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SERVICE DELIVERY

# REVIEW

A learning journal for the Public Service

**Aboard the  
Phelophepa  
Service  
Delivery  
Train**

**Integrated  
Service Delivery  
Goes to Maponya  
Mall**

**A day in a life  
of a rural  
hospital**

**2012 APSD  
anchors the  
African Public  
Service Charter  
and Batho Pele**

***Batho Pele after 15 years***



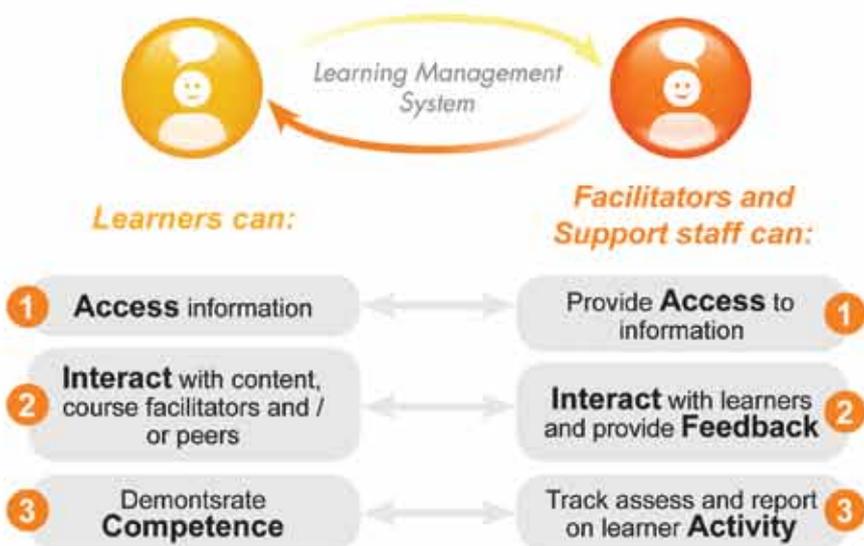
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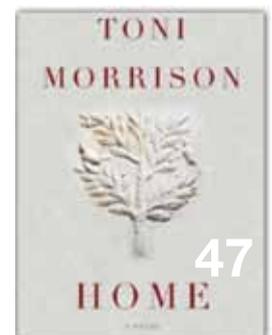


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Public servants, academics, communities and other interested parties are encouraged and welcome to respond to and raise issues in this regard.

Letters and feedback should not be more than 500 words and the maximum length for articles is 2 000 words.

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LawrenceT@dpsa.gov.za  
or Dudley@dpsa.gov.za  
012 336 1157



## A leaf from the art of war

Those who have experienced a war - whether big or small - know that war is an unpleasant experience. In the sweetness of victory the bitterness of battle tends to linger on long after the dust had settled. Yet despite its harshness, war - or the idea of war - continues to be a powerful metaphor in facing up to humanity's many battles.

The exigencies of war have ironically spurred humanity's acute power of organisation. It has been argued that without war humanity would perhaps still be stuck in the languid warmth of the cave. Much of modern organisation shares similarities to the war zones of the world. It is no surprise that Lao Tzu's ancient Art of War book remains as popular as ever. The Art of War is not only about the waging of actual war. Its precepts are used in boardrooms the world over from brand positioning to organisational management.

Here at home, strategies from the book Leadership Lessons From Emperor Shaka Zulu the Great by South African management consultant, Phinda Madi, have been similarly deployed to helping out entities both in the private and public sectors. Madi's book draws out ten lessons from King Shaka's military exploits that are defined in the following thematic areas:

1. Build a sense of mission
2. Mission is more important than convention
3. To be a conqueror, be apprenticed to a conqueror
4. Lead the charge (from the front)
5. Build a fanatical team
6. Go where angels fear to tread
7. Be a good strategist (or get one)
8. Know the battlefield (better than the enemy)
9. Be obsessed with world-class technologies
10. Never believe your own PR.

Though drawn from the heat of battle, this set of dictums is as applicable to the personal as they are in the context of the public service. They in fact reflect a familiar truism or common sense, which tends to slip into negligence.

How does the public service score in terms of King Shaka's leadership lessons? What would be the score on being consumed by "strong sense of mission"? Do public servants fully "understand the battlefield" which is the terrain of service delivery?

Strides have been made in pushing back the

apartheid frontiers over the past eighteen years. Batho Pele, or putting people first, is an entrenched brand of service delivery in the public service. Yet if the public service is doing so well, how are the sporadic service delivery protests in communities explained? Or is it the case of belief in our own PR? These questions are difficult and complex and, like any assessment of a military campaign, involves more than merely tallying the number of casualties on opposite sides of the frontline. They nonetheless beg answers. The effectiveness of the public service and impact of government services ought to be measured - more so since 2012 marks the 15th anniversary of Batho Pele.

This edition of the SDR seeks to stimulate discussion on the issues raised at the Africa Public Service Day (APSD) this year that focused on the African Charter on the Values and Principles of the Public Service. Like at the APSD Roundtable deliberations in Cape Town, this edition juxtapositions the continental public service charter to South Africa's own Batho Pele Principles.

Though containing inputs from public servants themselves, the focus is on reportage and case studies that are demonstrable of the values and principles that are underpinned by Batho Pele. The edition also contains some fresh, external perspectives on service delivery and associated challenges. A particularly insightful article by Nomfundo Mogapi of the Centre for the Study of Violence and Reconciliation (CSVR) draws interesting parallels between service delivery protests and South Africa's traumatic past.

It is worth noting as well that every war has its heroes. Most heroes possess one or two of the leadership traits Madi lists in his study, but rarely all ten. In her inaugural Letter From Batho Pele House, the recently appointed Minister for Public Service and Administration, Ms. Lindiwe Sisulu, counts former President Nelson Mandela, Oliver Tambo and Walter Sisulu among those exceptional individuals who exuded most, if not all of the traits that are a mark of a Batho Pele hero.

Her tribute to Minister Roy Padayachie also ranks the late public service minister among exceptional leaders befitting of a Batho Pele hero. Minister Padayachie "stood for and espoused the values of service", writes Minister Sisulu, who picked up the fallen spear. Even in failing health, the late Minister Padayachie "led the charge" for service delivery even in far away Ethiopia where his last duty lay. ■

*Dudley Moloi*

# REAFFIRMING Batho Pele after 15 years



Minister for Public Service and Administration, Ms. Lindiwe Sisulu

The annual Africa Public Service Day (APSD) provides an occasion to not only pause and celebrate the role public servants play across the African continent. It is also an opportunity for recognising and affirming the continent's past, present and future ties.

Inspired by the resolution of the first Pan African Conference of Ministers of Public/Civil Service held in Tangier, Morocco in 1994, the marking of APSD on 23 June annually is now an entrenched strategic event on the African Union (AU) calendar.

The AU ministers in charge of public service and administration portfolios have since then set an annual agenda for the celebration of APSD across the continent. The Special Bureau of Ministers' meeting in Bujumbura, Burundi, chose the following theme for the APSD 2012 edition:

*“Capacity Development for the implementation of the African Charter on Values and Principles of Public Service and Administration towards Capable Developmental States”.*

Once adopted, the AU member countries design APSD programmes using the theme on its adoption, but still have some leeway in as far as tailoring the theme to their respective domestic contexts. Among the specificities of South Africa, for example, is that the 2012 APSD coincided with the fifteenth anniversary of *Batho Pele*.

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### *Government's Batho Pele Policy has been lauded as an innovative campaign on both the African continent and the world over.*

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Also worth noting is that the 2012 APSD theme on the African Public Service Charter is implicitly about putting people first, and thus making a relevant and befitting tribute to the fifteenth anniversary of the implementation of *Batho Pele*.

