It also makes it simpler for the GSSC to determine where problems exist and how to correct them. This will ensure that the GSSC is able to deliver the appropriate type and level of service to its customers (GPG Departments).

3. At present, each GPG Department has its own computer hardware and software, which requires varied maintenance programmes. The GSSC will introduce a standard support infrastructure to reduce the overall technology budget and to improve its support service.

4. The GSSC will change the role of provincial departments. As they no longer have to manage day-to-day administrative functions, departments will be free to focus on core business aimed at making Gauteng Africa’s “power house”. The Department of Education will be able to focus on improving schools and further develop teachers instead of focusing on Finance, Procurement, Human Resources and Information Technology administration issues.

5. Standardised processes will improve the flow of information to assist the provincial government in decision-making.

6. The consolidation of functional expertise from the 11 GPG Departments into the GSSC will result in centres of excellence for services across the GPG. These Centres will deliver high quality services to the Departments. They will encompass highly specialised functional areas such as Labour Relations, Organisational Development, Computer Auditing, Information Technology and Training. Employees finding themselves within these units will act as internal consultants to the GPG Departments. Their primary objective will be knowledge sharing and delivery of uniform, high quality services. Over the years it has been very difficult for the GPG to attract and retain highly skilled staff as support functions were often neglected.

7. The concentration of support services into a single unit will lead to the improved utilisation of the government’s assets and resources. Redundant facilities and duplicate infrastructures will also be eliminated.

8. The GSSC will offer its employees opportunities for professional growth and skills development, as their career paths will be integral to its core business.

In the areas that are within the scope of the GSSC, such as procurement, human resources, financial administration and technology support services, there will be key projects that the GSSC will be rolling out in this financial year (2001/2):

**E-procurement pilot**

Electronic government is high on the agenda of the GPG. The GSSC will pilot an e-procurement system, which will provide a solution to some of the major operational problems facing the GPG, while simultaneously providing cost reductions and improving service delivery and focusing on the development of Small Medium Enterprises (SMEs). The benefits coming from e-procurement will allow the GPG to optimise processes, enhance human capital, harness technology, reduce paperwork and streamline the purchase and administrative procedures.

The GSSC will implement a Strategic Sourcing System that will develop strategies for various commodities, negotiate reasonable prices and also identify commodity areas that lend themselves to SME/HDI development. This will substantially re-focus the GPG’s strategy on SMEs from not only providing SME training and support, to creating business opportunities through procurement. The GSSC will accredit and vet SMEs supplier, create a database of pre-approved SMEs in targeted commodity sectors and expose them to other business opportunities through its procurement processes. The ultimate goal is to invest a greater portion of GPG spend into sustainable SME/HDI organisations.

**Call centre**

The GSSC will implement a call centre that will provide a single point of contact with consistent standards of services for the almost 120 000 employees within GPG as well as suppliers. This will resolve any queries regarding support services and issues in the shortest possible time, thereby improving the overall provision of human resource support services to employees.

**HR self-service pilot**

An HR self-service pilot will be implemented later this year. It will aim at enabling GPG employees to perform and access certain administrative services for themselves rather than requiring a departmental HR unit to do it for them. This will provide greater autonomy for employees and greater savings on administrative costs, as well as ensuring that GPG will gain access to information.

**E-Recruitment system**

A recruitment and selection support system will enable the GPG to streamline its recruitment processes through centralisation and avoiding duplication of effort across departments. A more efficient recruitment process will result in substantial savings for the province in reducing the costs and time of appointing new employees.

GSSC at a glance

- The GSSC involves bringing together GPG support functions (Human Resources, Finance, Procurement and Technology Support Services) that are frequently duplicated across the 11 GPG Departments, in order to provide these services at a better quality and more efficiently
- The GSSC will free-up Departments to spend more time performing higher-value-adding tasks.
- The GSSC focus is on providing customer satisfaction using the benefits of centralisation such as economies of scale, standardisation and the provision of a single technological base for improved service delivery
- The GSSC will operate as a separate Department based at an independent location – under the leadership of a senior executive.
In July 1999, Cabinet decided that one of its key priorities was the acceleration of the transformation of the Public Service. Particular importance was placed on accelerating service delivery to communities, especially those in the rural areas, where there has always been a dire need for essential quality services.

Transforming the public service requires a total reengineering of the entire system of service delivery through the introduction of more innovative strategies.

Service Delivery Innovation can be defined as an optimum mix of flexible service delivery mechanisms and tools that can be strategically utilised to achieve Government’s service delivery objectives either by Government (different spheres) or in collaboration with other sectors such as the private sector or the voluntary sector (NGO).

Service delivery innovation focuses on the best way to deliver services and products. It is aimed at creating a more accessible, responsive, customer-oriented and affordable service delivery environment. Its application also includes the improvement of the traditional service delivery mechanisms.

In the South African police services, the recent developments in the socio-political dynamics of the society clearly spelled out the need for a new vision — a vision of creating a safe and secure environment for all people in South Africa as spelled out in the Constitution.

As a result, many innovative changes are emerging within the South African Police Service to enable them to improve the quality of service offered: i.e. combating crime and meeting the policy vision of the Ministry of Safety and Security.

The Limpopo is one good example where Mobile Community Service Centres were introduced in order to make services accessible to all the people by bringing them closer to them. This paper presents a case study based on one of the Service Centres.

Case study-Introduction of Mobile Community Service Centres-Northern Province

Background and problem statement

The Limpopo is 89% rural and 11% urban with a population of 5,000,000 people. Northern province has an unemployment rate of 46% and it is one of the poorest provinces in South Africa.

Crime statistics in the province reveal that 53% committed are social crimes (rape, attempted rape, assault-common and serious), most of which are committed on women and children in rural areas. Property crimes (theft of motor
vehicle, theft out of motor vehicle, housebreaking - residential and business and robbery-common), account for 40% of the total crimes committed while the remaining 7% is made up of serious crimes such as hijacking, armed robbery, murder and attempted murder.

The main challenge was how to deal with crimes against women and children in rural areas where little or no policing is taking place. This is further fuelled by general lack of confidence among communities and farmers working in these areas in the ability and the commitment of the police to deal with crimes in rural areas, particularly crimes against women and children.

The general weaknesses of policing in the Limpopo are compounded in the deep rural environment by the geographic isolation and inaccessible topography of many of these areas, a lack of infrastructure and the resources and capacity constraints of the police and those whom they are meant to serve.

Consistent visible policing, a common strategy for deterring particular crimes in rural environment is impossible for all practical purposes. The limited police presence in the rural areas and infrastructural constraints mean that most interaction between the Police and those they serve occurs at the police station when police assistance in sought.

Policing is therefore almost wholly reactive, but its effectiveness is severely limited by the ability of the police to respond adequately, and especially, by the lack of communication and feedback from the police.

Because of this, police resort to practical prioritisation thus responding to more serious crimes quicker while those that are deemed less serious are deferred. Also, because of vast distances many crimes are left unreported while in certain instances police cannot reach a village because of the terrain.

To add to all these, the SA Police Service has also been experiencing budget cutbacks, as a result building new stations and recruiting members was not possible. The challenge was to address the needs of the rural communities with a limited budget.

Because of some of these factors, service delivery as envisaged by the Batho Pele paper and the draft white paper on efficiency and service delivery cannot take place in the rural areas.

**The Mobile Community Service Centres**

From this host of problems and that there were very few (26%) police stations in rural areas, the head of strategic management of the Province, Director Wahab, realised that traditional policing methods applied in urbanised areas would not work in rural areas because of unemployment and poverty.

This led to the establishment of the Rural Mobile Community Safety Centre. This is a police station on wheels. The Rural Mobile Community Safety Centre offers a long term realistic programme intended to improve the quality of contact and thereby providing reassurance through a more visible and accessible police presence within rural communities. The strategy aims to:

- reduce crime and disorder within rural communities;
- restore the communities contact with and faith in their local Police.

The Rural Mobile Community Safety Centre provides a visible policing service to the most isolated and remote villages within the Northern Province. Officers providing the Mobile Services visit villages on a pre-arranged schedule to attend to residents’ problems while at the same time providing additional services such as crime prevention, victim empowerment, registering of case docket in rape cases and making arrest for social crimes and other crimes.

Two vehicles are utilised, one a Canter with a modified canopy built like a small Police Station and the other, a four-wheel drive with a modified canopy, would be used as a holding cell following the modification of the passenger seat.

The use of the Rural Mobile Community Safety Centre will take policing to the people who live in remote villages. This will hopefully enhance service delivery and restore faith in the ability of the Government to reach out to the most marginalised communities by providing Police services where it is needed most.

**The problem /deficiency**

This project will restore hope in the rural communities that the Government is reaching out to them. Having confidence in the government’s performance would enable them to form partnership with the police service in fighting crime.

**Performance - Mobile Community Service Centre: SAPS Lebowakgomo - central Area (one vehicle)**

The Mobile Community Safety Centre serves five tribal offices namely:

- Ga-Maja and surrounding villages with a population density of 8,000 people.
- Ga-Chuene and surrounding villages serving about 9,000 people.
- Ga-Mphahlele and surrounding villages with 20,000 people.
- Ga-Seloane and surrounding villages serving 6,000 people; and
- Ga-Ledwaba and surrounding villages with a population size of 2,000 people.

**Names of chiefs visited by the Mobile Community Service Centre**

The following chiefs and their Headmen were visited continuously as per the visit programme.

Chief Ramovha and his headmen as per Mulenzhe subareas, namely:

- Headman Nethisitungwane TP for Tambaulate Subarea;
- Headman Ramabulana TC for Vhulatathevhe Subarea;
- Headman Mobe TP for Mutshauda Subarea;
- Headman Muavha FK for Tsitshopeni Subarea;
- Headman Booi J for Tovhowani Subarea;
- Headman Booi SD for Khakanwa Subarea;
- Headman Mlbubana MP for Tshitomboni Subarea;
- Headman Marandel J for Makovhwa Subarea;
- Headman Munyai MD for Rotovhowa Subarea;
- Headman Mathivha SM for Bloemhof Subarea

Chief Makhuvha of Muraga Community
**Mobile Community Service Centre Performance**

<table>
<thead>
<tr>
<th>Date</th>
<th>Place</th>
<th>How many people attended</th>
<th>Average estimation of the population</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001-11-14</td>
<td>Rutseng, Ga-Nkoane &amp; Ga-Moraba</td>
<td>About 500 community members flocked to the mobile bus</td>
<td>An estimation of about + 20,000 in these combined villages</td>
</tr>
<tr>
<td>2001-11-15</td>
<td>Lepelle &amp; Tswenyane</td>
<td>+ 200 who appreciate the presence of the bus and at Lepelle the head man, Kobeng, complains of the crocodiles that is killing their livestock</td>
<td>An estimation of +5,000 resides in the two villages</td>
</tr>
<tr>
<td>2001-11-16</td>
<td>Malgalane, Mokapung &amp; Go-Sepeke</td>
<td>+ 300 people and their identity documents were certified</td>
<td>+7,000 people are living in this villages</td>
</tr>
<tr>
<td>2001-11-19</td>
<td>Kgautswana, Malgepa &amp; Makgwareng</td>
<td>About 700 residents came to the mobile bus and the purpose of the bus was explained to them. Documents were also certified</td>
<td>An estimation of about 50,000 in this three villages (community)</td>
</tr>
<tr>
<td>2001-11-20</td>
<td>Labelelo, Ga-Moloi &amp; Paeng</td>
<td>About 2,000 pensioners, as it was payday. They appreciate the Police presence and their mobile bus</td>
<td>An estimated population of about 50,000</td>
</tr>
<tr>
<td>2001-11-21</td>
<td>Molutung &amp; Mapareng</td>
<td>200 residents flocked to the bus</td>
<td>A population of about 3,000</td>
</tr>
<tr>
<td>2001-11-22</td>
<td>Phiring &amp; Malaeneng</td>
<td>300 people visited the bus</td>
<td>A population of about 70,000</td>
</tr>
<tr>
<td>2001-11-23</td>
<td>Retseng, Ga-Nkoane &amp; Gomoraba</td>
<td>700 people visited the bus</td>
<td>A population of about 20,000</td>
</tr>
<tr>
<td>2001-11-26</td>
<td>Lepelle &amp; Tswenyane</td>
<td>250 people visited the bus</td>
<td>Estimated population of about 5,000</td>
</tr>
<tr>
<td>2001-11-27</td>
<td>Malgalane, Mokapung &amp; Go-Sepeke</td>
<td>300 people visited the bus</td>
<td>Estimated population of about 10,000</td>
</tr>
<tr>
<td>2001-11-28</td>
<td>Kgautswane Centre, Malgopa &amp; Makgwareng</td>
<td>2,000 people visited the bus</td>
<td>Estimated population of about 60,000</td>
</tr>
<tr>
<td>2001-11-29</td>
<td>Labelelo, Ga-Moloi &amp; Paeng</td>
<td>200 people visited the bus</td>
<td>Estimated population of about 30,000</td>
</tr>
<tr>
<td>2001-11-30</td>
<td>Molutung &amp; Mapareng</td>
<td>100 people visited the bus</td>
<td>Estimated population of about 15,000</td>
</tr>
</tbody>
</table>

**Achievements**

- The drivers' performance is rated as above average since they have already received commendations from various sectors and dignitaries such as Minister Tshwete.
- They quoted several incidents from which they had wonderful breakthroughs on illegal activities.
- The existence of the Mobile Community Service Centre is recognised, not only by the communities within their programme, but also by the other community members from neighbouring villages who would like to receive such services.
- The Chiefs are said to be so excited about the service that when it comes to releasing the Mobile Community Service Centre to the next village when the period scheduled for the particular villages comes to an end that they always put requests for extension.
- According to the drivers a large proportion of cases are always registered in villages such as Khubvi, Makonde and Mulenzhe whereas at other points such as Makwarani Central Point very few cases are registered, except for those that are solved immediately. The Chief who is a lady there appreciates their presence because she feels more safe and protected when the station is in her village.
- The Chiefs keep visit registers themselves and the drivers sign them on their daily visit.
- The Mobile Community Service Centre is taken to the community at 08:00 in the morning and withdrawn at 15:00 in the afternoon daily.

**Population receiving service**

There are approximately two to three thousand community members (all villages inclusive) who receive services from the Mobile Community Service Centre.
Comments by the community members

The Mulenzhe community was visited on 19 February 2002 at about 17:30 with a view to ascertain the importance and the feeling they have about the Mobile Community Service Centre and to establish the impact it has on them.

Seven community members from Dididi in Mulenzhe were interviewed. They made it clear that the existence of the Mobile station in their area is more that welcome since the type of service offered from the particular Community Service Centre was long awaited.

They suggested that it would be good to review the project in a way that the service remains permanent in the areas because they wait too long before the circle repeats itself during which time they are compelled to travel to Thohoyandou SAPS to seek help.

They also commented the members giving the services for their commitment and willingness in assisting the community on everything, which concerns their safety.