The White Paper on Transforming Public Service Delivery, or the "*Batho Pele White Paper*", which was launched in October 1997, sought to bring about a radical reorientation of the public service towards "*putting people first*".

APSD (and its themes over the years) is at times erroneously regarded as an event, but the day should rather be seen as marking an annual point of ongoing self-appraisal and critical reflection on how the public service carries-out its duties. Similarly, that 2012 marks the fifteen years anniversary of *Batho Pele* should not be an end in itself. The milestone provides us with an opportunity to look back at the journey travelled in the implementation of *Batho Pele*. It requires of us to honestly reflect on what we have achieved or not at the dawn of our democracy and transformation 15 years ago.

Anniversaries or specific calendar days such as APSD should serve to remind us of the defining attributes of being a public servant, which we tend to lose or forget in the hurly-burly of service delivery. While we may just still be able

to recite the eight *Batho Pele Principles*, the utmost question is whether our conduct as public servants is in line with Chapter 10 of the Constitution of the Republic of South Africa.

Alternatively, we need to ask ourselves whether our conduct and actions are recognisable in the following values and principles as a matter of course:

- Consultation with service recipients
- Setting service standards
- Providing access to services
- Courtesy to citizens
- Providing information for citizens to access services
- Openness and transparency as to why we cannot provide services just yet
- Redress through providing pro-poor services to vulnerable citizens
- Value for money by providing predictable and durable basic services according to citizens' ability to pay for them.

The above *Batho Pele Principles* embody the high standard of professionalism; the efficient, economic and effective use of resources and, above all, the transparency and integrity expected of all public servants.

Without much doubt, *Batho Pele* remains a well-branded policy of government. This has been affirmed repeatedly by the research reports of the Public Services Commission, among others.

Moreover, government's *Batho Pele Policy* has been lauded as an innovative campaign on both the African continent and the world over.

But, the jury is still out as to whether we have successfully institutionalised "*putting people first*" in the hearts, minds and souls of all public servants, especially the frontline service counters in offices and hospitals.

Perhaps *Batho Pele* is merely a recognised brand, and one that is yet to be turned into an organisational culture and ethos that is befitting of the values of Oliver Tambo, Walter Sisulu and Nelson Mandela so dearly epitomised and cherished.

Is the public service today befitting, as well - of the memory of the late Minister, Roy Padayachie, who stood for and espoused the values of service both in his private and political life? This is the challenge beyond APSD and the fifteenth anniversary of *Batho Pele*. ■



# A plan is only as credible as its capacity to deliver

The recently appointed Minister for Public Service and Administration (MPSA), **Ms. Lindiwe Sisulu**, reiterates the historic mission of the public service and outlines its vision under her watch.

*Using old ways of doing business no longer meets the demands of a more complex and inter-connected South African society.*

Government is about provision of necessities to the citizens and creating hope in the lives of the people. Truly, this cannot be an easy task. Currently, government is seen by citizens, the media and sometimes by public servants and political leaders themselves as plodding, inefficient, bureaucratic, change resistant, incompetent, unresponsive or corrupt.

Citizens often complain that government provides services that are inadequate, inappropriate, inferior or too costly for their hard-earned tax payments. I am sure you will agree with me that frequently people see government officials as acting in their own interest rather than responding to the needs of citizens.

Government now knows that using old ways of doing business no longer meets the demands of a more complex and inter-connected South African society or the expectations of a more globally linked and politically aware citizenry. The recent report of the National Planning Commission attests to this. The plan calls for a capable and developmental state with a requisite capacity to tackle the root causes of these social challenges. It requires a state that is capable of intervening to support and guide development for the benefit of all, especially the poor. While rural poverty has declined significantly, urban poverty has been rising.

Consequently, the urban poor have upped the ante; they need better conditions for their work, including in the informal sector, better infrastructure, and services, and good urban governance. At the same

time, we are faced with obstacles of slow decision-making, conflicting departmental goals and priorities, risk-averse cultures and silo-based information. It is true that we need to do things differently. How do we respond quickly to the changing environment? As government our posture, policy and practices have now been afforded a new vision. Based on this we need a new way of responding to the needs of our society.

The needs of the citizens are never static. Government is no longer a monopoly of goods and services, and therefore, satisfying the needs of the citizens is core to its legitimacy.

## Single Public Service

My Department is the cog of the government machinery and the objective of realising the aspirations of a capable and developmental state remains my responsibility. The manner in which the organs of state are configured should be supportive of the developmental agenda of this government. It should not be a matter of choice to follow directives or instructions issued by this Department.

Section 197 of the Constitution makes it clear that there will be a single public service; those who perceive federal features somewhere are deceived. We have a sovereign, Constitutional and unitary state with three spheres of government and their concomitant powers. These spheres are interconnected and interrelated; which means there is only one public service. As spheres we need to work together and

collaborate where necessary and ensure that services provided to communities are seamless. To our people, there is no difference between the spheres. My task is to make sure that the notion of a single public service becomes a reality in practice and I must indicate that the legislative process towards the realisation of this goal is at an advanced state. We will be commencing with social dialogue with the affected stakeholders on the modalities related to implementation in due course.

## Tragic legacy

I want to take a moment to reflect on the tragedy of Marikana, that will live with us for a very long time. Whether, as we came across the intractable problem of housing the poor in the mining industry, it received our fullest attention. Recognising the complexities of the provision of housing across the spectrum of the poor, we came across the even more complex problem of housing for miners.

We called a meeting with the private sector, especially mining capital, to see how jointly we can resolve this problem. We came across the phenomenon then of the preferred choice of the miners to take a housing allowance rather than to be housed in mining towns or hostels. We came across the tragedy of woefully inadequate salaries that the mining industry paid and to leverage themselves out of abject poverty, the miners opted for a housing allowance, which became part of their salaries. We allowed Capital, together with Labour to

override the basic requirement of a basic living wage, instead of basic living conditions. We rather should have laid down the requirement of basic living conditions as a prerequisite.

The Government must be interventionist (as all developing states are) and lay basic conditions of how people should live to ensure that employers take responsibility for the reproduction of their labour. If we don't take note of this, we will continue to reproduce less than what the State requires. I am convinced that the State has put in place all the necessary infrastructure, policies, etc. What we require now is a basic regulatory framework. The second requirement of the State is to ensure its ability to deliver on that basic regulatory framework and people are required to drive the regulatory framework.

### Different kind of Public Servant

At the Ministry for Public Service and Administration we are busy repositioning the public service to be the institution of excellence. The Public Administration Leadership and Management Academy (PALAMA) will be conducting a compulsory induction course for new entries in the public service. I have made it my personal responsibility to drive the development of the curriculum which will be used to shape a future public servant; who is not a "careerist" or "job hopper" as is the practice in the corporate world. We envision an ideal public servant who is determined to serve based on proper orientation and doctrine. Low productivity, absenteeism, high labour turnover, lack of job security, failure to recognise the performance of individuals, lack of training, etc, should be a thing of the past. The induction will not take two days or weeks as it has been the case but a year or two and this approach has been agreed to with our social partners at the last wage negotiations.

The skills profile of the public service mirrors the national skills profile. There are critical shortages of good quality doctors, engineers, information technology professionals, forensic specialists, detectives, planners, accountants, prosecutors, curriculum advisers and so on. In addition, the

management ability of senior staff operating in a complex organisational, political and social context requires greater attention. To solve both this technical and managerial skills shortage, government has to take a long-term perspective on developing the skills it needs through career-pathing, mentoring and closer partnerships with universities and schools of management.