Conclusion

Improving service delivery also calls for a shift from inward-looking, bureaucratic systems, processes and attitudes, and a search for new ways of working which put the needs of the public first, is better, faster and more responsive to the citizen’s needs. It also means a complete change in the way that services are delivered. The objectives of service delivery therefore include welfare, equity and efficiency.

The introduction of a service delivery improvement programme cannot be achieved in isolation. It should form part of a fundamental shift of culture whereby public servants see themselves first and foremost as servants of the citizens of South Africa. Public service should be managed with service to the public as its primary goal.

The Mobile Community Service Centre answers the above challenge and it is evident by the reception of the communities that service delivery is truly enhanced.
Restructuring is high on the agenda of public service reform. This case study points to the lessons learnt and the pitfalls that need to be avoided in restructuring projects as we approach the end of the 2nd legislative term of government. We believe the associated risks are as valid today, as they were in 1999. The case study uses Mpumalanga Province as an example for a strategic restructuring process, and is not meant to offend stakeholders involved in the process or to score points. We wish to highlight lessons learnt for national and provincial governments as well as donor agencies.

Background

The 1994 elections saw the birth of the Mpumalanga Provincial Government (originally Eastern Transvaal) through the amalgamation of the former self-governing territories of Kangwane and KwaNdebele and sections of the Transvaal, Bophuthatswana and Lebowa administrations. At a political level, the Premier was initially at the helm of a government of provincial unity, with Members of the Executive (MECs) from the majority African National Congress (ANC) and the erstwhile National Party. The latter pulled out of the provincial government to take up a position as the official opposition in the Mpumalanga Provincial Legislature in 1997.

The “new” provincial government’s administration was created through the absorption of the majority of the officials from all the former administrations and the appointment of a new cadre of public servants mainly from outside, and in some instances from within, the public service. Most of these appointments were at the management level. For many of the new entrants, this was their first opportunity to contribute to the reconstruction, development and transformation of South Africa, through the public service.

Context for transformation at provincial level

In line with the Constitutional mandates of the interim Constitution, the SA government had adopted a number of key policies that focused on transformation at societal level and specifically on the transformation of the public service. Key to the latter process was the White Paper on Public Service Transformation.

The Provincial Executive considered the transformation objectives and decided on the following three priority areas to drive the transformation process in Mpumalanga:
Case Study

- Rationalisation and Restructuring (incl. Institutional Building)
- Democartisation of the workplace
- Transforming Service Delivery (Batho Pele) It was envisaged that the remainder of the objectives would be achieved through a holistic and concerted focus on these three strategic priorities.

German Technical Co-operation (GTZ) was requested to assist in the further development and implementation of the three strategic priorities of the Province. GTZ had been supporting the Mpumalanga Province from May 1996 on as part of the Provincial Administration Programme on a number of Numerous initiatives were embarked upon to achieve these priorities.

The focus on the democratisation of the workplace saw the development of Departmental Transformation Units. Simultaneously, the focus on transforming service delivery saw sustained programmes on Batho Pele, including the development and launching of service standards.

To meet the objective on ‘restructuring and right-sizing’ and ‘institutional building’, the provincial cabinet decided to embark on a “Technical Organisational Evaluation”. It was further believed that the timing of the organisational evaluation initiative was ideal, as the results and options could be considered for implementation, dependent on the outcome of the 1999 general elections. As will be illustrated later, this assumption turned out to be the single biggest risk in the whole process.

Restructuring challenges and opportunities

There were many challenges facing the province:

The provincial structure at a macro level had moved from 12 MECs in 1994 to 10 in 1998. Up to this date, the structural decisions on the number and nature of departments were a mechanistic allocation of new provincial functions and tasks rather than being needs driven or underpinned by new public management approaches or innovation. Changes at national level prompted parallel reactive decisions at a provincial level. E.g. closure of the Reconstruction and Development Office in the Presidency. This led to further disintegration instead of optimising the organisational choices for improved service delivery. Rather than embark on piece-meal initiatives that focused on individual departments, it was deemed necessary to have a systematic approach to restructuring that was driven by the service delivery imperatives. One saw in this decision the holistic approach to provincial transformation. Another imperative driving the process forward was the urgent need to improve on the efficiency and effectiveness of provincial government.

The departments had reached a stage where staff were in a comfort zone doing what they thought was necessary with insufficient focus on what was important and mandatory. As a result of this, there was ineffectual innovation in service delivery and/or the quality of internal processes. The rapid policy changes at a national level also led to departments falling behind on their service delivery mandates. In some cases, the new mandates had been allocated to MECs and departments without any significant review. The evaluation lent itself to the possibility of further improving the departmental and provincial synergy. The commitment of the leadership to improving the efficiency and effectiveness of the provincial government strengthened the support for the “Technical Organisational Evaluation” process as a key transformation project.

The Provincial Cabinet also sought, through the organisation evaluation initiative, to bring about innovation in the design of the macro and departmental structure of the province. The clients and recipients of services were to form the basis for any restructuring proposal. The focus moved away from “who” provided the service to “what” services are needed and by “whom”. This objective led to a specific focus on the services delivered by departments and categorisation into Core, Non-core, strategic, client and support functions with a clearer definition of beneficiaries.

This formed the basis of the Phase 1 methodology and is also based on international best practice. (See Table / Box ??)

The planned national and provincial election for 1999 was also seen as an opportunity. It was envisaged that the outcome of the review lent itself for implementation at the beginning of the 2nd legislative term. The Constitutional prerogative of the Premier could be best implemented under conditions where there were limited vested interests with regard to portfolio and function allocation.

This was however, premised on the assumption that the then existing political role-players would be the leading protagonists to drive transformation and restructuring at provincial level through the Provincial Cabinet.

All of the above was supported by enabling legislation in the form of the Public Service Laws Amendment Acts, new Public Service Regulations and the Public Finance Management Act. This legislation encouraged decentralisation and supported the principle of subsidiarity from a public service management perspective. The decentralisation of key Human Resource functions was on the agenda and it would have fitted into the overall restructuring and realignment of provincial government.

All of the above would have allowed for a flexible approach that informed the organisational options. The options were based on international and national best practice.

Process, methodology and project management

3.1 Process

The sensitivities to restructuring and right-sizing resulted in rumours being spread that over-exaggerated the extent and outcomes of the evaluation (e.g. mass retrenchments).

It was therefore critical to embark on a sustained communication campaign and an iterative process to validate and verify the (interim) findings, final proposals and to involve as intensively as possible all stakeholders. The scope of the evaluation made the actual project design and management a critical success factor.

Therefore the process of the overall evaluation was designed in two Phases. Phase 1 the case for change was
Phase 1 was concluded by an agreement of Cabinet and Heads of Department on the case for change in March 1999.

Phase 2, Envisioning was designed to propose alternatives for the organizational structure for a Provincial Government at a macro level (the top two or three levels of management). It addressed the identified problems of Phase 1 and, made proposals to implement the New Public Management Framework in order to prepare the Province for the future requirements. The product of Phase 2 was a holistic report comprising 4 macro options for the MPU Provincial government - each taking into account the consequences for 10 provincial departments. The Provincial Cabinet again endorsed the end product in May 2000 - one month before the elections.

3.2 Methodology

The evaluation covered all services and functions of the 10 Provincial Government departments down to the sub-directorate level. However, within the Department of Health and Education the scope was limited to the support provided to the schools and hospitals and excluded the operations of their respective institutions.

Interviews were held with post-holders to obtain first hand information about their roles, responsibilities and methods of operation as well as the challenges resulting in particular from the existing structural arrangements. This was complimented by the high level individual interviews with MEC’s and “Group System workshops” conducted with MECs and Head of Departments to gain their views on the above-mentioned issues as well as the overall operations of the Province.

Additionally, each Department provided comprehensive documentation regarding their mandates, strategic objectives, policies, business plans, approved structures and staffing establishments, actual staff in posts, associated costs and data about the nature and extent of the activities involved. Interim presentations were made regularly to Heads of Department, Cabinet Committee on Development and Transformation, the Premier and the Provincial Bargaining Council.

Phase 1 and 2 were underpinned by intensive internal discussions within the GTZ consultancy team and the project steering committee applying organisa-
tional development and business reengineering tools. However, all information gathered was not validated or independently audited.

3.3 Project management
The Provincial Cabinet, chaired by the Premier, was the champion of the technical organisation evaluation and was involved from the approval of the Terms of Reference to determine the scope of the strategic project to the endorsement and acceptance of the final report. It was supported by:

- the Cabinet Committee on Development and Transformation – to provide strategic political direction
- the project steering committee – to facilitate the process between the political, administrative level in the province and the GTZ consultant group
- the project management committee – to monitor on the operational level the progress of the strategic project and to ensure smooth progress; and
- the GTZ consultant group (GTZ advisors, PriceWaterhouseCoopers and Simeca Management Consulting) which was assigned to the process.

Outcomes

The final report accepted by the province offered FOUR options for the macro structure of the provincial government. The range of the options was from the conservative to new and radical portfolio options. In all instances, a holistic approach was recommended with clearly identified roles, responsibilities.

It also reformulated and confirmed the core-functions for the relevant internal and external beneficiaries. This included a radical departure from the traditional work-study methodology that provinces had been using to date, and offered critical qualitative choices regarding the strategic roles and operational roles of provincial government.

In all instances, the implications of the new public management framework were considered and addressed. Theoretically, the province was ready for an injection of innovation that optimised the portfolio and function allocations. Some departments attempted to rectify the shortfalls identified that focused mainly on the operational issues. However, a number of significant events led to the majority of the findings not being implemented.

Due to external political dynamics, the then incumbent premier was not nominated to head the new provincial government. This led to substantial changes at the political level. Many of the newly appointed MECs were not in the Provincial Cabinet previously and therefore were not involved in the evaluation process. Hence there was insufficient buy-in for the outcomes and options proposed and the overall process. Notwithstanding the merits / demerits of the findings, the new cabinet (from the same ruling party) did not give the entire envisioning report priority on the post-election political agenda. Changes at the political level, also led to substantial changes at the head of Department and senior management level. Consequently, the corporate memory of the administration was lost regarding the evaluation. GTZ through the Provincial Administration Programme met some of the new incumbents and re-presented some of the findings that remained valid well into the 2nd legislative term.

Lessons learnt, risks and challenges

Lesson 1: Need for stability to change
Restructuring is high on the agenda within the transformation process of government. For restructuring on a macro level in provinces, but also within national departments, to be successful the challenge is the timing and sequencing with other strategic projects and integration in the overall (political) reform processes. But when is the timing right? The answer might be closer to the elections. But learning from the last election period the level of instability on senior management level within the public service, and more so at the political level, is quite high.

On the other hand the probability for decisions on restructuring provincial portfolios is equally high to at the start of a new legislative term to be prepared for future requirements. These two provisos for successful restructuring seem to contradict each other.

The conclusion to be drawn is the importance of a certain level of stability on senior management level to continue with strategic processes started at the end of a legislative term. More so when macro issues are designed and aligned and there is a need to carry them through when the new political tone is set at the start of the new term. This is even more critical now that restructuring has once again been placed high on the public service reform agenda.

Lesson 2: Holistic versus pilot approach
Change in political leadership and at senior management level after the elections produced serious gaps in the corporate memory of the province.

Therefore implementation of the recommendations in the organisational design report (Phase 2) faced serious limitations. One can argue that “huge” strategic projects affecting the macro portfolio of a national department or provinces face the risk of being either implemented in full or fall from the agenda of the new political leadership.

Consequently this risk factor for successful implementation would inform a pilot approach dealing with the most critical issues of restructuring and put other elements of restructuring into lower priorities. Pilot approaches carry their own risks, such as losing momentum in the process, not being comprehensive and creating ongoing uncertainty about the final strategic direction of departments. But based on the above experience of a full organisational evaluation of all provincial departments at the same time would certainly suggest a pilot approach to achieve a certain level of implementation of restructuring.

Lesson 3: Process
Putting a “huge” strategic project in a consistent and coherent way on the political and administrative agenda of a province is in itself a tremendous challenge due to a variety of reasons: - Hierarchy, reporting lines, procedures, systems and approaches do not necessarily match with the requirements of a
cross-cutting strategic project on macro level that affected all departments. Despite the support of political champions, the Premier and the cabinet committee on development and transformation in our case, there was a continuous need for unblocking access to information and simple organisational issues that were encountered e.g. allocation of offices for the GTZ team, creation of transparency and ensuring involvement of stakeholders - The lack of co-ordination of various strategic projects which are undertaken simultaneously produced inconsistency of approaches and recommendations to provincial governments. There is an urgent need for a proper monitoring system within the Offices of the Premier to manage various strategic projects and to ensure alignment and consistency with decisions taken by Executive Councils and recommendations by Provincial Legislatures.

Lesson 4: Project management and capacity building and ownership
Resource allocation by the involved provincial departments and the lead department - the Office of the Premier - should be realistic and must by no means underestimate the scope and capacity required managing and gearing strategic projects.

A tendency should be noted within government that allocates staff to strategic projects in addition to their line functions at the expense of ownership of these processes and of ignoring on-the-job training possibilities for its staff members.

In addition, high calibre staff members are not sufficiently available to integrate all the key strategic projects into the political and administrative processes of the province and thereby produce the additional requirement to further communicate and inform the relevant stakeholders throughout the process.

The ultimate endorsement of the final report seems to be neglected within project management. Yet, it is of critical importance that the final product meets the requirements of the Terms of Reference as agreed upon.

However, the final proof-reading and discussion with the consultant team is not high on government’s agenda. If donor agencies are involved it is left up to them to deal with their respective contract partner rather then embarking on a systematic debriefing from the government side. This again would undermine the ownership of strategic initiatives.

Lesson 5: Flexibility in strategic projects and reflection time
To design strategic projects in Phases is accepted best practice. Yet, it seems that rigidity is still guiding the roll out of strategic projects guided by the Terms of Reference, agreements and commitments in contracting consultants. Too little attention is given to built flexibility within the Phases.

Milestones at the end of each Phase and the joint reflection and consideration of risk factors within the process should guide a flexible approach to strategic projects. Again, that would request strong ownership and management by government of strategic interventions, which seem to be lacking currently.

Lesson 6: Support from national level
Provinces, as the biggest employer within the public service, are certainly faced with the biggest challenges to restructure their institutions. Strategic projects geared to restructure on provincial level need support of national government in the form of tools, shared experience and political backing.

Throughout the process it became obvious that the application or lack of some national tools certainly produced limitations for provinces. E.g. the absence of a restructuring tool.

Strategic restructuring projects would demand process support from national level from the beginning to underpin the implementation of political priorities without negating the principle of independent spheres of government. It would also require mechanisms of joint reflection of strategic projects and sharing experience about risk and success factors of these types of macro processes between spheres of government.

Conclusions
In conclusion, the above highlights some of the key lessons learnt from the Mpumalanga technical organisational evaluation process. We believe that political instability, continuity and management ownership are by large the biggest risk factors of any project of this nature.

It is therefore recommended that the major provincial interventions need to be placed on the agenda of the Forum of South African Directors-General (FOSAD) or the Good Governance Cluster, without compromising the prerogative and independence of provincial governments. In doing so, the strategic project will also be placed on the national agenda and create an opportunity to maximise learning across the spheres of government and jointly minimise the risks. This approach poses new challenges for the management of intergovernmental relations.

Post script
Some of the findings relating to the need for a strategic political centre and the combining of the Departments of Finance and Economic Affairs have been implemented recently. Some departments have used the reports to improve on their service delivery. Many of the operational shortfalls identified in the Department of Local Government have also been addressed.

However, it is uncertain, if the evaluation led to these changes, albeit 2-3 years later. A key challenge for any future project of this nature would be to track outcomes, impacts and the consequences of time lost in delayed or partial implementation.

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Jeets Hargovan is the managing member of Strategic Alternatives Management Consultants CC, a firm focusing on public sector management. He was in the employ of the Mpumalanga Provincial Government from 1995 to 2000. During this period he was the Mpumalanga counterpart on the GTZ Provincial Administration Programme.
Masijabule High School, in the deep rural setting of Kwa-Swayimane, in KwaZulu-Natal, is your typical pastoral educational institution which boasts learners, teachers, neatly kept classrooms with the commonplace broken window panes, a dusty soccer field and cabbage patch.

As is sadly usual in similar situations across the country, the school has neither library nor laboratory. But there the similarities end. For Masijabule high school has Ms Thuli Mahlaba at the helm. An uncompromisingly hard worker all her life, Ms Mahlaba sees neither reason nor excuse for her teaching staff and learners not to follow suit. Her whole life’s focus has been to strive to achieve, through rigorous commitment, the goals of whatever work is at hand - in this case improving matric results in these challenging times. And by all accounts Ms Mahlaba has managed to attain that ideal. Since assuming leadership of Masijabule, Ms Mahlaba has achieved a matric pass rate ranging between 80 percent to last year’s milestone 98.5 percent pass rate, which was far better than what most better equipped schools in the whole country could ever dream of mustering.

Broken down, the results are as follows: 1996 - 91 percent; 1997 - 97 percent; 1998 - 89 percent; 1999 - 94.9 percent; 2000 - 80 percent and 2001 - 98.5 percent. Clearly, there is an improvement almost every year.

Says Ms Mahlaba: “I have to pay tribute to the former principal, Mr TB. Zulu, who did a sterling job before handing over the baton to me in 1996. Mr Zulu, now our Circuit Inspector, paved the way for our success. “When I first started, I sat down with my colleagues to chart the way forward. What we decided was that everything was in place for achieving good results. So why change something if it was working, we reasoned.” And from that premise, the path was cleared for progress. But how does she do it? What is her formula for success?

Last year, for instance, out of sixty-four (64) students who sat for their matric exams, sixty-three (63) passed - forty with exemptions and twenty-three with senior certificate passes. There was only one outright failure.

Says Ms Mahlaba: “I sincerely believe in knowing the teachers I work with personally - not only at work but in their home situations and environments. By so doing, it becomes easy for me to detect any potential problem from a distance, and it also makes it difficult for a teacher to tell you ‘stories’ when defaulting from duty. We have staff cottages right on the school premises and therefore there is no reason for teachers to rush out of class in the afternoon to catch taxis. It also relieves teachers from...”
pressures to leave home early in order to catch unreliable public transport to school.”

Ms Mahlaba herself has accommodation at the cottages. “We start school at 7:30 in the morning, and close at 3:30, which means we have an hour more than the officially stipulated time for learning. Also, as teachers live on the premises, it is easier for them to offer extra lessons after hours.”

With an enrolment of 888 learners, Masijabule has thirteen classrooms, of which only 11 are used for teaching and learning. As the school has three streams and has to break in half with one half branching out for history and the other for physics - one of the classrooms left is used as a ‘laboratory’ - with minimal chemicals catering for limited experiments.

The other room is used as a storage for books, garden utensils including any odds and ends which require close protection.

She says: “We have no tool room, no strong-room, laboratory, library nor a hall. For reference purposes, teachers help learners by using material supplied by newspapers such as the Durban newspaper, the Daily News, and we also encourage learners to go out and get whatever they can by way of learning tools.”

Indeed, her work has caught the attention of under-achieving neighbouring schools, to the extent that learners come to attend extra classes which are unavailable at their institutions.

“We accept the learners and make it a point that their respective teachers are aware of what is happening so as to avoid potential conflict. For instance, if we are ahead in our lessons, we urge the students to be patient with their teachers and help wherever possible to help reinforce their learning,” says Ms Mahlaba.

The teacher-to-learner ratio is really “desperate”, says Mahlaba. “For instance, the standard six class has 296 learners - with one class having 100 learners and the other two 98 learners each. And the standard nine class has 169 learners divided between two classes. This obviously places a great strain on both teachers and learners, and we could do with more resources in this regard.”

An unmarried mother of a one-year-old baby boy, Ms Mahlaba finds it an extra challenge to make time for her busy daily schedule, which includes studying part-time for a B Ed degree with the University of Natal, Durban.

Born on 5 May 1965, the 37 year-old Ms Mahlaba is unashamed to talk about her age. She is also strong-willed and speaks candidly about her humble beginnings. She says: “I come from a single parent family structure. My mother is a domestic worker and was never married to my father. From my early childhood I have had to struggle and fend for myself and younger brother.

We lived with my grand mother and had to do all the household chores, which were sometimes fit for much older people. “By and large I owe where I am and what I am to my secondary school teacher, Miss Mayila. Miss Mayila approached my mother when I was at secondary school and was responsible for sending me to Marianhill high school for my standard nine - where I attained a B-aggregate for my standard nine (9). But throughout my school career, I’ve always made either position one or two in class,” Ms Mahlaba says without a hint of irony.

The following year, for her matriculation, Miss Mayila helped Ms Mahlaba obtain a bursary which covered her boarding and school fees. She did not end there, but provided Ms Mahlaba with much needed accommodation and maintained her all year. Ms Mahlaba’s home is at KwaNdengezi, a depressed settlement outside Pinetown. “My mother provided what she could - which wasn’t much - through this period,” Ms Mahlaba says.

Her matric completed, yet another big obstacle loomed - where to get money to further her burning ambition to further her studies.

As I really wanted to be a teacher, I had in the meantime applied to Indumiso College of Education in Pietermaritzburg, with not the slightest clue where my school fees would be coming from. “But with this great news, Miss Mayila personally took me to Ongoye (the University of Zululand) on the last day of registration. But by the time Miss Mayila left in the afternoon, my registration for a B Paed degree was complete and I was comfortable in my own room.” She attributes her success also to her mother, and to “a lot of praying,” Ms Mahlaba completed her degree in 1989, with a major in history. Then in 2000, she graduated with a Further Diploma in Education from the South African College of Open Learning.

“There is no end to education, and I am prepared to continue in order to learn new approaches to teaching. To me the sky is literally the limit as I see myself as being a source for my teachers. So to make this possible, I should constantly learn to improve my base of knowledge,” she says. She also encourages her staff to study.

Miss Mahlaba’s first teaching post was at the very school she now runs, Masijabule high school, about 180 kilometres away from home. With the good results she is getting, it comes as no surprise that children will flock to her school.

The enrolment figures bear this out. In 1996, the school had 579 learners, in 1997 - 643, in 1998 - 719, in 1999 841, in 2000 - 879, 2001 - 865 and this year she has 888, the highest number so far. “We are bursting at the seams, and indications are that the trend is set to continue. We are praying and hoping that some remedy will be found soon - in the form of assistance from the state and private enterprise - to help us maintain the standards we have set, and hopefully improve on them,” Mahlaba says.

Former principal and Circuit Inspector in charge of the district under which Masijabule falls, Mr T B Zulu, is very optimistic. He says: “I am pleased to say that they have been very good at maintaining and improving on the standard they have set. For the path to success to bear fruit we took the school to the public, and opened it to the community, permitting them to own it. Having realised that if teachers travelled or stayed at far-flung homes or houses outside the community they would not operate at their optimum, the school community decided to provide them with accommodation. That has helped to consolidate the learning process.”
Government has resolved to provide communities with development communication, information and services in accordance with Batho Pele principles. Multi-purpose Community Centres (MPCCs) are one-stop centres where local, provincial and national government, as well as other service providers, offer much-needed services and information about government programmes to local communities.

Communities living near the MPCC and surrounding areas identify services based on their needs. Each MPCC is unique and could either be located in a single building or be part of a cluster of buildings.

Through MPCCs, communities will have access to technology through Information Technology Centres (ITCs) or Tele-centres. Online information can also be brought to communities through Public Information Terminals (PITs) based in MPCCs.

Technology adds value to services that are offered at an MPCC. Political neutrality and acceptance by communities of the centre is important.

The plan is to have one MPCC in each of the districts and metropolitan municipalities cross South Africa.

**Why is there a need for MPCCs?**

In the past it was difficult to get information and services from the government because of the frustration of being sent from place to place or office to office. This led to a lack of faith in the ability of government to provide services effectively.

It is worse in rural areas where distances are vast and travelling to urban centres to get services and information is expensive.

MPCCs help people who could not reach government in the past to get information and services.

**Vision**

To provide every South African citizen with access to information and services, within five minutes of their place of residence, in 10 years from now.

**Core purpose**

Multi-purpose Community Centres (MPCCs) are being set up across the country to better the quality of life for every South African citizen through integrated and accessible service delivery.
Values

- Development which puts people first.
- Excellent service to the community above all else.
- Equipping people to contribute to their own and the nation’s growth and development.
- Building relationships with various stakeholders to promote integrated delivery of services.
- Using appropriate technology for community development.
- Encouraging community participation.

How will MPCCs promote development communication?

Development communication is about providing communities with information they can use to change their lives for the better. The main focus is on the poor and disadvantaged who had little or no access to information previously.

Development communication focuses mainly on face-to-face interaction between government and people. This approach addresses topics like:
- rights and duties of citizens;
- policies and programmes of government;
- development opportunities and how to access them; and
- information about government campaigns.

MPCCs are a way of bringing government closer to the people. There will be one MPCC in each of the district and metropolitan council in the country, and they will help in the following way:
- government services like pension, health education, passports, IDs, library, use of computers and many others will be found in one place;
- people from the community will be able to get information they need from their MPCC;
- people will not have to travel long distances to get government help;
- there will be better communication between the government and the people;
- communities will always be informed about what the government is doing; and
- MPCCs will be a place where community events will happen.

Setting up MPCCs

The following are the steps that have to be followed to ensure that the establishment of sustainable MPCCs goes smoothly:

Community awareness (Communities participate in the MPCC)

The process of establishing an MPCC rests on a rigorous community participation process. Communities are involved in all stages of the MPCC establishment process. Various methods are used to build community participation and involvement including community meetings, imbizos, radio (especially community radio programmes and announcements), newspapers, pamphlets, village level announcements, etc.

This publicity and awareness programme is driven by a local committee based at the MPCC - the Local Intersectoral Steering Committee (LISSC). This LISSC is made up of community groups and organisations, traditional leadership structures, parastatals from that local level and government officials from local and regional offices. In most cases, local government coordinates the LISSC.

Site identification

The LISSC, in partnership with stakeholders from local and provincial government, identifies a place in the community from which the whole district council can be served. This usually has some infrastructure in the form of under-utilised buildings and can also be where the development plans of provincial governments have identified potential growth points.

Such points are also in line with the nodal points identified by government for the implementation of Integrated Sustainable Rural Development Programme Development initiative.

Some other factors determining where the MPCC is located include:
- accessibility and centrality;
- availability of other infrastructure like electricity, telecommunication, water, roads (although this is not a key determinant); and
- rural setting.

Research into community information needs

Research is to be done continuously before, during and after the establishment of an MPCC; as well as during the launch event. Issues to be researched and evaluated are:
- community needs;
- prioritisation of service needs;
- community profile detailing the population and structures in the community;
- social dynamics of the community;
- MPCC concept has been understood at grassroots level;
- community expectations are realistic;
- real needs of the community are being met by the MPCC through the services and information it will offer;
- insight into teething problems in the first month of operation;
- the operation of the MPCC;
- the quality of service that is rendered at the MPCC and whether it achieves Batho Pele principles;
- the frequency of use of the MPCC by community members;
- the monitoring of the commitment of all service providers; and
- FAQs as a basis for updating service needs and expectations in the area.

This information is communicated to the various stakeholders involved in maintaining an MPCC, but key groups include:
- LISSC;
- the Provincial Intersectoral Steering Committee (PISSC) on MPCCs responsible for co-ordinating the MPCC provincially;
- the National Intersectoral Steering Committee (NISSC) responsible for co-ordinating the rollout of MPCCs nationally;
- community structures and groups in the MPCC service area;
- Centre Manager and Management Committee;
- Government Service Providers at the MPCC and their various levels of
management at local, regional, provincial and national level;
• Provincial Government; and
• Local Government.
Each of these roleplayers or stakeholders has a role to play in addressing whatever gaps may be encountered. Setting up of the Management Committee for the MPCC. The role of the management committee will include:
• support in updating the profile of the community serviced by the MPCC;
• assisting in identifying/upgrading service and information needs;
• managing the process of accommodating new service providers through fundraising, resource allocation and lobbying;
• Monitoring the running of the MPCC by review of reports from the centre manager and service providers;
• meeting quarterly to review and assess the quality of service provision through the MPCC in line with Batho Pele principles;
• supporting the centre manager in the effective management of the MPCC through budgeting, monitoring, staffing and administrative support;
• actively advocating for and participating in all special events or projects at the MPCC, e.g. imbizos, youth programmes, training, workshops, etc;
• assist the centre manager in lobbying for the extension of the centre to accommodate more services; and
• intervening where issues of administration, discipline or arbitration arise in the life of the centre.

Financial resources for the centre

Funding, along with proper management of the facilities, is central to the sustainability and survival of an MPCC. It is therefore important to have funding and financial management guidelines available to guide those responsible for the maintenance of viable centres.

Given the limited funds available for this initiative, establishment and especially maintenance efforts will have to be enhanced through creative efforts directed at fundraising, self-sustaining activities of MPCCs and the soliciting of sponsorship from donor agencies and the private sector.

At the moment, each government department uses its own budget to fund the provision of their services at the MPCC. The Department of Public Works, through its Community Based Public Works Programme, has taken responsibility for the building of MPCCs where no buildings can be suitably refurbished to establish an MPCC. The launch of an MPCC is funded by a partnership between government, communities and local businesses and traditional leaders.

Resource planning by individual service providers

A number of service providers from the public, private and community sectors, will operate from the MPCC, usually from their own office or cubicle. Each service provider is responsible for the resources of their office. These include:
• business plan of the services they will provide;
• budgets for their services and programmes;
• staffing of their offices (job descriptions, appropriately trained personnel, appropriate training programme, etc);
• ensuring that appropriate office equipment and furniture is available;
• ensuring that all necessary infrastructure like telephones is in place (application for their own phone when this in not provided as a general service by the centre management);
• development of their own departmental programme;
• setting-up of their own office and service provision from this point on the specified time periods (if this is not full-time);
• administration and filling in of all questionnaires and templates distributed by the management committee;
• compilation of monthly reports and collation of all statistics from various templates including visitor profiles, Frequently Asked Questions (FAQs), timeline for handling queries, etc;
• submission of monthly reports to the management committee as well as own departments/principals at either national or provincial levels;
• attend the monthly meetings of the centre management; and
• payment of the services which they make use of to the management of the centre, including water, electricity and rental.