### Service accord

Fighting corruption in the public service ought not to be rhetoric, but a practical demonstration and coupled with political will. I am in the process of formally establishing the Public Service Anti-Corruption Unit (PSACU), an agency that would deal with corruption in the public service head on. The process of establishing this structure is underway and I promise that once it is established, the results will be visible. It is our goal to eliminate tendencies that seek to create a selfish society; we need to love one another and stop chasing money.

This government is a listening government. In my task as the new Minister in this portfolio, I will be engaging all sectors of society on what services should be provided and how. This process will culminate in a service accord. The first phase of this process will start with labour within the public service and will be extended to include other sectors of society. I will be talking to civil service actors in rural areas such as landlords, associations of peasant farmers, co-operatives, non-government organisations (NGOs), research institutions, religious leaders, finance institutions, political parties, the military etc.

My goal is to foster a government that is participatory, consensus-oriented, accountable, transparent, responsive, effective, equitable and inclusive. Within this context, we will make sure that the views of the minorities are taken into account and that the voices of the most vulnerable in society are heard in decision making.

It is all based on what Blaine Lee remarks: "When people honour each other, there is a trust established that leads to synergy, interdependence and deep respect. Both parties make decisions and choices on what is right, what is best, what is valued most highly."

Our government must be responsive to the present and future needs of the society. Our people will be allowed to participate in matters that affect them either directly or through legitimate intermediary institutions or representatives. We will make sure that their participation is informed and organised.

As government we would have to make sure that we work in a transparent manner. Government departments will be compelled to make public information available and directly accessible to those who will be affected by such decisions and their enforcement. The information ought to be provided in easily understandable forms and making use of relevant media as well. A well-managed organisation requires an environment that is conducive for growth and development. We must create a public service as employer of choice and we must be a trendsetter in conditions of service for workers in this country.

The delivery agreement I signed with the President compels me to ensure that this government works in an efficient and responsive manner. It calls for us to serve all stakeholders within a reasonable timeframe as well as to be accountable to public and to institutional bodies. A business-efficiency exercise will be undertaken to eliminate wastage, duplication and weaknesses in the system.

Government departments must produce results that meet the needs of society while making the best use of resources at their disposal. Citizens expect improvement in the capacity of the public service to deliver more and better services at lower cost. The public wants improvement in the ways in which government serves citizens, that is, a public administration that delivers better services and extends their reach and coverage more effectively and efficiently.

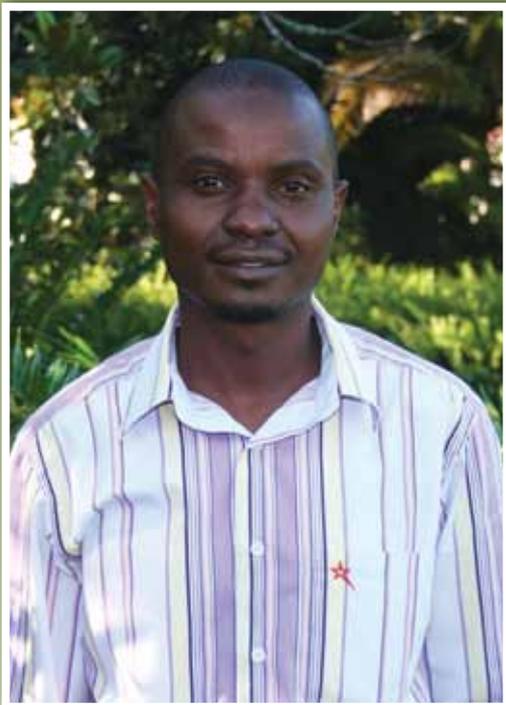
A plan is only as credible as its capacity to deliver on that plan.

It remains our responsibility to ensure good governance, eradicating extreme poverty, ensuring access to housing for the poorest of the poor and promoting global partnerships for development. ■

# SERVICE DELIVERY PROTESTS in South Africa: Lessons for municipalities

**Musa Sebugwawo** shares his views on the problem of mass action at local government level.\*

*One of the key problems is the poor communication between the municipality and community.*



Musa Sebugwawo

No subject has been more discussed in local governance circles in the last five or six years than the issue of service delivery. Service delivery in democratic South Africa has been characterised by mass protests, demonstrations and petitions. Many of the service delivery turn-around strategies put in place are yet to produce results. These costly and difficult responses of communities resorting to protests have become a characteristic feature of ordinary people's response when municipal governments fail to take action regarding community challenges.

To respond to people's concerns is one of local governments' core responsibilities and certainly one of its primary functions in terms of the South African Constitution. History has also been unfair to South Africa. The apartheid system favoured the white race against a black majority. As a result, the country has historically been ranked as one of the most unequal societies in the world, and while the country has experienced sustained positive economic growth since 1994, the impact of this growth on poverty and service delivery has been disappointing. It is tempting to note that the mass protests, demonstrations and violent confrontations that have been taking place since 2005 are a direct result of the culmination of numerous frustrations often building up over a long period of time (Atkinson 2007:58).

## The events that led to the outbreak of the protests: The repeat of the past

Public opinion polls and extensive research on the public's perception of local government portray a consistent and troubling point of view: that municipalities have not learnt anything with the outbreak of protests and demonstrations across the country. There seems to be agreement among development practitioners and social activists that these protests have not only been about the provision of services, particularly housing, water taps and ablution facilities, but many of the protests were about failure of local governments to engage ordinary people in political processes. While analysing these protests Atkinson (2007:63) observes that "at municipal level, protesters have regularly

complained about the unresponsiveness of officials and councillors. Channels of communication with municipal mayors and councillors are blocked”.

This results in the absence of the direct linkage in the local government between the council and the constituencies, making it extremely difficult if not impossible to hold those officials accountable.

Good governance advocates like Peter Kimemia calls the municipal failure to respond to citizens’ concerns “the Marie Antoinette’s type of arrogance” where the emperor’s wife once joked to the poor French masses that if it is hard to find bread people should resort to cakes!

Some municipal governments have stubbornly refused to respond to the people’s problems, which is sad considering that service delivery happens at the local sphere of government because of its nearness to the people. If we are to consider the far reaching social and economic implications of these strikes, it seems remarkable that local governments would find that responding to people’s needs require greater attention.

Some municipalities in the Eastern Cape find comfort in disregarding people’s needs.

There is a growing view that local government in South Africa and Eastern Cape in particular have not learnt from these strikes. The dragging of the Makana Municipality to the office of the Public Protector clearly gets to this important aspect.

On May 12, 2011, South African History Archives (SAHA) lodged a complaint against Makana Municipality for the failure to respond to a series of requests lodged under the Promotion of Access to Information Act on behalf of the community. According to SAHA, they have been attempting to assist community members to get information about various appoint-

ments that occurred within the Municipality since 24 June 2010 but these attempts yielded no success. Whilst seemingly an uncontroversial request, the Municipality had ignored all attempts to access this information. Research studies seem to support the view that non-responsiveness of municipal governments was a major cause of service delivery strikes. Doreen (2007:63), in his article “Taking to the streets: has developmental government failed in South Africa?” reminds us of a sequence of protests, that broke out, as a result of municipal failures to respond to citizen’s grievances.

The Harrismith protests took place after community leaders gave the municipality ten days to respond to their grievances but to no avail. Again in Frankfort (Mafube Municipality), violence broke out in August 2005 because the council did not respond to a petition. In Excelsior in Mantsopa Municipality, a group of angry residents threatened to take their municipality by storm if the municipal manager continued to ignore their grievances. In Welkom, a group of protestors claimed that their petitions had been ignored for two years. These and other factors are the catalyst to community frustrations which consequently boil over onto the streets.