Branding

Branding of MPCCs is very important and this must include the Batho Pele principle underlying service delivery by public institutions. The overarching role which the new Coat of Arms plays in reflecting a corporate image of government. There are various levels at which branding could take place in the Corporate Identity project, and how corporate material could appear at dif-
different levels, e.g. stationery for the MPCCs may have a special colour or have the embossed Coat of Arms logo.

**Training**

To ensure effective and efficient service delivery, all staff from various service providers should have appropriate skills to provide quality services. The NISSC should facilitate the creation of tools to do a skills audit of staff. Once this is in place, all staff need to be exposed to appropriate training programmes and details of this can be found in the MPCC.

**Business plan**

**Marketing and promotion**

Some of the major objectives of marketing and promotion are:

- to inform stakeholders and the public about the initiative and forthcoming launches;
- to identify the value which will be added to existing centres through the provision of more services, especially by government departments;
- to inform the media of the process, the launch and the value of the initiative to government and the public;
- to encourage communities to use the services to better their lives;
- to encourage stakeholder buy-in through informing them of the value of being at an MPCC and the value it would provide to the communities; and
- to create a supportive marketing environment so that service providers, stakeholders and the public understand the MPCC initiative.

**Media promotion**

A media plan will ensure that communities have access to information about government and how the MPCC initiative aims to improve the quality of people's lives. To make this a success there is a need to ensure a free flow of information from government to representatives of the media for reporting to the public as print or broadcast material. In this regard, the media is a valuable asset to assist government to reach and talk to communities about the services offered at the MPCCs in their area. All forms of media, especially the ones that reach the majority of communities (radio, loud hailers, workshops, roadshows, etc), are to be utilised. People need communication in their own languages.

**Distribution plan**

It is essential to develop a well co-ordinated distribution plan to ensure cost-effective and timeous delivery of products and material to MPCCs. Each MPCC also serves as the central point for an extensive network of ward-based distribution outlets. These take the form of points right across the district council where people congregate for various purposes.

This can be community organisations, premises of a tribal authority, regional courts, clinics, community halls, spaza shops, community libraries, etc. At each point, the government communication officer based in the MPCC has established a working partnership with a community “distribution champion” who assists in the distribution of material in communities and also solicits information and service needs.

The communication officer refers the query to the relevant government department for attention and on a later visit follows-up whether the feedback has been provided or not.

**Monitoring and evaluation techniques and plans**

In order to sustain quality according to set service delivery standards, but also to ensure that information responses are in keeping with information requests, an important element in sustaining an MPCC is the management of monitoring and evaluation techniques.

Monitoring and evaluation are similarly important to keep track of operational and management issues in running an MPCC.

**Launching MPCCs**

Launching the MPCC is an event that is important to the service providers and the community at large for some of the following reasons:

- Community events form a significant part of the life of rural communities.

They cultivate support for the programme envisaged and offer a platform for the contribution of all relevant community stakeholders in the establishment of an MPCC.

- The event also becomes one where acknowledgements can be made and information shared.

- The event offers an opportunity to draw a big crowd to the MPCC which assists in the marketing and popularisation of the centre.

- Launches offer the opportunity for communities to interact with senior political and government leaders.

- A launch event is, however, a small step in the life of a centre. It should be an event to symbolise that the development communication process is underway in the community and that services and information are being provided. For this reason it is suggested that a centre be operational for at least one month before the launch event is held.

**Lessons learnt from established MPCCs**

Important lessons from MPCCs launched since December 1999 are:

- Communities are in need of government services and are using MPCCs in growing numbers.

- Communities must choose the services offered at MPCCs according to their priorities.

- Technology in rural areas is costly to maintain and creative mechanisms need to be in place to provide communities with computers and the Internet.

- National, provincial and local government have worked well together to make MPCCs a success.

- Traditional leaders have played an important role in establishing MPCCs.

- Community participation in setting up MPCCs has ensured that no MPCC to date has been burgled or vandalised.

- MPCCs run a development communication programme which builds community participation.

- MPCCs have strong management structures and this contributes to their success.
The preamble of the South African Constitution states as one of its objectives the endeavour to “improve the quality of life of all citizens and free the potential of each person”. Taking the cue from the sentiments espoused in that important document, the South African Quality Institute argues that quality should be an essential life skill that is as fundamental to the success of individuals and companies as is literacy and numeracy.

One of the fathers of the Quality movement, Dr Joseph Juran, often said that the 21st Century would be the Quality Century. He was a man of vision.

In South Africa as elsewhere Quality is facing a new and exciting future. It will move away from the hands of Quality specialists, to the public domain of operators, managers, entrepreneurs, educators and consumers.

**Quality: the only trade barrier that counts**

International trade agreements and protocols, along with mass production and globalisation, have brought down most trade barriers and in today’s markets Quality is arguably the only trade barrier left through internationally recognised Quality systems such as ISO 9000 certification and Environmental Management Systems (EMS).

As a result, Quality becomes not only a business imperative but also an essential life skill that is as fundamental to the success of individuals and companies as is literacy and numeracy.

The word Quality brings to mind terms such as inspection, process control, auditing, standards and ISO 9000. While quality indeed includes these principles, it also includes, for example, management systems and continuous improvement, customer satisfaction and market focus, teamwork and the well-being of employees. These principles are all critical to success not only in the field of manufacturing, health care and education, but more and more in the field of service delivery in the private and public sectors.

Quality is the critical success factor in competitiveness, especially when doing business internationally. So where do South African companies look for direction in establishing and maintaining quality principles in their organisations? Is there an umbrella body that co-ordinates the national Quality effort under one roof? The answer is “yes”: the South African Quality Institute (SAQI).

The South African Quality Institute Established in 1993, SAQI operates as a section 21 company not for gain and is governed by a board of directors (photo of SAQI Chairman Stranger Kgamphe) who meet regularly to discuss the institute’s progress and keep their finger on the Quality pulse, locally and internationally. To translate this into action, particularly in government and business, the day-to-day running of the institute is handled by a full-time managing director and a team of 12. SAQI is committed to promoting Quality in all fields of human endeavour and provides support to government, business, industry, healthcare and education through Quality awareness, leadership principles, products and systems.

**Quality Partnerships**

SAQI works in close partnership with DTI, big business and experienced Quality professionals to provide South African business with Quality tools and information. Equally important is SAQI’s responsibility to generate Quality awareness through the whole business spectrum from executive management to shopfloor using its various publications, media releases electronic platforms and especially the promotion of National Quality Week each year.

At SAQI we believe Quality is one of the vital cornerstones of our economy and a generator of jobs and our Mission is based on the preamble to the South African Constitution “to improve the quality of life of all citizens and free the potential of each person”.

For more information on Quality contact Kaugelo Tauko bong at telephone: (012) 349 1001, email saqi@mweb.co.za or visit our website at www.saqi.co.za
The word QUALITY brings to mind terms such as inspection, process control, auditing, standards and ISO 9000. While quality indeed includes these principles, it is much more than that. In South Africa as elsewhere in the developed world Quality is moving away from the hands of Quality specialists, to the public domain of educators, technicians, managers and entrepreneurs. Importantly it is also rapidly moving into the public sector. As traditional trade barriers fall, they are replaced by internationally recognised Quality systems such as ISO 9000 certification and Environmental Management Systems (EMS). As a result Quality becomes not only an issue of good governance and a business imperative but also an essential life skill that is as fundamental to the success of individuals, companies and nations as is literacy and numeracy.

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SAQI’s principal mission is to promote awareness of quality and to bring it within reach of all South Africans. This is achieved through a series of publications with a readership ranging from shopfloor to top management as well as SMMEs and the public sector. In addition SAQI offers training and networking on issues of quality and also operates a Quality lending library.

Government Departments at national, provincial or local levels, requiring more information on issues of Quality or wanting a copy of the SAQI flyer Quality Review written especially for the Public sector, are welcome to contact Kgaugelo Taukobong at SAQI Telephone (012) 349 1001 or email him at kgaugelo@saqi.co.za. Alternatively visit our website at www.saqi.co.
Heading the SA Police Services’ Communication Service of a massive and complex township like Soweto is a challenge many wouldn’t like to face. Captain Mbazima Shiburi relishes the challenge, writes a correspondent.
One morning in September 1949, the tiny village of Ndindane in Limpopo woke up to the soft cries of a newly born baby boy. His parents named him Mbazima, a Shangaan name meaning ‘the tidy one’. No one predicted at the time that the arrival of young Mbazima John Shiburi into this world was actually the addition of another asset to the law enforcement agencies of the Republic of South Africa.

Young Mbazima spent his early years herding cattle until his parents sent him to school at the age of 15. “My parents said I must just go to school and learn to read and write so that I could be able to write them letters when I was working on the farms,” Shiburi recalls with a smile.

He proved to be a brilliant student, which prompted his parents to allow him to continue to secondary school and the bright lights of Johannesburg beckoned when he passed his Junior Certificate.

He landed his first job in 1970 with the Johannesburg Municipal Police, who were known then in the Reef townships as The Blackjacks. He was soon promoted to the rank of instructor, stationed in Soweto’s Dube township.

In 1976, Shiburi’s illustrious career with the SAP began in earnest when he was recruited into the force, because of his achievements with The Blackjacks.

A year later, he was transferred to Orlando Police station as a recruiting officer, a position he held until 1991, when he was transferred to the Police Social Work Services. “But I’ve enjoyed my work as a policeman because I was always working with people, solving their problems. I enjoy working with people,” he says.

“I feel great when a person who walked into my office with a problem leaves with a smile. To me that is the most important thing,” he says.

Shiburi was honoured for bravery in 1985, after he single handedly defended his house and family against an armed mob. “It was tough being a policeman in those days. But I have never regretted being a policeman,” Shiburi says.

His inspiration, during those difficult years was a religious book, No Greater Love which he carries with him to this day. “This is my weapon,” he brandishes the book enthusiastically. Then he quotes from it, reading out aloud like a school headmaster addressing students at assembly: “Those who refuse to obey the law of the land will be refusing to obey God, for the policeman does not frighten the people, but those who are doing evil will always be afraid of him.”

Because of his deep understanding of Soweto and his relationship with the citizens of this township with an estimated population of 4-million, Shiburi was transferred to the SAPS Communications Department in 1994.

His duties include gathering of crime reports and statistics and distributing these to both the print and electronic media.

He also liaises with the media on enquiries regarding policing in the Soweto area. “Soweto is a unique place. There’s a perception that when Soweto sneezes, the whole country catches a cold. One needs a good understanding of the area and must have the ability to think fast to succeed in this position. I think I’m trying my best,” he says.

Away from the pressures of work, this father of four enjoys working in his small garden at his house in Protea North, a suburb of Soweto.

Shiburi also enjoys watching sport, especially soccer and boxing.

As a parting shot, The tidy one says people should always remember that: “The policeman is sent by God to help you.”
Profile

It was said of the late President Leopold Senghor of Senegal that “his head was in the sky, his hands on the hills, and his feet planted in the soil of his land.”

This analogy comes to mind when one meets and talks with Dr Mvuyo Tom, Eastern Cape Director-General, a post he has occupied with distinction since 1998. Seated in his quiet office in the Legislative Building housing the Office of the Premier on the hill in Bisho, Dr Tom comes across as having the intellectual mind of a philosopher and scientist, the warm heart of a father, the skillful hands of a surgeon, and his feet firmly on the ground.

Mvuyo Tom was born in Queenstown almost half a century ago and matriculated at the Healdtown High School in Fort Beaufort. His commitment to life and humanity was imprinted in his mind from an early age within his family environment. He was part of a poor family surrounded by poverty and disease, in a community characterised by the absence of trained medical personnel.

“From my early days in the area of Queenstown I remember that there was
only one black doctor serving a very large community plagued by disease and poverty I then felt that the calling to study medicine, that was my driving force,” he recalls.

He was serious about his medical studies and his academic record is impressive. He completed the MB Ch.B. degree at the University of Natal in 1980, and that was followed in 1994 by a Masters degree in Family Medicine at the University of the Witwatersrand. He completed his internship and his first year as a fully qualified medical practitioner at the Edendale Hospital in Pietermaritzburg, where he also worked as an intern for three years and as a medical officer in various departments. He thereafter moved to Gauteng in 1987 where for two years he practised as a private family practitioner in Vosloorus. In 1990 he was appointed as principal medical officer at the Soweto Community Health Centres.

Dr Tom never intended pursuing a medical career in private practice. “It was a conscious decision to leave private medical practice to join the public service. Because the driving force in my decision to become a doctor was the dire needs of our poor communities, I had always intended to serve somewhere in the public sector. I had always intended to serve society – it was definitely not to drive a luxury car.”

This service motivation was partly the reason why he heeded the call of the Eastern Cape where he was appointed Senior Medical Officer at the Umtata General Hospital. It was also not long after returning to the Eastern Cape that his career in the Public Service commenced. In 1994 he was appointed as Strategic Manager in the Department of Health and Welfare in the Eastern Cape; in 1995 as Permanent Secretary for the Department of Health and Welfare, and in May 1998 he was appointed as Director-General of the eastern Cape Province after acting in that position for some time.

With conviction and commitment he discusses the reasons for being detained during the anti-apartheid struggle, first for a period of six months and then for three years. “It was political. The key to my being sentenced was for refusing to testify against colleagues who had been charged for treason. It was the time of the armed struggle and we were associated with guerrillas. Some of my friends, including three doctors, were arrested for being in allegiance with the ANC. I refused to testify because the people involved were my friends, comrades and colleagues and it was my commitment that I could not sell them out.”

Being a son of the Eastern Cape he has clear hopes and dreams around the priorities for the Province. First and foremost he sees a major challenge when it comes to poverty, especially when it comes to the rural communities.

“Government has a major role to play in ensuring that poverty is eradicated. Of course,” he says “Government cannot play that role alone and needs to go forward on that in partnership with everyone else outside the public domain. Linked to poverty is the high rate of unemployment in the Province. He regards skills development as a critical instrument, but it must not only be aimed at seeking employment.

“We must pursue skills that will make us independent, to create employment for others. The Province has an abundance of natural resources that can assist in the alleviation of poverty and combat unemployment. If we want to have those independent entrepreneurs, we also work hard at improving our provincial infrastructure.”

As far as priorities for the Province are concerned, he refers to the challenges outlined previously and notes a major priority in the provision of social services, and providing for a social infrastructure to ensure the provision of such services. Included in this highest priority are the issues of health, welfare, education and in the field of sport, recreation, arts and culture. Aligned to this is the need to ensure a supportive economic infrastructure and to improve the governance of the Province.

His reflection on the needs and challenges of the Province leads to his identification of what he values most in life: “I value humanity,” he says without hesitation, “humanity and life, and all my endeavours and efforts are aimed at ensuring that humanity is sustained and promoted.”