### **Intervention: beacons of hope**

There have been different kinds of interventions from government which suggest that government has learnt a lesson from these protests. At the political level, and in the wake of the May 2011 local government elections, the ruling party, the African National Congress (ANC) in the Eastern Cape, announced that it would sign performance contracts with members deployed in various councils across the province. The encouragement of and roll-out of ward-based planning

would further help to encourage community participation and action.

The involvement of communities in political and municipal processes continues to be a big challenge in South Africa. Lack of municipal response to community problems, as experienced in Makana, does not only fuel community frustrations and anger but it also confirms the view that the process of fundamental transformation of local government in the country still has a long way to go. Though there is more attention to the challenge of dealing with ordinary people’s problems and service delivery from the national and provincial governments, there is a crucial need for municipalities to prioritise community concerns and create functional communication channels. ■

*\* Musa Sebugwawo is Project Co-ordinator at Afesis-Corplan, a local governance and development facilitation NGO.*



# The traumatic past of Apartheid and the paradox of the new democracy



An understanding of South Africa's violent past is crucial to understanding the country's collective trauma and its dynamics as expressed through incidents of service delivery protests, writes **Nomfundo Mogapi**.

*It appears as if in an attempt to 'move forward' and 'forget' these unbearable and painful memories of apartheid, in this new dispensation, the country has idealised national unity, a 'better life for all' and an empowerment or enrichment of 'black people'.*

Collective trauma has been with us as long as the existence of mass violence, human rights violations and natural disasters. It has, however, been marginalised from the mainstream traumatic stress field.

The hold-up in the development of collective trauma studies has resulted in the traumatic stress field's limited inputs in the understanding of collective processes such as collective violence, and the spate of violent service delivery protests South Africa has witnessed in recent years.

William Beinart (1992) and Kynoch (2008) outline some of the political and collective violence experienced by South Africa in the past century as:

- Colonial ascendancy
- State-sanctioned violence
- Police brutality
- Coerced labour
- Trauma displacements
- Militarists of the struggle or 'armed struggle'
- Media footage of violence.

All these violent experiences could have contributed to collective trauma in South Africa. There are, however, two types of collective traumas that this article identifies as contributing to the current scourge of collective violence. These are due to the traumatic past of apartheid and the paradox of the new democracy.

## Collective trauma

It is common knowledge that apartheid was a crime against humanity. The Truth and Reconciliation Commission (TRC) showed examples of some of the most horrifying experiences of apartheid. There are, however, still millions of South Africans who have not processed this painful experience, and apartheid still remains as one of the most prominent, collective traumas for the country.

The politics also involved a state, which reacted to the struggle by blaming and labelling the activists as criminals and terrorists and through creating a violent and brutal police machinery to deal with these 'criminals and activists'. Torture and the disappearances of loved ones were a common occurrence

in apartheid South Africa, resulting in a country full of hurt and psychologically brutalised individuals, families, communities and society.

These extremely painful and emotive memories appear still to linger and raise their ugly head during incidents such as the community protests and xenophobic attacks. The symptoms of these collective trauma memories may be seen at a national level as fixation with the trauma of apartheid, reenactment of the traumatic memories, culture of denial, avoidance and splitting in dealing with the country's problems and challenges.

One sees this through South African's highly emotive reactions to issues that are related to race and racism. This could range from emotive and usually racially divided debates on whether to consider race in analysing the matric pass rate to road rage, which tends to intensify if the other person is of a different race.

### Paradox of democracy

It appears as if in an attempt to 'move forward' and 'forget' these unbearable and painful memories of apartheid, in this new dispensation, the country has idealised national unity, a 'better life for all' and an empowerment or enrichment of 'black people'. Though a sizeable number of black people, the so-called 'black diamonds' appear to be achieving this idealised 'better life', the reality, however, is that the social change of democracy is a paradox. It appears progressive and beneficial to some whilst it seems traumatic to others, especially to those who are increasingly excluded and marginalised at all levels.

### Trouble on the ground

Research case studies from the Centre for the Study of Violence and Reconciliation (CSVR) seem to suggest that the development of a democratic local government has been marred by

the unresolved trauma of apartheid. This is seen in the local politics of betrayal, backstabbing and mistrust relating to tenders, job acquisitions and positions amongst councillors.

Local government also seems to fail in listening and responding to the concerns of the aggrieved community members. Is this failure the genuine concerns of the community, which is perhaps an indication of the collective trauma of apartheid which makes leadership to be more sensitive to betrayal and backstabbing from political entrepreneurs than to focus on the needs of the community.

This 'failure' of municipalities is striking on top of an idealised democracy that everyone expected to and was promised to benefit from. Access to the benefits of this democracy is, therefore, seen as an entitlement and a right that people fought for. The increased socio-economic exclusion, the perceived failure of local government to deliver services and prolonged lack of response to the concerns of citizens is perhaps contributing to another layer of collective trauma, which I call the 'collective trauma of the paradoxical new democracy'.

This collective trauma includes an emerging elite, as pointed out in the study on Kungcatsha, which is involved in highly contentious and competitive politics of betrayal, mistrust and backstabbing in order to continue accessing the limited and highly contested economic and political power. This collective trauma also includes an increasing majority of South Africans who are feeling excluded and marginalised from the mainstream of political and economic arenas.

As one of the informants in Azania\*\* puts it, this is the emerging of a 'new revolution'. Sadly this revolution seems to be linked to a mental model where violence is the only language that is heard. This collective trauma appears still to be community bound but the community pro-

tests are spreading fast and may indicate a potential for another societal trauma. The combination of the yet unresolved trauma of apartheid and this possibly emerging trauma of the paradoxical new democracy is likely to deepen the already existing fault lines in our democracy.

While South Africa undoubtedly may be trying to deal with the collective trauma of apartheid, the likelihood of slipping into another layer of collective trauma of the paradoxical democracy is even greater. Nonetheless, a keener understanding of collective trauma may assist in deciphering the scourge of collective violence that the country is currently experiencing.

Below are some broad recommendations flowing from the CSVR research findings based on eight case studies of community and xenophobic violence.

### Social justice activism

There is a range of short, medium and long-term strategies that social justice activists, NGOs and other sectors of civil society could consider. It needs to be emphasised that creating sustainable shifts in the prevention of collective violence will require substantial investment in long-term strategies.

### Rapid response interventions

Three forms of rapid response intervention could reduce the levels of violence in the conflict between protesters and the state, and in xenophobic attacks.

- **Rapid response legal interventions to reduce police violence.** NGOs and student organisations could develop a rapid response capacity to situations of police violence against community protesters or worker strikes. This would necessitate deploying teams to sites where such violence has occurred, in order to record affidavits from the victims of



police violence, which could be used on the one hand to publicise such incidents, and on the other to support legal action against the police. The intention with this strategy is to raise the cost of police violence, and increase the pressure for police reform. It may be possible that such a strategy could be used in the aftermath of xenophobic attacks as well.

- Rapid response to defuse and mediate violent conflict. In this case civil society would have to develop the capacity to deploy teams of monitors and mediators to conflict hotspots, with the goal of hammering out agreements on the conduct of protests and policing, intervening to defuse confrontation, and providing an independent 'observation' of events.
- NGOs and other civil society organisations could facilitate establishing 'early warning systems' in communities with a high likelihood of xenophobic violence. Teams of prominent community leaders could be established, provided with training in defusing conflict, and with clear lines of communication with local police, political parties and other organisations. Local consensus could be established over the procedures to be followed when tension and the possibility of conflict rises. Such initiatives could draw on the experience of the peace monitors and peace committees of the National Peace Accord of the 1990s.

## Reforming the state

### Policing

Research by the CSVR has found that poor policing of community protests escalated the shift from peaceful protest to violence, and at the same time poor policing created a vacuum in which xeno-

phobic violence could flourish.

In some of the cases the use of local police to monitor protests reduced the likelihood of violence, as police officers and protesters are known to each other.

Where the use of specialist units from outside the locality leads to an escalation of violence, this is because such units are not well-versed in democratic policing norms. It is extremely disturbing that apartheid policing repertoires, including the use of violence against peaceful crowds of citizens, and allegations of arbitrary brutality and torture, are reemerging in the post-apartheid state.

### Local government

Local authorities and town/city councils are frequently the target of community protests because of poor performance, corruption and lack of consultation.

Addressing these issues should be a key objective of local government reform.

Government is paying increasing attention to this level of government and its dysfunctions, which creates a fruitful environment for debating and lobbying for broader reforms.

### Socio-economic interventions

Poverty, inequality and marginalisation underlie much of the collective violence manifested in community protests and xenophobic attacks, providing the basis for a forceful insurgent citizenship directed against the authorities on one hand, and against foreign nationals on the other. The long-term reduction of violence depends on a structural transformation of citizenship, which progressively reduces poverty, inequality and marginalisation.

The Bokfontein\*\* case provides a promising indication of the kind of resources and policies that are required to begin this task. On the one hand, the provision of public employment and its collective organisation generates stable incomes for households as well as social

participation and identity, and restoration of dignity; on the other, the process of explicit community building provided a forum for addressing collective trauma and fashioning new narratives about the community and its future.

Bokfontein suggests, therefore, that a large-scale expansion of a community-based public employment programme such as the Community Work Plan, as well as a large-scale programme to surface and address collective trauma in South Africa, may be the necessary conditions to substantially reduce collective violence – as well as other forms of violence in our country. ■

*\*Nomfundo Mogapi is a clinical psychologist and manager of the CSVR Trauma and Transition programme. This article is an edited version of her input in the CSVR book, *The smoke that calls*.*

*\*\*Names of people and places have been changed to protect the identity of research sources.*



# What is preventing us from living BATHO PELE?

Lydia Hoyland\* argues that public servants ought to look at the psychological barriers stopping Batho Pele from becoming a reality.



*Many South Africans of all walks of life have already experienced the real liberation that takes place when you gain access to old memories.*

The deep-seated meaning of both Ubuntu and *Batho Pele* strikes to the very core of most South Africans. This is not something to be taken lightly; it speaks to the heart and soul of who we are striving to be. Or does it? When we step back and look at ourselves, at our own lives and how this relates to everyone else within our society, do we really see someone and something that we can be proud of? Do we place the needs and aspirations of the people, of Ubuntu, first? Or is our immediate deep-seated response one of “What is in this for me?” Is our own sense of self so depleted that everything becomes about “I” and no longer about “Us”? Why are we failing both ourselves and the next generations?

## Too defensive

At the heart of this is the inability many people have dealing with the flow of emotional responses that get triggered within the body. Often we look for others to blame for the way we are feeling, in some cases fearing that events in our own past will come back to haunt and possibly control us. We build wall after wall of defensive mechanisms around ourselves to keep us safe from the deep-seated emotions we fear and avoid. We start to use fear, abuse, rage and a host of other

uncontrolled emotions as weapons to lash out at those around us, contributing to the chaos and decay of the society we live in. Families are torn apart by abuse, people retreat behind huge personal walls to escape from the world and end up in the darkest depressions, fighting and killing fill prisons to overflowing, and there seems to be no end in sight to the vicious cycle.

What do we do? Where do we turn to? How do we free ourselves from the demons that pervade our society at every level? The answer to this is that we have to face the core fears we all carry inside. We have to smash down the walls we have built around ourselves that stop others from seeing that we too are compassionate, creative, loving and often vulnerable. We have to throw aside the masks that set us apart from our true selves.

## Psychological resources

You might say this is an impossible task, with not enough psychological resources, and a population so beset with trauma that it would take centuries to accomplish.

Many South Africans of all walks of life have already experienced the real liberation that takes place when you gain access to old memories that made you

believe you were worthless; that pushed you to the last hurdle where you believed that there was nothing worthwhile left; that pushed your family, friends and colleagues away; and that gnawed at you every day of your life at both a conscious and subconscious levels, reducing your productivity, communication and general quality of life.

From company leaders to clerks to school teachers to learners, we are all subjected to the same sets of rules, values and beliefs that have often held us back and prevented us from fulfilling our true potential as people. By accessing the time when this was taken on board, clearing out the emotional shutdown that resulted, and taking on healthy, informed choices and beliefs, we are able to move forward in our lives in a way that includes rather than excludes, that is compassionate rather than judgmental, that allows us to live Ubuntu, and that removes even the need for a concept such as Batho Pele. It is time to return to who we really are – naturally, openly, and with no agenda other than living with integrity and an open, wholesome way of life for all. ■

*\*Lydia Hoyland is a facilitator and practitioner working with the South African Chapter of The Journey Training, Counselling and Motivation Organisation.*

# African Public Service CHARTER AT A GLANCE

Ms. Colette Clark, SDOT DDG, takes a close look at the African Public Service Charter

*The Charter has three strategic thrusts that are designed to provide a common platform in order to define and measure the continent's governance and public administration programme.*



Colette Clark

The Sixteenth Ordinary Session of the Assembly of the African Union (AU) adopted the African Charter on Values and Principles of Public Service and Administration (referred to as the “Charter” throughout this article) in Addis Ababa, Ethiopia, on the 31st January 2011.

The word “adoption” may be slightly misleading. The continental public service charter that was sanctioned by AU Member States in early 2011 was a culmination of a decade-long development and consolidation.

Although formalised at the 3rd Pan-African Conference of Ministers of Public Service in Windhoek, Namibia, in 2001, the genesis of the Charter stretches as far as 1998, when the Second Pan-African Conference of Ministers of Civil Services, which met in Morocco, made a declaration that set the process in motion towards an African public service charter.

The adoption of the Charter substantially reiterated the political commitment of AU Member States to strengthening professionalism and ethics in public service in Africa.

## The Charter in a nutshell

The Charter is underpinned by the need to promote the values and principles of democracy, good governance and human rights in carrying out the mandate of Public Service and Administration across the African continent. Its adoption is furthermore a reaffirmation of Africa's collective desire to strive tirelessly for the modernisation, improvement and entrenchment of new values of governance in public service. This is guided by the common desire of AU Member States to strengthen

and consolidate public services in order to promote integration and sustainable development on the continent.

Although committed to promoting a Public Service and Administration that uses the optimum conditions of equity and efficiency, the effective application of the Charter seeks to take into account conditions unique to Member States.

### More binding

The version of the Charter as adopted in January 2011 seeks to have more legal vigour than before. Its formal adoption by Member States of the AU would, for example, require the Charter to be ratified by most AU countries.

While the ratification of the Charter is purely voluntary, it is hoped that compliance could be encouraged through the influence of AU agencies or Regional Economic Communities, such as the Southern African Development Community (SADC).

### Three strategic thrusts of the Charter

The Charter has three strategic thrusts that are designed to provide a common platform in order to define and measure the continent's governance and public administration programme:

- It defines the key components of a professional and effective public service and its role in building a capable state
- It introduces common measures and systems to ensure transparency and accountability in the public sector
- It establishes a general framework of guiding principles, policies and management mechanisms to be used as a common language in the area of public service in African countries.