It is therefore not surprising that he identifies racism as his major dislike, “racism and any form of discrimination - most of the ills our country have some base and origin in that.” He is quick to add, however, that he also dislikes indolence, lack of productivity, all issues related to fraud and corruption. He laughs when told there is wide agreement that the expression “he does not suffer fools gladly” applies to him. He says it is partly true, but he has an understanding for someone who is genuinely struggling in terms of capacity. Such an individual must be supported and assisted to develop, but when that has been done, you expect something to come out of that.

Even though Dr Tom’s schedule might indicate that he may be a workaholic, this is far from the truth. He finds time and makes time to relax. He is serious about keeping physically fit because it keeps him mentally alert. He is a keen sports enthusiast and while he believes his rugby days are over, he does play the odd game of tennis. He loves reading and takes a book with him wherever he goes and whenever he can. He loves politics, in terms of both involvement and serious study. He finds relaxation in religion and spiritual matters and regularly attends church.

Dr Tom is married to Nozipho and they have three children, Malibuze, Nwabisa and Vatiswa. He is a well-rounded man; an intellectual with his feet on the ground and a commitment to humanity and life. He not only preaches this, it is his driving force.
Electronic Government and Electronic Commerce are often viewed as two very different spheres. The first one is launched by governments and is to deliver governmental services online which have to do with forms, signatures and adherence to formal bureaucratic rules. The latter is run by private companies for delivering goods and services and has to do with marketing, credit card payments, and in the end with profit.

But in both areas we find reference to the same set of technologies, the Internet, Electronic Data Interchange, databases, distributed systems.

In this paper, we want to argue that there are real-life needs to integrate E-Government and E-Commerce to Electronic Services because that is what the customers will claim and the only way to achieve economically sustainable solutions. Citizens want to solve a problem and do not care whether the contributions for solving this problem come from a governmental unit or a commercial business. And as they want all the different partial contributions which are to solve their problem from one stop, in a single window, providers of E-Government and E-Commerce have to put together their offerings.

The Free Hanseatic City of Bremen (550,000 inhabitants) together with the city of Bremerhaven (100,000 Inhabitants) forms the smallest federal state of Germany. In recent years, it has undertaken major efforts for modernising its public administration. Serious financial deficits put the implementation of new public management tools on the top of the internal reform agenda. Recognizing the importance of customer-orientation, an elaborated public administration information system was developed as part of Bremen’s online presentation, “bremen.online” (www.bremen.de), and new, decentralized citizen’s offices bundling some of the most sought-after public services were established. When the German federal government launched a competition challenging local authorities to develop concepts for implementing digital signatures and online services, the city’s administration evaluated these and other projects. It specifically analyzed them in regard to how these projects could be improved or expanded by electronic service delivery.

A tentative business case showed that providing online services for the city state of Bremen would never reach a break even point. Therefore a second set of partners had to be won who were ready to share development efforts and /or buy services offered by BOS. The city of Bremerhaven, the city of Oldenburg and the county of Soltau-
Fallingbostel, both in the neighboring state of Niedersachsen, the Free and Hanseatic City of Hamburg, the second city-state in the north of Germany, as well as several regional computing centers for public administration throughout Niedersachsen and in another German state, Hessen, have signed letters of intent for a cooperation with BOS.

The main conceptualization and most of the work in the concept phase was done by the project leadership made up of the Technologiezentrum Informatik of the University of Bremen, the consulting firm Eutelis Consult and the Senatskommission für das Personalwesen (SKP), the main agency responsible for IT planning in Bremen government. The main decisions were made by a steering committee, made up of the project leadership, the Senator für Wirtschaft, Mittelstand, Technologie und Europaangelegenheiten (= the State Ministry of Commerce), the Sparkasse Bremen, the Deutsche Telekom AG, the Brekom, the Handelskammer Bremen (= Chamber of Commerce), the Wirtschaftsförderungsgesellschaft Bremen and the Bremer Innovations Agentur (two economic development agencies). Today, the BOS company is running the project (see http://www.bos-bremen.de).

**Basic principles of the Bremen Concept**

Statements from industry, surveys of citizens and reports from local governments culminate in an impression that everybody wants to offer or receive public services online and that solely some security problems are to blame that this has not become a wide-spread reality yet. Digital signatures solve a security problem. But this problem does not exist for most citizens at first. And in addition, to solve it, they have additional expenses. Instead of sending or bringing an application to an office, they have to go first to a certification authority, apply for a digital signature, pay for the certificate and have to mail in the application from home, paying for telecommunication costs all by themselves. Citizens will only do so if the additional value from choosing this procedure outweighs the extra expenses. Extra expenses depend mostly on the configuration of the central electronic service platform, and the extra benefits largely rely on how the services made available on this platform are designed.

In order to become profitable and sustainable, an online-platform has to comply to three principles which sound self-evident at first sight, but which can only be put in practice by innovative approaches:

1. Electronic transactions must be more useful or less laborious than the present method of personal appearance, phoning or writing a letter. It must be possible to save time and ways and to decrease the telecommunication costs.

   (a) The public discussion focusses on the enhancement of citizen-orientation. “Public services at home for 24 hours” is an attractive guiding principle. But most of the citizens are rarely in contact with the administration. According to the principle “services out of one hand”, called “one stop government” in the U.S., the change of address can be communicated via one interface and a single platform and be sent to the appropriate agencies (Fig. 2).

   There is no doubt that this is a great advantage for a citizen in this situation. But within a city this situation does not occur so often - normally the individual citizen changes address at long intervals - so that the costs for the required online infrastructure cannot be covered at marketable prices for this application. But it can become an attractive additional service if the infrastructure is financed by other high-volume applications.

   (b) In many cases, professional intermediaries handle the administrative matters for the citizens. For them an electronic transaction is already attractive with a small amount of time saved because of the number of transactions. In the long run the citizens may handle certain electronic services directly, without contacting the intermediaries. An example of this is booking flights without travel agencies.

2. Additional burdens like special technical equipment, new skills, costs, and changes of habits have to be minimized and made usable for as many transaction areas as possible.

   Electronic transactions cannot be realized without any burden, though. But it must be minimized. This can be done by combining as many service sectors as possible to drastically decrease the overall expenditure of time and money. In

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**Fig. 2: One-stop Government for the life event “moving”**

![Diagram of one-stop government process](image-url)
the Bremen concept, the use of administrative services is combined as far as possible with the use of electronic banking services, so that technical equipment and individual capabilities can be used for both. This includes the integration of signature and payment functions on one chip card as well as a similar user interface and data exchange formats.

**Selected application bundles**

The application bundles were selected in three steps:

1. An original first list of life-situations was completed by further suggestions for possible online applications bundles. On this basis interviews were held with the administration agencies and private providers in this field concerning the size of the customer group, the frequency of use and the necessity of a legally binding signature.

2. In a second round, the positively assessed application bundles were examined again more thoroughly. Each business transaction within the application bundles had to be examined separately, because the registration of one's address, car or phone differ very much. These questions could be clarified only because the administrative bodies as well as the private providers were very much willing to cooperate. The critical factors for each transaction were collected by means of a detailed and modified questionnaire.

In several application bundles, moving, building a house, correspondence between lawyers and court, between tax consultants and tax offices, electronic payment and public procurement the Bremen administration and BOS optimized business processes integrating electronic transactions have been specified in the first half of 2000. In addition, legal requirements which unnecessarily impede conversion of electronic processes have been identified. The first rules have been changed, while on others joint actions have been taken together with federal legislators, who are in charge of some requirements. Software development for these applications has started in most cases. Therefore processes can be implemented once the platform will be running in full operation mode, which turned out to be more time consuming than had been planned originally.

In the following, the 10 application bundles are described. It is also pointed out which long-term perspective these projects open up beyond implementation in Bremen.

1. **Moving / Change of Address**
   This application includes 26 transactions with agencies with whom the form of data exchange has been firmly agreed and who have submitted cooperation promises. Participants include not only the administration of Bremen and the public utilities, but also national agencies such as the GEZ (central office collecting public broadcasting fees), the Deutsche Telekom and the Deutsche Post AG.

   Five of them, the public registrar's office, the Deutsche Post AG, the local savings bank, the public utilities company and the public transport company served as pilot partners. Together, 15 applications were implemented, which range from the change of address to the order of birth, death and marriage certificates (which are being developed even though they do not belong to the life event). On Sept. 5th, at the occasion of the first yearly conference of the Media@Komm project, these online-transactions involving both digital signature and payment were successfully presented in an online-version. During time of printing of these proceedings, the full operational roll-out is planned.

2. **Studying at university**
   The University of Bremen, the Hochschule Bremen and the Hochschule Bremerhaven and the International University Bremen jointly introduce cards with signature and payment functions for the student administration (re-registration, registration of holiday terms, change of name or address, printing of study confirmations, ex-matriculation) and for the examination offices (registration for tests and examinations, printing of test records etc.) as well as library passes, application for an e-mail account, student maintenance, application for a room in the dormitory as well as the term ticket for public transport.

3. **Leisure Time Activities**
   This application bundle includes transactions like booking or purchasing of tickets for sport events, theatre, cinema and continuing education as well as an electronic bus ticket as an additional application on the chip card. Cooperation has been agreed with one or two institutions of each category: with the famous soccer club Werder Bremen, with a tennis club, a theatre and a cinema.

4. **Building a House**
   This application bundle aims at architects as intermediaries. It includes building permits, planning inquiries, partition permits as well as the administrative transactions after the initial building permit is issued. The added value in this case lies in the option for the architects to inform themselves online on the progress of the application handling. This requires a comprehensive reengineering of the procedures in two offices.

5. **Buying a Car**
   Not the purchase itself but associated services are the subject of this application bundle. First, the car dealers are enabled to do the registration electronically. Therefore the Gelsenkirchen Procedure, a software-package developed by and implemented in the city of Gelsenkirchen, is extended by a signature function according to the signature act in cooperation with the the agency which has developed this package. One of the first users will be the Daimler-Chrysler factory in Bremen where up to now two employees are occupied with having the cars registered which are picked up by customers at the factory.

6. **Correspondence between Lawyers/Notaries and Courts**
   The correspondence between lawyers and courts offers many applications for legally binding electronic communication. For the electronic correspondence during a complete trial, all parties must have the necessary equipment. In Bremen the local court will first accept simple electronic notices from lawyers as legally binding.

7. **Communication between Tax Consultant and Tax Office / Tax...**
Declaration
This application bundle includes electronic tax estimation and tax declarations as well as the correspondence between tax consultants and tax office in general. The Minister of Finance supports - in the framework of his possibilities - the testing of these transactions with signatures corresponding to the signature act in one of the tax offices; he will further support a corresponding opening clause in the working group “Electronic Tax Declaration” (ELSTER) on a national level.

(8) Procurement
Already today, the specifications and offers are submitted on discs. A complete electronic handling using digital signatures will reduce costs on both sides as copying will no longer be required. This procedure is planned for the placing of construction orders and for the electronic procurement list for electronic data processing.

(9) Electronic Funds Transfer to and from the Administration
Many administration services include payment transfers, e.g., fines for wrong parking, taxes and remunerations for register information. This is not an application bundle like the others, but provides core functionality for many applications. It is aimed at implementing three forms of payment via Internet besides the cash payment at the municipal payments offices.

On the basis of today’s figures and estimations on the diffusion and use of signature cards, the BOS partners made a business case testing the economic viability of offering all of these services. The transactions within the ten application bundles form the core of offered services. They will be extended during the course of the project and afterwards. For many of these transactions there are several service providers (e.g., insurance companies, transport firms, cinemas, DIY superstores).

Technical infrastructure
Basic Considerations and Procedures
In order to serve the great variety of applications, the technical infrastructure has to be modular and scaleable. If possible, already existing products and standards are to be used. These must, however, meet the requirements of the applications.

In the framework of a public contest, companies have been invited to participate in the conception of an online platform for legally binding and trustworthy transactions. More than 50 firms, partly from Bremen, partly from other parts of Germany, worked out requirements in six working groups during a period of several months. On this basis, the consulting firm Eutelis Consult defined functional procedures as a basis for a limited invitation of tenders in the framework of the contest. The result was 24 bidders offering 140 work parts. An evaluation group of the SKP (procurement), the State Ministry of Economy, TZI, Chamber of Commerce and Bremer Innovations-Agentur (technology promotion) assessed the offers.

Components of the online infrastructure

Fig. 4 shows the components of the planned online infrastructure. In the following, the several components will be explained in more detail.

(1) Terminals
Terminals for citizens, companies and intermediaries are normally commercially available personal computers complemented by a chipcard reader. The question if and to what extent unserviced terminals (kiosk systems) are to be
implemented was examined by a kiosk system analysis. The result of this survey suggests to focus mainly not on traditional stand-online kiosks, but on serviced terminals which can be placed in the waiting rooms of citizen centers, branches of the Sparkasse, branches of the city library, a transport company and at the public utility company’s Internet cafe.

(2) User Interface / Client
The following Java applets can be downloaded from a form server:

- Form applets representing the individual business transactions
- Integration applets for the intermediate storage of certain generally required data
- OSCI applets following the new home-banking standard HBCI which take the data from the form, transfer them into the defined data format and ensure the signing and coding of the data record.

(3) Telecommunications Network and Services
For the connection of the terminals and the service providers to the Bremen Online Service Platform all telecommunication networks and services are used. Besides analogous and ISDN accesses, ADSL connection have been made available in Bremen in 1999.

(4) Chipcards as Security Media
Only chipcards will be certified as safety media. But a single-function signature card is deployed only in the beginning of the project. In order to ensure an immediate start, the TeleSec card certified according to the signature act is distributed. But the focus will be laid upon the charge card of the Sparkasse Bremen with its signature application. From the year 2002 on all ec-cards issued by any German bank will include a signature function in its chip. This has been decided by the Zentrale Kreditausschuss of the three German banking branches. This means that at this time more than 35 million people in Germany will possess such a card which only has to be activated via a trust center.

But up to this time services have to be tested and private customers will certainly not pay 30 to 50 EUR as a annual fee for a signature card.

(5) Payment Procedures
The platform must offer the usual payment procedures:

- The project focuses on the charge card, account-bound on ec cards or not account-bound, reloadable with cash at automatcs or - in the near future - via Internet from the checking account. The corresponding HBCI transaction has already been specified by the Sparkassenorganisation and will be implemented soon. This is simultaneously a strong test for the complete HBCI platform and for the OSCI system aimed at. If the system is assessed as being safe enough to load money on a charge card via the Internet, it will also comply with the safety requirements for all the transactions listed above.
- Besides the cash payment, especially the payment by direct debitting is used in the administration. For this procedure a signed direct debitting authori-

(6) Hotline
**7. City Information System**

Transactions which can be handled electronically must be found by the potential customers first. It seems reasonable to integrate them into the city information system bremen.online under the Internet address www.bremen.de, where the user can either search in an alphabetical list of subjects or institutions or enter his own search term. A public service guide allows a search by requests.

**8. Form Server**

The form server will be a file server containing the Java-programmed applets listed under (2), the charge card payment applets and other signature and payment applets. It shall replace the existing form server. The city information system bremen.online (www.bremen.de) will route a user's request to the new form server, as soon as the user has selected a concrete transaction. This applet opens an interface to the online services platform.