### Why are charters important?

Primarily, the application of a charter increases transparency and accountability to citizens. An important objective of a charter is to encourage improved trust between citizen and provider, through improved transparency and accountability.

A charter is a powerful tool with which public service employees could be drawn into active involvement in the improvement of the public service. It is a very helpful instrument for getting the public service closer to meeting the objective of improved service delivery and underpins administrative reform processes.

### Conclusion

The ratification of the Charter by AU Member States makes it a legally binding document, and consequently requires the signatories to implement its core set of principles and values in the respective countries. It is expected that ratification and implementation of the Charter by Member States of the AU would incorporate the following elements:

- Ethics and professional standards should be mainstreamed within all public sector management capacity building and reform initiatives
- Leadership and management at all levels need to create the enabling environment for the establishment and sustainability of an ethical and professional public service through example and encouragement
- Peer Review Mechanisms (PRM) as envisaged under the New Partnership for Africa's Development (NEPAD) should be utilised to support individual country initiatives
- There is a need to sensitise the civil society to the ideals of the African Charter

- Whilst acknowledging that low pay does not fully explain the pervasive growth of corruption, service conditions of public officials should be improved in order to help discourage inappropriate behaviour
- Improvements in service delivery and professional standards can both be achieved through enhanced systems and procedures in the public service
- Policies and practices need to be instituted in order to empower and reward ethical behaviour.

Overall, it needs to be borne in mind that public service reform and capacity building is an expensive exercise. Making sure the Charter becomes a living document would require resources and the ongoing support of NEPAD Governance units and other development partners. ■

# Taking ownership of the AU SERVICE CHARTER



*Mpumi Yeni*

**Mpumi Yeni** looks at the 2012 African Public Service Day celebrations, the AU Public Service Charter and the Batho Pele Principles.

**P**ublic servants across South Africa celebrated Africa Public Service Day (APSD) on Friday the 22nd June this year, just a day ahead of the traditional 23rd, which was on a Saturday. Sanctioned by the African Union (AU), the annual APSD is hosted by the Ministry for Public Service and Administration (MPSA), in partnership with other levels of government.

This year's APSD was co-hosted with the provincial government of the Western Cape, which made the City of Cape the virtual hub for the planned national programme. There were nearly 300 delegates at the Cape Town leg of APSD. Similar events also took place in other South African provinces and AU states - thus retaining the day's national and continental flavour.

## Continental service charter

APSD is preceded by the deliberations of the AU's Bureau of Ministers of Public Service. The ministers decide, on an annual basis, on the theme and sub-themes that set the tone for APSD activities across the African continent.

The theme for the 2012 APSD edition was adopted by the Special Bureau of Ministers' meeting in February 2012, in Bujumbura, Burundi, as the following:

*"Capacity Development for the implementation of the African Charter on Values and Principles of Public Service and Administration towards Capable Developmental States"*.

The AU states have leeway on how they interpret and appropriate the APSD themes in their respective countries. This year South Africa opted for the roundtable format. The roundtable at the national hub in Cape Town was in the form of panel discussions led by senior public servants, academia and civil society. Their varied perspectives on the African Public Service Charter made for robust plenary discussions and debates.



The major talking points of the roundtable included reflections on 15 years of the implementation of *Batho Pele* in the Public Service, which was done in the context of the APSD theme on the African Charter on Values and Principles of the Public Service.

### Fifteen years of *Batho Pele*

Part of the input by the Deputy Director-General (DDG) in charge of Service Delivery and Organisational Transformation (SDOT) branch of the DPSA, Ms Colette Clark, was the official announcement of what she referred to as the “*Batho Pelerisation*” campaign. According to DDG Clark, the campaign seeks to refocus the social context of *Batho Pele*, especially in the light of its 15th Anniversary this year.

The input by the expert panelists on the African Public Service Charter and the developmental state and its capabilities (or lack thereof) animated the subsequent plenary engagements. Below are some of the key talking points which came up during the APSD roundtable discussions and debates:

- *Batho Pele* remains a critical cornerstone of service delivery, even 15 years after the adoption of the policy.
- The responsiveness of the public service hinges on it being positioned in such a way that the public service does indeed become an employer of choice, which is able to both attract and retain the best of the workforce.
- Much attention was given to perceptions or otherwise of what is commonly referred to as “cadre development” in the public service and its impact on service delivery.

### APSD build-up activities

In South Africa the anniversary of APSD is each year preceded by a number of build-up activities.

Beginning in June the Department of Public Service and Administration

*Batho Pele remains a critical cornerstone of service delivery, even 15 years after the adoption of the policy.*

(DPSA) undertook service delivery impact assessments. The assessments, which utilise tailored diagnostic tools, focused on Job Creation and Youth Development as well as the Social Security and Development cluster.

In the Western Cape province the DPSA visited three sites, namely, the Bonnietown Secure Care Facility; the De Novo Substance Abuse Treatment Centre and Lindelani Secure Care Facility.

Below are some of the generic recommendations:

- Certain HR powers must be delegated down to the level of institutions as this would enable the filling of vacancies, especially at lower levels and some professional categories.
- Prioritising budget allocations for the filling up of professional posts and recruitment processes.

- A greater need for establishing working partnerships among cluster institutions such as the Departments of Transport, Public Works and municipalities on how they could enhance the implementation of *Batho Pele* in an integrated manner.
- Areas for improvement must be documented in Service Delivery Improvement Plans to ensure allocation of resources; proper monitoring and evaluation as well as accountability.
- The best practice on the use of Service Standards by the De Novo Treatment Centre needs to be documented to preserve knowledge and for effective sharing with colleagues. ■





# A TRYST WITH DESTINY: A PERSPECTIVE FROM AFRICA PUBLIC SERVICE DAY



Dr. Mashupye Maserumuule

The adoption of the African Public Service Charter needs to be accompanied by a commitment and total dedication from each of us, writes **Dr. Mashupye H Maserumuule**.

*“government is the most precious of human possessions; and no care can be too great to be spent on enabling it to do its work in the best way”*

Using the phraseology of an icon of India's long struggle for freedom, Jawaharlal Nehru, it is important to emphasise that as Africans, having defeated colonialism and apartheid, "we made a tryst with destiny, and now the time has come when we shall redeem our pledge, not wholly or in full measure, but very substantially". That pledge is about building a capable state, whose mandate is simply to serve in a way that enhances the quality of life of its citizens. This means that a capable state should have a positive developmental impact in the lives of its citizens.

## The question of a developmental state

Trapped in the naivety of what Thandika Mkandawire termed the 'impossibility theorem', sceptics in scholarship and the praxis of governance often suggestively ask whether a developmental state in

Africa is feasible. The answer is consistently negative, and the basis for the contention largely passé. It is steeped in the stereotypes that characterise Africa as the Dark Continent beyond any prospect of redemption. This thinking disregards the fact that, drawing from the revolutionary epistemology in imagining the post-colonial state, African leaders such as Ghana's Kwame Nkrumah, Congo's Patrice Lumumba, Tanzania's Julius Nyerere, Zambia's Kenneth Kaunda, and South Africa's Thabo Mbeki clearly articulated Africa's development ideology and vision.

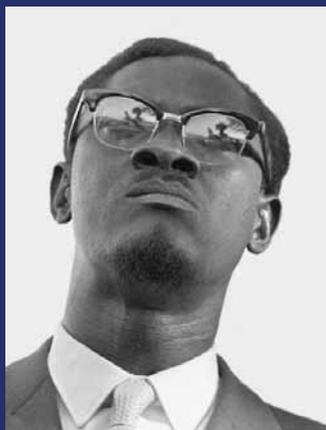
In challenging the sceptics, Mkandawire makes a very important observation that "in Africa, we have many examples of states whose performances until the mid-1970s have qualified them as developmental states, but which now seem anti-developmental because the hard times brought the economic expansion

of their countries to a halt". The anti-developmental slant that subsequently characterised most African countries led some to conclude that the developmental state project in Africa was at an end. But this observation fails to explain why Botswana and Mauritius succeeded in positioning their strategic orientation as developmental states.

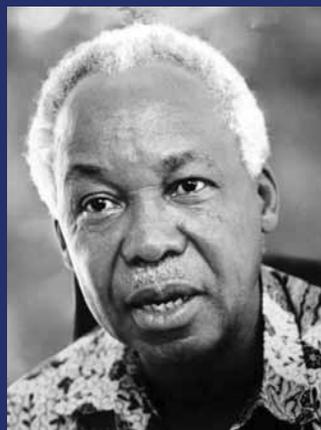
Whether a developmental state in Africa is feasible or not has long been answered by leading opinion makers such as Archie Mafeje, Thandika Mkandawire, Joel Netshitenzhe, William Gumede, Ben Turok, Charity Musamba and Omano Edigheheji. However, in the intellectual efforts to theorise the concept of a developmental state within the context of Africa, the message that clearly emerges is that its feasibility is not an automatic process. African states need to unlock their capability to assume the status of a developmental state.



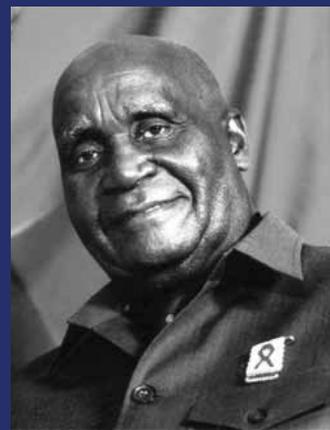
*Kwame Nkrumah*



*Patrice Lumumba*



*Julius Nyerere*



*Kenneth Kaunda*

### Unlocking the capability of the state

The fundamental question is how can the capability of the state be unlocked? In answering this question, it is important to emphasise that in a developmental state, to use Alfred Marshall's words, "government is the most precious of human possessions; and no care can be too great to be spent on enabling it to do its work in the best way". This is necessarily the function of unlocking the capability of the state, which dictates that the public services and administration of African states should be transformed into agents of development. The African Charter on Values and Principles of Public Service and Administration, as adopted by the African Union Summit in January 2011, establishes a normative framework intended to discipline the strategic orientation of the African public services and administrations towards developmentalism. It provides a basis for a consensus on the norming of African public services and administrations.

Norms influence the behaviour of government to, again using Marshall's words, "do its work in the best way".

This much the African Public Service Charter recognises as critically important. In unlocking the capability of the state to ensure efficiency and effectiveness in the business of government - which is to serve the citizens - the notion of 'engaged citizenry' should be institutionalised in the praxis of governance as it is important in seeking public interest.

Another important aspect that relates to the unlocking of the capability of the state is concerned with the machinery of government, which needs to be configured in a manner that sustains organisational coherence and consistency in the implementation of public programmes. This is about creating organisational capacity that needs to be complemented with technical capacity - the quality and relevance of knowledge and skills in the praxis of governance.

An important lesson from the countries that have already traversed the developmental state path is that its success depends largely on the efficiency and effectiveness of government. This much the Charter seeks to inculcate in the machinery of African governments. It prescribes the duty of African public administration

as simply being to serve with the intention of enhancing the quality of life of citizens. This is achieved by creating an inexpensive, efficient, and effective public service and administration staffed by the nation's brightest and best servants functioning without constraints, and capable of being innovative in addressing the social and economic needs of citizens.

The Charter prescribes that, in engaging in the duty of serving the public, public functionaries should subscribe to a democratic ethos and the foundational values of public administration. This means, in specific terms, that the policy language of Batho Pele in South Africa, which is centred on the neo-liberal concept of a 'customer', needs to change to ensure coherence and congruence with that of the Charter, which simply refers to the recipients of public services as public service users, not 'customers'. This is important as it asserts citizens as citizens, not customers.

The Charter enjoins that African public services and administrations - using the words of Janet Denhardt and Robert Denhardt - "shouldn't be run like a business ... it should run like a democracy".



To this, some may hasten to ask whether a developmental state is antithetical to democracy. The fact that the concept of a developmental state evolved in an authoritarian context does not mean that it is impossible for it to exist in a democratic society. The Mauritian experience provides a good example that democracy and development are reconcilable and could co-exist.

### South Africa's head start

In South Africa the attempt is to build a capable developmental state embedded in the ethos of democracy. This is consistent with the Charter as it prescribes that African public services and administrations should respect human rights and adhere to the principles of legality.

In South Africa our democratic system is based on the principle of the supremacy of the Constitution. This means that the Charter finds, in South Africa, a constitutional framework that provides appropriate context for its domestication. Much of the provisions of the Charter as to what ought to be the duties of the public service and administration are already prescribed in the Constitution of South Africa and many other legislative and policy interventions that seek to enhance the capacity of the state to serve. In this regard, one may make a quick reference to Chapter 10 of the Constitution of South Africa which prescribes the basic values and principles of public administration and the Batho Pele principles as examples of what we already have that cohere with the prescription of the Charter. They all underscore the importance of professionalism.

To this extent therefore as we try to domesticate the Charter, we need to be wary of reinventing the wheel. In our policy architecture the framework for 'charterising' our public service and administration already exists. All we need to do is simply let the wheel run. This should

not be a difficult task, as the Charter is consistent with our vision in terms of the type of public service that we want to create.

### Policy coherence required

As we domesticate the Charter to establish the type of public service we want, we need to also ensure that specifically the Batho Pele principles are located and understood within their appropriate philosophical context. The adage Batho Pele is the subtext of the African philosophy of humanness. It therefore expresses a particular philosophy that ought to underpin the behaviour and action of the South African public service and administration. That African philosophy of humanness is embedded in the concept of Ubuntu, which, as Nkonko Kamwangamalu explains, "is a value system which governs societies across the African continent". The concept of Ubuntu is based on the imperatives of interdependence and communalism as the defining character of a relational mode of human existence and interaction. The values that underpin Ubuntu are humanness, sharing, respect, caring and compassion. To put "people first" in the context of what the Charter enjoins necessitates a philosophical shift in terms of the strategic disposition of our public service and administrative system, which is largely still steeped in the logic of New Public Management (NPM) that characterises citizens as customers and public services as commodities.