The security server receives the OSCI messages of the user, decodes the outer (transport) envelope and verifies the signature. As a service it is possible - and even the normal case with financial services (e.g., Twister) - to have the OSCI server decode the form envelope and to check the user signature. This procedure can only be recommended if a safe channel between the OSCI server and the workplace of the service provider exists, if there is the necessary confidence, and if it is not impeded by objections concerning data protection due to the strong purpose-tying requirement in the public sector.

**10. Payment Server**

The payment server handles all card payments via the Internet. Together with the chipcard reader, the keyboard and the monitor, the payment server forms a (virtual) POS cash terminal. The internal cables of this POS cash terminal are extended via Internet, so to speak. It sends a confirmation upon successful completion of the payment process, i.e., if the amount of money has been transferred from the charge card to the terminal of the trade or if the authorization has been confirmed by the credit card company.

**Adaptation of legal provisions**

Legal provisions for administrative procedures often stipulate the written form, a handwritten signature, a certain form or the presentation of documents. These stipulations may be an obstacle to the electronic handling.

In principle, freedom of form is permitted for administrative procedures. The federal administrative procedure law and the mostly identical state law already include regulations which allow electronic transmission.

**Implementation by a Development and Operating Company**

The concept is not being implemented within a project organisation confined to a certain time period; but rather from the start, a steady and medium-term profitable operation in public-private partnership has been created. For this purpose, BOS in the legal form of a GmbH & Co KG (limited liability company with limited partnership) was founded. The business purpose of this company is to offer safe transactions (administrative transactions as well as e-commerce transactions with and without payment) on open networks based on the digital signature and the charge card of the German banks.

The company will eventually provide revenue from the following business lines:

- Revenues from the operation of the payment server for administration agencies and firms from Bremen and the surrounding area.
- Revenues from permitting the use of a decentralized OSCI server. A "small" version of the security or OSCI server can be installed with service providers, which would make sense if the service provider does not work in Bremen or if he has computing capacity of his own.
- Revenues from developing form applets. Each transactions requires a form for the user which has to be programmed as Java applet (small operable programs which are transmitted on the Internet, if required).
- Revenues from advertising. Especially in case of citizen-oriented life events a so-called banner-advertisement could be placed. High prices can be asked for page views, as the life events attract special target groups, e.g. a jeweller could advertise in the life event "marriage" or a cinema in the life event "leisure time".

**Conclusion**

Throughout the course of the project it has been successful so far because it promises substantial benefits to all relevant project partners. The public administration can double its funds for modernization using new information technology. This means a big push for reform initiatives. It also promises a new customer-friendly orientation and better relationships with its customers. In times of increased competition, this is an important aspect for regional economic development.

It must be noted that in the beginning of the project, there was considerable tension if the state should focus on developing applications for public administration, or if it should fund private business in developing (private) e-commerce. The outcome of this process was that both intentions were followed. The divergence does not start when integrating E-Business and E-Government but when the online-banking sphere is transcended. The experience made so far proves the assumptions that integrating E-Commerce and E-Government is necessary and is feasible.
The need for establishing a professional association for managers in the public domain was initially raised in the Public Service Review Report of 1999/2000. This was done in the context of developing an ethos of service delivery and promoting the professional interests of this unique layer of the Public Service. Against the background of the establishment of the Senior Management Service on 1 January last year, there needs to be a proper debate on the role and functions of such an association and the pros and cons of its establishment.

Key questions that need to be addressed are:
- What do we hope to achieve by establishing an association for the SMS?
- What institutional mechanisms and financial/administrative arrangements will have to be put in place to ensure the sustainability of such an association?
- How do we take the process of establishing the association forward?

Objectives to be achieved through the establishment of an association

By their very nature, professional associations tend to focus on:
- promoting high standards of personal integrity, ethical conduct, and accountability within the profession;
- promoting and protecting the profession and career interests of its members;
- co-operating with other associations and institutions to promote the objectives of the association;
- providing a variety of services such as serving as an information centre; hosting meetings, conferences and discussions for the enrichment of its members; publishing journals and other publications; and
- creating opportunities for members to network and collaborate, to share knowledge, best practices and experience.

Professional associations sometimes also assume the role of a trade union in the sense that they may lobby for improved benefits of their members. This clearly is not the intention in the SA Public Service situation since mechanisms have already been created for the orderly review of conditions of service of members of the SMS through determinations by the Minister for the Public Service and Administration on advice of a Salary Review Panel. Moreover, members of the SMS remain free to associate with unions of their choice, should they have such a need.

Do we need a Professional Association?

Chris van der Vyver sends an open challenge to members of the Senior Management Service and other interested parties to share thoughts with the DPSA on the issue of whether there is a need for a professional association for the SMS.
Although there appears to be a strong case for establishing a professional association for the SMS, the operational side of it may pose challenges.

The following are some of the considerations that have to be taken into account:

• Although the Minister has the authority to initiate the establishment of an association, it might be necessary for the association itself to be established in terms of section 21 of the Companies Act, 1973 (Act 61 of 1973). Such association will then be a company not for gain and thus a legal person with the capacity to sue and to be sued in its own name. The association will further be able to acquire assets in its own name and, as such, will be a legal person distinct from its members. The association will also be able to obtain its own income through e.g. prescribing membership fees; selling of publications; providing advisory services; and imposing attendance fees for symposia and other events.
• A constitution will have to be adopted as soon as possible as this will contain the ground rules for the functioning of the association.
• Once an association has been established and a constitution adopted, governance structures such as a Board of Directors will have to be put in place. In the case of the Association of Professional Executives of the Public Service of Canada (APEX) they have a volunteer 18 person board of Directors, representative of various functional communities (operational, human resources etc.) which reflect the country’s diversity (cultural and linguistic). Due to the fact that the SMS consists of managers spread out over nine provinces, it might be necessary to establish provincial chapters of the association. Each such chapter will then have its own Board of Directors.
• An Executive Director is normally responsible for the day-to-day running of an association, for implementing the policies and resolutions of the National Board of Directors, compiling agendas for meetings, keeping of minutes, keeping a register of members etc. In the case of APEX, the Executive Director heads a secretariat of five permanent staff, including the Executive Director, Deputy Executive Director (both on assignment from the public service) and three support staff hired directly by APEX.
• APEX has regional and/or specialist chapters, each with its own organisational and administrative requirements.
• Of further importance is the issue of financing. The membership fees of professional associations are quite low and therefore not enough to sustain these bodies. These fees would therefore have to be supplemented through grants from other sources.

The way forward

From the above it is clear that members of the SMS can benefit a great deal from membership of an association catering for their specific needs. However, considerable thought needs to be given to the longer-term viability of such an association and the institutional as well as funding challenges that will be posed by the creation thereof.

Should one opt for the possibility of establishing a totally new association for the SMS, such association would probably need to be established “outside” the public service. This would require the active support and involvement of SMS members themselves. The question is whether there is sufficient interest in such an association and whether sustainable proposals can be developed to take this idea forward. Another question is whether existing associations might not already adequately cater for this need.

With the above in mind, SMS members and other interested parties are invited to share thoughts with the DPSA on this matter. Comments and suggestions can be forwarded for the attention of:

The Manager: SMS Unit
Department of Public Service and Administration
Private Bag X917
PRETORIA
0001.
There have been many questions about the benefits of voluntary counselling and testing (VCT) for HIV. Even some experienced HIV counsellors, AIDS researchers and activists at the forefront of the epidemic feel that the environment in South Africa, where there are few or no treatment options for people living with HIV, is not yet ripe for VCT.

There is the belief that because of the negativity, fear, stigma and discrimination that continue to mark HIV/AIDS, there seems little point for people to come forward to get themselves tested and thereby establish whether they are HIV positive or negative.

Before you make up your mind though, or if you are considering coming forward for VCT, perhaps there are a few facts you should know.

What is voluntary counselling and testing (VCT)?

VCT is a process whereby a person decides to take an HIV test so that he or she may establish their HIV status. Nobody can or should force you to come forward for VCT. You, of your own accord, decide to take the test because you have a genuine interest in your own well-being. If you are considering being tested, be assured that your identity and test results are kept completely confidential. There are three parts to VCT:

1. Pre-test counselling – Counselling before the test must happen between you and a trained HIV counsellor.
2. The test using blood or urine sample - You have to undergo a blood or urine test so that the presence of HIV can be confirmed or denied. The most common practice is a sample of blood taken from you after you undergo the pre-test counselling.
3. Post-test counselling – You MUST receive post-test counselling when you receive the test result. The test result will be given to you face to face. It will not be given to you over the phone.

Why is the pre-test counselling important?

The pre-test counselling prepares you for the test and for what lies ahead if you are HIV positive. During the pre-test counselling you have the opportunity to get as much information as possible about the testing procedure.

The counsellor could also discuss with you the reasons why you need to be tested. In other words, was there an event of risky sexual behaviour that has led you to believe that you could be infected with HIV?

The counsellor will also explain what it means to have an HIV positive result and what it means to have an HIV negative one.
What is the test procedure?

Elisa test method - This method is followed by most general practitioners and private counsellors. A sample of blood is taken from you and then sent to a laboratory where the blood undergoes an Elisa test. The Elisa will establish whether you are HIV positive or negative. An optional, more expensive test called the Western Blot, is used to stage the disease.

The results for the Elisa test will be released within three to seven days. You will probably be asked to return to the clinic or surgery to receive the results.

Rapid test method - At many state hospitals and clinics the rapid test is used to test for HIV. Using a blood sample, the test is done in your presence. The rapid test is often confirmed with an Elisa test which, in turn, could take a few days.

Why is the post-test counselling important?

It is critical that you be given post-test counselling when you receive your results. This is the part of the process where you are told that you are either HIV negative or positive.

If your result is HIV positive, the counsellor will help you to work through some of your initial feelings (fear, anger, denial, guilt). The counsellor could also discuss with you what your options are. Should you disclose to your family? Should you tell your partner? The counsellor could also discuss your future as you may believe, as many people do, that being HIV positive means you have no future. This is misinformation. You need to understand that many people live happy, healthy lives with HIV.

There are some practical issues that also need to be discussed. What are your options if you are pregnant? Why should you practice safer sex if you are HIV positive? All of these questions need to correct and accurate answers.

If there was an HIV negative result, post-test counselling is also very important. It is important for you to understand that you have a responsibility to change your behaviour even if you tested negative.

Counselling helps you to understand that the risky behaviour that led you to seek out VCT must be addressed and if possible, changed. You also need to be aware that you could be in the window period and therefore the result could be a false negative. The counsellor could also advise you on how to go about changing behaviour.

How can knowing my HIV status benefit me?

Knowledge is power. Your body has been entrusted to you to look after, so it is your responsibility to take care of it and to know if something is happening to it. For example, if you have a strange, unexplained lump on your body, it could be cancerous.

You will never know this unless you consult a doctor and have tests performed. If you act immediately, you can prevent the cancer from spreading, and you can live a normal, healthy life.

The same principle applies to HIV. While there is no cure for AIDS, you can access knowledge and information that could mean the difference between your continued life and early death. The sooner and the more you know, the sooner you can get started on living a healthier life.

You may not be able to afford anti-retroviral drug therapy. If you are not on a special anti-retroviral trial programme either through an HIV clinic or through your medical aid, you probably will find that the drugs are unaffordable to you.

However, there are other ways of ensuring that you do not get sick. You could learn about your body: what makes your body feel bad and what makes it feel better? What foods should you eat and what should you avoid? How often should you exercise? What are the links between HIV and alcohol? All of these factors impact on how healthy you remain or how sick you will become and how soon.

Now that you know the facts, it's up to you to decide whether there is a benefit for you in coming forward for VCT. Here are some contact details for more information:

National AIDS Helpline: 0800 012 322
People Management for training: 083 2646313

Gillan Núr Samuels is an AIDS Researcher for Metropolitan Group

This woman singer declared her HIV status in public at the recent launch of the Moral Regeneration Movement
In August 2001 the largest public demonstrations yet in our democracy occurred, against restructuring and reforming of state assets. Much of the discussion in South Africa on these topics is extremely emotional, often embedded in unsubstantiated contentions, and this exacerbates tension among stakeholders. A large segment of the public sector has shortcomings and the state should not seek to own organizations merely for the sake of owning them. Many of the state-owned enterprises are structurally weak and their weaknesses preceded a desire to privatise. On the other hand, there are numerous instances of unsuccessful outcomes of privatization throughout the world, so attempts are being made by government to improve the performance of existing state-owned enterprises. In the circumstances, we need to be pragmatic not rigid.

Generally, other countries in Africa use the term privatization. South Africa is perhaps the only country where the title ‘Restructuring of State Owned Enterprises’ is used instead. South Africa argues in favour of a mixed economy with roles for all sectors. Restructuring is not simply a substitute for privatization; it refers to a range of options to reshape state-owned enterprises. Outright sale is just one option. Others include: equity sales in order to access additional funding, technology or markets; business reengineering; incorporation; sub-contracting, joint ventures, employee participation schemes, and community partnerships. Privatization has raised deep objections and concerns. Let us see how far the current restructuring programme addresses these.

Is the growth of private sector monopolies unchecked? International experience shows that simple transfer of ownership of a state-owned enterprise to private hands does not automatically increase efficiency and competition. If it resulted in private sector monopoly it would lead to little or no improvement. The current restructuring strategy is clear that sequencing is crucial. The establishment of competitive markets has to come as an early stage in reform. The policy framework of the Ministry of Public Enterprises states that ‘the promotion of competition and of competitive markets should be an integral element of any restructuring strategy to ensure that the benefits of restructuring translate into lower prices, higher quality goods and services, and wider coverage. Wherever necessary, this should be undertaken within an appropriate regulatory framework. In addition, where there are social needs that will not be
dealt with by a competitive market, government intervention will be necessary. One example is the National Skills Development Strategy (NSDS), launched in February 2001 to address skills needs of the unemployed. In some industries, such as electricity and communications, where competition is minimised, regulatory authorities have been instituted. The Competition Act of 1998 provides for a Competition Commission to deal with competition issues and ensure that all South Africans have equal opportunity to participate in the economy. It has jurisdiction on all issues that involve economic competition and is required to consult with the relevant regulator. It has a mandate to investigate escalation of service cost after restructuring of state-owned assets, but no such complaints have yet been tabled before it.

The beneficiaries of the privatization of state-owned enterprises The process of privatizing state enterprises has created situations whereby some individuals (Cabinet Ministers, highly-placed political officials), who have access to information not available to outsiders, can use the process to benefit themselves. Britain is an example. British Telecom was sold for 1.3 billion pounds less than its initial stockmarket value. The British government was criticised when, after the first day of trading, the value of shares in the twelve distribution companies privatized in December 1990 rose by over 50% of the issue price. Many Cabinet Ministers of the Thatcher government later became directors of the newly privatized companies. This caused a sustained public outcry. One response of the British Labour Party Government in 1997 was to introduce windfall taxes on the profits of privatized utility companies. Similar problems have occurred in Ethiopia, in Ethiopia where the ruling party has been building a business empire over the last ten years, and indeed in all parts of the world, with the worst abuses in transitional economies. The South African programme has started to address this pitfall. Clause 10 of the Draft Code calls for a restriction on post tenure employment: Members of Parliament and Cabinet Ministers should be prohibited from taking improper advantage of their office. A Member of Parliament must refrain from allowing future employment prospects to create a conflict of interest, and refrain from taking advantage of information obtained in the course of official duties and responsibilities until it becomes generally available to the public. Those elected to public office may not engage in financial activity using non-public government information or information obtained in the course of public duty. Similarly, the recent report on the strategic defence procurement packages recommends that the National Parliament take urgent steps to ensure that high ranking officials and office bearers, such as Ministers and Deputy Ministers, are not allowed to be involved, whether personally or as part of private enterprise, for a reasonable period of time after they have left public office, in contracts that are concluded with the state. It is reasonable to expect that the draft code and the report on defence procurement will feed into a code of ethics for future employment of all elected office bearers and senior government officials.

Wholesale privatization or a changed role of the national fiscus The Freedom Charter of 1955 revealed ANC's vision for the country. It stated that 'The mineral wealth beneath the soil, the banks and monopoly industry shall be transferred to the ownership of the people as a whole', and that 'the national wealth of our country, the heritage of South Africans, shall be restored to the people'. During that period wholesale nationalization or 'orthodox' privatization-simple transfer of public enterprises to the private sector-were the only types of public enterprise reform considered. Has the Liberation Movement reneged on its promises? Notice first that mining and mineral rights are separate issues, and must be treated separately. Mines refers to the above ground activities related to mining (including extraction) and the associated physical infrastructure. The ANC claims rather that minerals in the ground belong to all South Africans, and that the current system of mineral rights prevents the optimal development of mining and the appropriate use of land. I return to this later.

Two issues are crucial: what is manageable and what is the role of the central fiscus. It is impractical and undesirable to control every economic unit and regulate down to the last detail. Sale of state owned enterprises or shares to foreigners Privatization attempts around Africa typically resulted in sales to foreign entities. Local players, with no easy access to capital, were not able to bid for the state-owned enterprises. However
there are different ways of accessing private participation. A government may sell a state-owned enterprise through direct sales, strategic partnerships, concessioning or public-private partnership (PPPs). Each method is different and it is therefore important to assess the potential strengths and dangers in each. PPPs, for example, with government holding a 51 per cent share are more likely to achieve strategic public objectives than the listing of state-owned enterprises on the stock exchange. The use of a Strategic Equity Partner has several potential advantages. It can encourage foreign investment focused on innovation. Recent examples are the SBC and Telekom Malaysia consortium purchase of a 30 per cent stake in Telkom and the sale of a 20 per cent stake in South African Airways to Swissair in 1999. It has the effect of ‘locking’ in foreign investments in the productive sectors of the economy thereby reducing the volatile movement of capital.

**The promotion of black economic empowerment**

A major legacy of the previous order was the lack of black ownership and participation in the mainstream economy. Restructuring of assets in South Africa ought to be heavily about ‘provision of basic economic empowerment to millions and millions of black South Africans through access to jobs, and through the provision of affordable and reliable electricity, housing, transport and telecommunications’. The current restructuring aims are aimed at expanding ‘ownership, training, procurement and self-management opportunities for black people, women and the disabled, both directly through involvement in state-owned enterprise management and indirectly through widespread ownership opportunities’.

**Unemployment**

The unemployment rate was officially estimated to be 26,7% in 2001, and is a matter of highest concern. Will restructuring bring in the longer-term more efficient firms and a more competitive economy, able to re-absorb the displaced labour and more? The restructuring attempt is relatively new and only time will reveal the full impact. In the meantime there are workers who suffer ‘temporary’ unemployment. This is like saying that the patient must first suffer before he recovers, and is not an argument that labour unions accept graciously.

The changing economy will make increasing demands for new skills. Workers with inappropriate skills or no skills may not find employment. This requires more emphasis on retraining. The National Skills Development Strategy has made a start: 1384 learners commenced training in 2001. The South African Qualifications Authority approves these programmes.

**Mineral Rights**

In the special case of mineral rights, nationalization is justified. Mineral rights are presently held privately and are ‘locked-up’. Holders of these rights are not conducting exploration activities and prevent others from doing so. Even when there is a mining exploration boom in Africa, South Africa is not considered an attractive site by foreign mining companies because of lack of availability of mineral rights compared with countries like Zambia, Mali, and Tanzania. Centrally controlled mineral rights remove such difficulties and allow better access to geological information. Draft legislation will therefore be introduced in the national parliament, which will allow the state to be the custodian of these mineral rights and lease them back to companies keen on new exploration. The ‘use-it-or lose-it’ principle will be promoted to guard against unjustified hoarding of our mineral resources. These attempts to return private mineral rights to the government aim to release mineral terrain for new entrants, such as foreign mining companies or competing national mining houses. The international trend (for example in Botswana, Australia, Canada and the USA) is that when mineral rights are taken over by the state, a surge of exploration activity results, because the rights become available to interested mining companies. Here, public sector intervention ‘crowds in’ private sector participation and does not substitute or replace it.

**Conclusion**

The current attempt at restructuring of state-owned assets aims to make government better placed to pursue its development objectives and enhance the delivery of social services. Since the programme is still unfolding, new contradictions are likely to occur and it may be too early to draw firm conclusions. Some services (electricity, water and telephone) have been curtailed and their unit cost of provision has increased after restructuring. Many social services have been withdrawn from the low-income areas. Without regulation, profit-making institutions have no incentives to expand services to the low-income areas. Attempts to regulate the private sector might prove to be more complicated than actually owning and managing an entity. The new contradictions must be seen as a challenge for policy makers and will elicit policy innovation. Underlying the restructuring drive is the need to shift our understanding of the role of government. The agenda of restructuring state assets does not imply that government is keen to withdraw from the economy and renege on its social responsibilities. In fact, a well-organised government is a pre-condition for fulfilling social responsibilities.

The restructuring of state assets shows the changing nature of government intervention, which is characterised by collaborating with the private sector and labour, providing stability and enabling favourable conditions for all stakeholders, including users of services and the historically marginalized communities. The role of an ‘activist’ state, which is to engage with civil society, is not compromised and it may be better placed than in the past to promote the reduction of poverty.

This paper was prepared in connection with the Institute of Social Studies (ISS)/JUPMET workshop on Governance for Public and Private Enterprise, at the University of Stellenbosch, 17-28 September 2001. In my capacity as an ISS alumnus (1998/89). The author works as researcher for the ANC in the national parliament. An earlier version of the paper was also published in Agenda magazine.
You are invited to the 1st Annual

SERVICE DELIVERY LEARNING ACADEMY

Hosted by the DPSA at
Emnotweni Conference Centre, Mpumalanga Province
17-19 July 2002

Service delivery to the people of South Africa requires that public servants, particularly those at the coal-face of delivery, are provided with opportunities to collaborate, solve problems and share best practices in the spirit of learning. The need for such opportunities has been articulated on numerous occasions and it is thus important for appropriate public servants and partners to exploit this opportunity. The Academy will provide officials with a platform to:

- Explore barriers (institutional, constitutional and otherwise) that impede progress in service delivery
- Develop a common strategy for removing or minimising obstacles to effective service delivery
- Stimulate innovation through learning from one another
- Interrogate systems and programmes that have been put in place
- Share and exchange experiences and lessons on best practice

Themes:

- Co-ordination, Integration and integrated planning
- Human Resource Management & Regulations
  - Financial & Procurement Regulations
  - Integrated Service Delivery
  - IT & Shared Services

- How do regulations impact on service delivery?
- How do systems and arrangements, e.g. local and traditional authorities, enhance service delivery?
- How does Batho Pele graduate 'from principles to practice'?
- How do we harness IT to maximise SDI efforts?
- How do we operationalise integration for service delivery improvement?
- How do we tackle procurement & asset management challenges as we seek to deliver services in hospitals, schools, police stations, home affairs offices, etc.

Come and participate in this knowledge sharing event, network with colleagues and listen to presentations by public servants and a cross-section of partners including those from research institutions as well as private and NGO sectors.

The full programme will be circulated to Heads of Departments, Heads of service delivery institutions and in the media by the end of May.

For more information contact: Welcome Sekwati: 012 314 7157; welcome@dpsa.gov.za;
Phindi Thubani: 012 314 7078; phindi@dpsa.co.za
Fax: 012 314 7020
Don’t procrastinate about pension planning

Many people assume that their company pensions will cover their needs, but don’t realise that after 15 years’ service a pension will probably provide a before tax income of less than a third of their current salary, warns Lizwe Nkala, Old Mutual Personal Financial Advice Marketing Manager.

“They also forget that inflation doesn’t retire when they do. For example, even at a relatively low inflation rate of 8% the buying power of fixed retirement income halves every year.”

But Nkala says the problem that Old Mutual Personal Financial Advisors encounter all too often is that people take an ‘it’ll never happen to me’ view of retirement.

To avoid the golden years becoming a nightmare he suggests. Don’t procrastinate: Do something today. It’s never too late to start, but the longer you wait the harder it will be to accumulate and grow the money you need.

Don’t assume: Make it your business to find out what you can expect to get from your pension or provident fund. Will it be enough to cover your needs?

Be realistic and don’t forget to consider the effects of income from the date of your retirement, which could be between the ages of 55 and 69.

Don’t be tempted: If you resign or are retrenched, don’t be tempted to take your pension and blow it on luxuries. Not only will you lose a lot of your withdrawal benefit to the taxman, but you could also forfeit a large part of your employer’s contribution.

Not sure? Get help: Contact a reputable financial adviser who can analyse your needs. This needs analysis should form the basis of any financial plan and will enable the adviser to recommend the retirement options that are most appropriate to your circumstances.

RAs are a popular way for employees to top up pension or provident funds or for self-employed people to save for retirement. Some of the reasons they have become so popular are:

- Contributions, usually in the form of a monthly debit order, are tax deductible up to certain limits.
- An RA offers security as your retirement capital can be guaranteed for life.
- Your retirement capital is protected from creditors if you go bankrupt.
- An RA offers a great deal of flexibility:
  - If you change employers your retirement benefit is not affected.
  - When you reach the minimum retirement age of 55 you can mature your RA even if you are still working.
  - You can also extend your retirement date on a year-by-year basis, letting your retirement capital grow as you need it.
  - You may also add life and disability cover.
  - You can make additional cash lump sum injections at any time.
  - There are a wide choice of options available when you want to retire.
- There are three types of annuities:
  - A single annuity - provides a guaranteed benefit for a fixed term, for example five or ten years and is payable to you, or if you die, to a beneficiary. If you are still alive after the guaranteed period, a pension will be paid for the rest of your life.
  - An escalating annuity - this allows you to specify that the benefit is increased by a fixed percentage each year.
  - A variable annuity - this annuity is invested in unit trusts. While this allows you to benefit from stock market growth, it also carries some risk if the stock market declines. This type of annuity offers no guarantees and should only (and also) be considered after consulting your personal financial advisor.

Lizwe Nkala is an Old Mutual Personal Financial Advice Marketing Manager.
Can you Afford a Holiday Home?

A retreat from city life seems the ultimate stress buster, but think carefully before you commit yourself, or it could cause more headaches than before.

You have a fantasy of what holidays and weekends should be. It involves escaping the noise, traffic and familiar surroundings of town for a couple of blissful days. A place where you can relax, potter around the countryside or stroll down a pristine beach.

All you need to fulfil this fantasy, you tell yourself, is your own little weekend or holiday getaway. It would mean you could dispense with the hassling over December bookings and exorbitant rentals, the kids could make friends and your husband could fish to his heart’s content.

Holiday homes are popular in South Africa; you just have to look at all the city refugees in Hermanus or Dullstroom during weekends to know that. Given the demand, it seems you can’t go wrong.

It sounds ideal, but before you take out a second bond and rush to your nearest estate agent to buy a holiday home, think through the financial and practical implications carefully, says Lizwe Nkala, Marketing Manager of Old Mutual Personal Financial Advice, “The truth is there are many implications you may not have thought about.”

First ask yourself, if owning a second house is practical. Are you able to pack up and head off to the house regularly, or do you have too many commitments in town? Do you want to go to the same holiday spot year after year? Are you prepared to loan the house to friends that are likely to want to make use of the free accommodation?

If you are positive that it is an option, then you need to look at the financial viability of owning a second house. Can you afford the deposit, without having to dip into your retirement fund or investments? Tapping into either is a bad idea; as you could put your financial goals back a couple of years.

Can you afford the monthly bond costs on top of your present bond payments?

You can’t risk losing your home because you can’t make the payments. When considering these questions, it is wise to sit down with your financial adviser, map out your long-term goals and then look at the effects that owning a second home will have on these. Your adviser will take you through a comprehensive needs analysis and then advise you on the most appropriate course of action.

Don’t forget that you also need to consider the other expenses you will incur in running the place in your financial planning. These could include the cost of maintenance and repairs, utility bills, rates and taxes, a gardening service, plus the cost of furnishing and equipping another home.

On October 1, owning a second property takes on an added financial burden in the form of the new Capital Gains tax, which applies to houses that are not your primary residence.

In a nutshell this means that if you want to sell the property at a later stage, you will be taxed on your gains. You are exempt from the first R10 000, but you pay your marginal tax rate on 25 percent of the gain.

You may, like Lisa and Paul Edwards, have been planning to use the house while the kids are young and sell it when you retire as part of provision for your retirement. In a case like this Capital Gains tax will have a significant impact on your retirement funding.

In the Edwards’s case, transfer of the house took place on 1 October 2001 for a total cost of R1 250 000. Two years later they sell the property for R2 500 000.

Assuming the couple pay income tax at the maximum marginal rate of 42 percent and that they have no other capital gains or losses in the specific tax year, their additional income tax liability as a result of the released capital gain will be determined as follows:

Proceeds: R 2 500 000
Base cost: R 1 250 000
Capital gain: R 1 250 000
Annual exclusion: R 10 000
Taxable capital gain (R 240 000 X 25%) R 310 000
Therefore 310 000 will be included in the Edwards’s taxable income. If the couple are married in community of property, the capital gain will accrue to both of them in equal shares and they will both be liable for a share of the CGT.

Tax payable (R 310 000 X 42 %) R 13 200

If you plan to rent the house to subsidise some of the bond repayments, you need to have a close look at what renting entails. Apart from time, effort, maintenance and possible repairs for tenants, you also need to consider the tax implications, in particular Capital Gains Tax, which applies to gains on most investments.

Only once you have thoroughly considered your options and researched the ins and outs will you be able to decide whether to put down a deposit on that beach house or rather booking for that fabulous hotel in Bali.
Take Control of Your Debt

Are you one of the many South Africans who love to whip out your credit card to pay for expensive dinners, clothes and nights on the town, even when you can’t really afford them?

You may be keeping the economy alive and well, but if you are spending more than you bring in and find that you can’t pay your monthly bills, it may be time to turn your attention to your financial affairs.

“South Africans are notorious for a bad saving culture and debt, but that doesn’t mean you have to be one of the statistics. Now is the time to watch debt, particularly over the festive season when you tend to splurge,” says Lizwe Nkala, Marketing Manager of Old Mutual Personal Financial Advice.

“Like any bad habit, there are no shortcuts or miracle cures to beating debt. It takes self-discipline and sacrifice,” says Nkala. He advises some steps to tackling your debt:

1. The first thing to do is to face up to your debt. Sometimes debt can be so overwhelming, that instead of tackling it head-on, we avoid it. If you are in debt it is important that you act. Doing nothing can lead to much bigger problems in the future, such as your debts increasing rapidly because of high interest rates, or getting a bad credit record.

2. Formulate a debt-reduction plan: you can do this with the help of your financial adviser. This doesn’t have to be a prison sentence. Don’t think of it as taking away from your life, but as adding to your future, because debt effectively steals from your future to pay for your present. As part of this plan you should:
   • Review your debts, make sure you really owe the money that is being claimed from you.
   • Contact your creditors and let them know you are finding it hard to make your monthly repayments. Most will be willing to work out an acceptable repayment scheme with you.
   • Track your spending: Record every cent you spend for a month or two, even the daily loaf of bread and litre of milk. It is an arduous task, but you will be amazed at how much it tells you about your spending habits and areas of concern. You will probably find that a fair amount of your monthly spending can be cut back on and used to repay debt instead.
   • Budget your expenses. Take out your calculator and add up your expenses, then create a spending plan that allows you to reduce your debts. Itemise your necessary expenses such as your bond and rates, and then your non-essentials such as entertainment and travel.
   • Pay off the debts with the highest interest rates first such as clothing accounts and credit card debt.
   • Try and pay more than the minimum instalment if you can. The longer you take to repay a debt the more money you lose to interest rate charges.
   • Try to reduce your expenses and whatever you do don’t incur new debt. This is especially easy to do over the festive season. Cut out unnecessary spending such as eating out and avoid impulse buys.
   • You can use your savings or other assets to pay off debts. Withdrawing savings from low-interest accounts to settle high-interest loans usually makes sense. Or you could consider selling off a second car, or getting yourself a less-expensive car.
   • Beware of risky refinancing options. When you are already in financial trouble second bonds greatly increase the risk that you may lose your home. Be wary of loan consolidations as some may actually increase the interest you currently pay. Always read the terms and conditions of the loan.

3. Incorporate your debt reduction plan into a long-term financial plan to stay out of debt and make the most of your money. See a good financial adviser, he or she will take you through a comprehensive needs analysis, make recommendations and help you build a financial plan based on these.

“You need to realize that debt management is part of your general financial management. Unnecessary debt will have an effect on your financial planning as a whole, both in the short and long term. For example, if you keep borrowing from your access bond, you will still be paying off your bond when you retire, which will be a considerable burden.

“Remember, plans are no good unless you stick to them,” says Nkala, “review your debt reduction plan and your financial plan regularly, to see if you are still on track.”
Battered Women – Legal Remedies for Domestic Violence.

Published by: Centre for Criminal Justice: University of Natal
Author: Pat Stilwell. BaLLb. Director University Law Clinic, University of Natal Pietermaritzburg.
Number of pages 48.

Domestic Violence is an acute problem in South Africa. Studies have shown that 45% of women murdered in this country are killed by their male partners or ex partners and 12% by family members. It is estimated that at least 60% of women experience domestic violence in one form or another. The average woman stays in an abusive relationship for more than 10 years before leaving and is battered by her partner 39 times before seeking outside help. These are some of the staggering statistics revealed in this booklet.

The book outlines the various legal remedies available to victims of domestic violence. These remedies range from obtaining a protection order under the Domestic Violence Act, an ordinary civil interdict or initiating a criminal charge against the perpetrator. The book is written in clear simple language and is intended to be read and understood by the ordinary reader.

It is an attempt to make people aware of their legal rights and to make the law accessible to them. This is highlighted by the fact that the table of contents is user friendly and serves as a quick guide to finding practical information about how to go about obtaining a court order; what information must be placed before the court; when, where and how to do it; and what the practical effects of court protection are.

The book has already been well received in the community. Following the first printing, the South African Police Services requested the author to have it translated into the Zulu language and have purchased 2 000 copies which will be used in police stations throughout the KwaZulu-Natal.

Primal Leadership – Realizing the Power of Emotional Intelligence

Daniel Goleman, Annie McKee & Richard Boyatzis

If a leader resonates energy and enthusiasm, an organisation thrives; if a leader spreads negativity and dissonance, it flounders.” Daniel Goleman’s international best-seller ‘Emotional Intelligence’ forever changed our concept of “being smart,” showing how emotional intelligence (how we handle ourselves and our relationships) can determine life success more than IQ.

Now, Goleman teams with renowned emotional intelligence researchers Richard Boyatzis and Annie McKee to explore the role of emotional intelligence in leadership. Unveiling neuroscientific links between organizational success or failure and “Primal Leadership,” the authors argue that a leader’s emotions are contagious. If a leader resonates energy and enthusiasm, an organization thrives; if a leader spreads...
negativity and dissonance, it flounders. This breakthrough concepts charges leaders with driving emotions in the right direction to have a positive impact on earnings or strategy.

Drawing from decades of analysis within world-class organizations, the authors show that resonant leaders - whether CEOs or managers, coaches or politicians - excel not just through skill and smarts, but by connecting with others using EI competencies like empathy and self-awareness. And they employ up to six leadership styles - from visionary to coaching to pacesetting – fluidly interchanging them as the situation demands.

Shared services: Mining for Corporate Gold
By Barbara Quinn, Robert Cooke and Andrew Kris
Publisher: John Wiley
Review by Welcome Sekwati

In many large companies and organisations nowadays, the allocation of core functions and services remains the one major source of perpetual headaches in the management echelon. Often, because of large staff complements and complex organisational structures, many companies barely make progress no matter how much effort they put into their business. This is due to the fact that there is a serious duplication of functions with several disjointed units basically doing the same thing, thus leading to wastage of manpower, capital as well a time.

Maybe this kind of scenario sounds very familiar to you. If that is the case then Shared Services - Mining for Corporate gold is a must for you. The authors, Barbara Quinn, Robert Cooke and Andrew Kris, all of whom have acres of experience in the corporate management world, have a simple solution to offer:

Bring together functions that are frequently duplicated across divisions, subsidiaries or operating units and offer these services more efficiently and at a lower cost, through a shared service centre. Through shared services, companies are able to retain internal control of core functions while still maximising on cost efficiencies.

A companion of every manager and, of course, every individual who is concerned about the state of service delivery in their company the book guides you every step of the way. It guides you through different stages as you try to transform the culture of your company or organisation into a solid customer driven one, through shared services. From the initial step of sizing-up, assessing outsourcing possibilities, establishing the infrastructure and shifting the organisational culture, Shared Services, Mining for Corporate Gold comprehensively helps you to discover the importance of Shared Services and how your company can be empowered to mine corporate gold.

X-Engineering the Corporation – Reinventing Your Business in the Digital Age
James Champy

The walls between a company, its customers, and its suppliers - even between its competitors - are coming down. In a world of free-flowing information and products, X-Engineering The Corporation reveals a radical new vision of the corporation. Instead of a collection of separate companies turning out goods and services, Champy shows us a web on interacting processes and people that includes every organiza-
• Create harmony – by getting more in tune with how its customers operate
• Be transparent – electronics manufacturing service company Solectron reveals to its customers the details of its processes – an innovation that keeps it competitive while speeding and streamlining production
• Understand the role of customers - EMC, the world’s leading manufacturer of memory storage devices, talks with, listens to, and values customers “pull” more than ever before – and now defines its process “push” with pinpoint accuracy.

Into the People Effectiveness Arena – Navigating Between Chaos and Order
Theo Veldsman

Veldsman brings you a brilliant and innovative action plan to successfully deal with people management issues in the knowledge economy. At a time when redefined success criteria are required, he writes that success comes to those who see people as the centerpiece of the organizations: as the unlockers of value and wealth, and not mere resources.

Arguing that the heat is on The People Effectiveness Arena, Veldsman challenges the reader not to deal with the various heat-generating issues individually, but to discover and build overall action patterns appropriate to his/her own People Effectiveness Arena.

After exploring The People Effectiveness Arena, you will:
• See people as the king pin in sustainable organizational success
• Understand the burning issues and use an overall systems approach to mould your own pattern out of chaos to provide you with a competitive edge
• Identify the forces and counter forces sweeping the Arenas, such as globalization, competitiveness, technological innovation, change navigation, corporate social responsibility, leadership and organization culture and design

Leadership Mystique – A User's Manual for the Human Enterprise
Manfred Kets de Vries

Leadership now requires very different behavior from the leadership tradition we are used to. It requires leaders who speak to the collective imagination of their people, co-opting them to join in the business journey; leaders who are able to motivate people to full commitment and have them make that extra effort. It's all about human behavior. It's about understanding the way people and organizations behave, about creating relations, about building commitment, and about adapting to lead in a creative and motivating way.

There are no quick answers to leadership questions, and there are no easy solutions. In fact, the more we learn the more it seems there is to learn. In The Leadership Mystique, management and psychology guru Manfred Kest De Vries unpicks the many layers of complexity that underlie effective leadership, and gets to the heart of the day-to-day behavior of leading people in the human enterprise.

The Financial Times and The Economist have called Manfred Kets De Vries one of Europe's leading management thinkers.

The Agenda – What Every Business Must Do To Dominate the Decade
Michael Hammer

Michael Hammer, author of REENGINEERING THE CORPORATION, the defining business book of the 1990s, has uncovered the secrets of today’s best companies. He has worked long and hard to identify how these companies consistently out-execute their competitors, and he reveals what he has learned in The Agenda.

This breakthrough book spells out an action plan for the twenty-first century. Here’s a sampling:

• Become a process fanatic - Seemingly mild and unassuming, process is a revolutionary way of thinking about work in customer terms. It blows away overhead and cost, confusion and delay. It is the discipline that makes outstanding performance a matter of design rather than luck.
• Measure like you mean it - Most business measurements are worthless. They tell you what happened in the past (sort of), but they offer few, if any, clues about how to make things better in the future. To come up with useful measurements, you need to create a model of your business that ties overall goals to the things you actually control.

You need to measure these.
• Don’t just talk teamwork – live it.
• Make life easy for your customers. You need to take a hard look at how you operate from your customers’ point of view and redesign how you work to save them time, money, and frustration. In other words, run your business for their convenience, not yours.
Matter of Fact

In the launch edition of The Service Delivery Review it was inadvertently reported that Mrs. Monama, the DG of the Northern Province, was a member of SASO during her student days. To the contrary, she has pointed out to us that she was, in fact, a member of the Azanian Students Organisation (Azaso). We wish to apologise for the error and the embarrassment this might have caused her and those who know her. – Editor.

Dear Sirs,

I have just received the Launch Edition of Service Delivery Review.

Presumably this journal has been produced to provide interest, stimulus, encouragement and information to Public Servants across our nation. If so it is a laudable effort one hopes will continue.

However, it is indeed a pity that an attempt at humour on the closing page, “The Funny Side” under the column headed “Odds and Ends”, should lower the tone of the whole product by resorting to the gutter “humour” that it contains.

Dear Dr Mackenzie

I am happy to learn that the Review did reach you as it was such a struggle to co-ordinate the distribution list and also to hear that the effort is appreciated. We are certainly committed to sustaining the publication, hoping that our colleagues who are at the coalface of service delivery will generously share their experiences, knowledge, ideas and thoughts by contributing to the publication.

Thank you for your comments – that is the kind of input that will assist us in positioning the content, the tone, etc. of the Review appropriately, noting that this is an initial attempt at producing a tool for public servants to engage on issues that affect and concern them. – Editor.

Makes you think, doesn’t it?

‘Prophecy is the wit of a fool.’ – Vladimir Nabokov, Russian-born author (1899 – 1977)

‘We are what we think. All that we are arises with our thoughts. With our thoughts, we make the world.’ – Buddha, founder of Buddhism.

‘Politics, as a practice, whatever its professions, has always been the systematic organisation of hatreds.’ – Henry Brook Adams

‘We are secretly more terrified of death now than in mediæval times. It is the one aspect of life, so to speak, that civilisation has not improved.’ – Peter Watson.

‘Death is one moment, life is so many of them.’ – Tennessee Williams.

‘As a well-spent day brings happy sleep, so life well used brings happy death.’ – Leonardo da Vinci, Italian painter, engineer, sculptor and architect (1452 – 1519).

‘Think like a wise man but communicate in the language of the people.’ – Poet and Nobel laureate William Yeats.

‘Knowledge speaks, but wisdom listens.’ – rock singer Jimi Hendrix.

‘Either that wallpaper goes, or I do.’ – Writer Oscar Wilde (1854 – 1900).


‘A people losing sight of origins are dead, a people deaf to purpose are lost. Under the fertile rain, in scorching sunshine, there is no difference: their bodies are mere corpses, awaiting
final burial. - Ayi Kwei Armah

'We donot acquire humility. There is humility in us - only we humiliate ourselves before false gods. - Simone Weil, French philosopher (1909 - 1943).

'If you're not feeling good about you, what you're wearing outside doesn't mean a thing.' - Leontyne Price, US opera singer

'Nearly 100 million Americans suffer from hearing impairments, and many can trace their deafness to being assaulted by noise. But that isn’t the only problem. New York’s decibel levels contribute directly to the level of stress people seem to feel: doctors confirm that excessive noise raises blood pressure, constricts blood vessels, lowers one’s willingness to be cooperative with other people and accentuates aggressive behaviour patterns (one study found that people who lived in the flight path of the city’s two airports had a higher than average murder rate.) Noise has even been blamed for learning disabilities in children: kids who have to put up with high decibels at home actually have lower reading scores than those who grow up in a tranquil environment.’ – Newsweek, April 8 – 15, 2002.

**Guidelines to Contributors**

Article manuscripts must be submitted in English (UK). We prefer e-mailed copies. Manuscripts should be a maximum of 3 500 words and book reviews between 300 – 500 words. However, longer articles may be considered for publication but the editor reserves his right to edit. While every effort will be made to send authors the edited versions of their articles before publication, this privilege is not guaranteed.

Please include illustrations (pictures or graphs) with your articles. The illustrations can be sent together with the articles, or separately in electronic form. We also require that you send us a portrait of yourself (electronic) and a short one paragraph biographical note indicating your academic/professional expertise that make you the right person to write the article at hand.

The full bibliographical details of sources are provided only once at the end of the manuscript under References.

Jokes, anecdotes and pithy sayings are always welcome for our Funny Side column.

**Challenge to Readers**

We are actively on the look-out for readers’ letters expressing opinions on articles appearing in the journal, or any other issues related to service delivery in the public service. If there is an issue you feel strongly about – as long as it relates to service delivery - don't hesitate to drop us a line. The e-mail address is: thuli@dpsa.gov.za
Mbazwana Dancers at one of the most recent Imbizos