Ubuntu provides an appropriate philosophical context to 'Charterise' the South African public service and administration and could provide instructive wisdom in its strategic orientation. By contrast, the concept of a customer, along with that of commodifying public services, belies the African philosophy of humanness. It is a neo-liberal concept used to structure the logic of the NPM approach to governance. The question that therefore presupposes inconsistencies in our policy

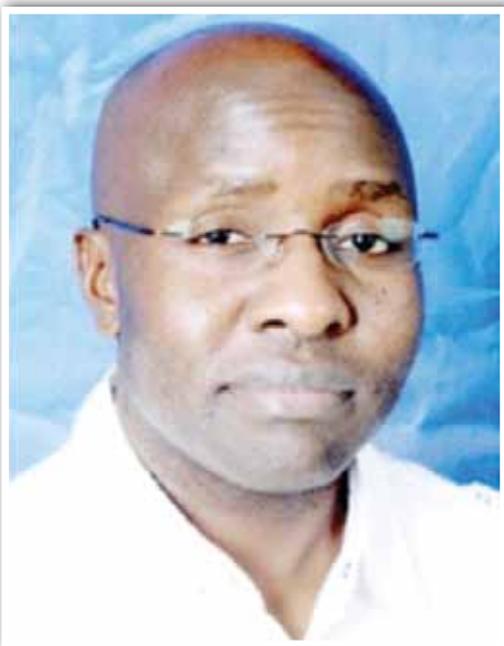
structure on service delivery is: how can a neo-liberal concept [customer] be used to articulate the African philosophy of humanness as ingrained in the adage Batho Pele, a philosophy which it belies? So our answering of the question in a positive sense should not just be a simple yes. It needs to be accompanied by a commitment and total dedication from each of us and a commitment to ensure successful implementation of the Charter. Perhaps in this regard it is important to draw lessons from our own lessons. South Africa has been successful in many respects in building the type of country we now have. To a very great extent we have succeeded in inculcating the culture of Batho Pele in the public service. This took total dedication and commitment. From these lessons of our own, in terms of how we could make things happen, we should not have any problem 'Charterising' our public service and administration.

To ensure coherence and consistency in domesticating the Charter, it is important that upon its official adoption the Charter should be popularised in the South African public service. It should be made part of the Public Service Induction Programme which the Public Administration Leadership and Management Academy (PALAMA) runs. By so doing, we will be attending to the task of developing capacity to implement the Charter. ■

# The 2012 Africa Public Service Day Anchors the African Charter

**Dr. Mataywa Busieka** reflects on the Africa Public Service Day which is held annually as well as views on Batho Pele, 15 years later.

*There was a clear recognition that the APSD is observed within a global context and therefore understanding the context of country, region and public service are important prerequisites to setting goals on what needs to be achieved.*



*Dr. Mataywa Busieka*

No doubt the June 2012 Africa Public Service Day (APSD) celebrations have rung home resoundingly the altruism that if you want to walk fast then walk alone. If on the hand you would rather walk far, then the obligation materialises to walk together. This sagacious observation was made by one of the delegates attending the APSD Celebration convened by the Service Delivery and Organisational Transformation branch of the Department of Public Service and Administration.

Observed under the theme "Capacity Development for the Implementation of the African Charter on Values and Principles of Public Service and Administration towards building Capable Developmental States", the event, which took a roundtable format, brought together public servants, academia, parliamentarians, civil society and representatives from other African countries.

What was fundamentally rich with the 2012 APSD event is the fact that it coincided with 15 years of the mainstreaming and institutionalising Batho Pele within the South African



public service. Hence then, in setting the tone for the celebrations, Minister Sisulu reminded delegates that the White Paper on Transforming Public Service Delivery: Batho Pele was launched in October 1997. The White paper, she explained, was aimed at providing the public service with a fresh and focused approach to improve service delivery, whilst putting pressure on systems, procedures, attitudes and behaviour within the public service to have a radical shift in orientation.

Celebrated annually throughout Africa, the APSD is a premier calendar event for public servants across the continent.

There was a clear recognition at the Conference that the APSD is observed within a global context and therefore understanding the context of country, region and public service are important prerequisites to setting goals on what needs to be achieved.

In her input, Minister Sisulu, challenged delegates to view the APSD celebrations as an opportunity to reflect and ask relevant questions on the journey travelled in implementing Batho Pele. This call for introspection must ask the hard question of whether the journey travelled has seen the translation of the Batho Pele Principles within the public service. The Minister expressed the view that the jury was still on whether we have successfully internalised Batho Pele in the public service.

She further reminded delegates that enshrined in the African Charter and Batho Pele are values our forefathers stood, fought and in some instances paid the ultimate price for. She acknowledged that the African Charter is a ground breaking initiative that should be embraced and supported by all African Union member states. In agreement with the general view of the delegates, the Minister noted

*The Minister joined delegates in applauding the fact that the African Charter seeks to promote regional integration in governance and public administration.*

with appreciation that elements of the African Charter reflect and are aligned to the National Planning Vision. The Minister joined delegates in applauding the fact that the African Charter seeks to promote regional integration in governance and public administration. The key challenge she noted was whether we have the necessary capacity to implement and deliver on the demands of the Charter.

In seeking to find ways and means to implement the Charter, Minister Sisulu posed the following salient questions:

- What capacity requirements are necessary for implementation?
- What measures are in place to sustain what we have?
- Is information on what we already have readily available?
- Are we maximising existing capacity?
- What is the correct architecture to drive the much needed change?
- If all that is in the Charter is implemented - will there be the kind of public service that we aspire to?

Ms. Colette Clark, the Deputy Director-General responsible for the National APSD Celebrations outlined the objective of the event which she said was primarily to discuss the domestication and implementation of the Charter in the South African context. She announced what she called a Batho Pelerisation 2012 Campaign which seeks to refocus Batho Pele so as to turn it into a social vision

that is meaningful to service users.

Ms. Clark's Batho Pelerisation road will no doubt take note of the Minister's assertion that the jury is still out whether public servants live by this calling. Some of the flagship projects that underpin the Batho Pelerisation Campaign are: Project Khaedu, Know Your Service Rights and the Access Strategy.

The fact that the Batho Pele project still has some significant ground to cover was amplified in the input by Hon. Adrian Williams of the Public Service Portfolio Committee. Hon. Williams decried the existence of a colonialist bureaucracy which is anti people. There is a need, he urged, to start focusing on and move closer to the people. His preferred vision is the locus where democracy and people meet at the same speed. The one size fit all approach – where rural and urban realities are subjected to same prescriptions should be discouraged.

In highlighting the touch points of the African Charter, the DPSA Director-General, Mr. Mashwahle Diphofa noted and commended the extensive resonance of the Charter with existing South Africa public service frameworks. Beyond accession, the DG also emphasised the importance of domestication and implementation of the Charter. The DG posed the challenge of innovation and queried whether we have the right architecture, especially capacity to successfully deliver

on this continental mandate.

The Chairperson of the Office of the Public Service Commission (OPSC), Mr. John Mthembu chose to impart a simple but sublime counsel to delegates when he cautioned that "if you want to walk fast walk alone, but if you want to go far walk together." He was grounded in the decided view that implementation of the Charter should be based on the African approach of sharing and collaboration.

In describing it as an enabling framework prominent public commentator and academic Prof. Shadrack Gutto challenged delegates to read the Charter in alignment to Chapter 10 of the Public Service Act and Chapter 3 of the Municipal Systems Act. He cautioned that the Charter will require accession of at least 15 African Union member states to take effect as a binding instrument. The Professor suggested the use of the African Peer Review Mechanism (APRM) framework to augment the domestication and implementation of the Charter.

The ANC policy of cadre deployment came under severe criticism with Prof. Gutto suggesting that it runs counter to norms of professionalism that are enunciated in the African Charter. A different view ventilated on the cadre deployment matter was that if you are a cadre be the best in that field and deployment can only be to the benefit of society. In his contribution, DG Diphofa pressed for a fool-proof system that ensures only suitably qualified people get appointed. Prof. Robert Cameron, a consultant of the National Planning Commission (NPC), concurred that appointments based on patronage are inimical to the project of professionalising the public service. Linked to this, Prof. Cameron also termed as problematic the audaciously rapid promotions in the service. The NPC, he said,

views such unmerited promotions as a huge disincentive to skills development programmes and must be addressed as a matter of urgency.

Prof. Gutto caused controversy when he launched a blistering criticism on the concept of a developmental state. This concept is poorly articulated, ill-problematised and is neither here or there, he argued.

Some delegates were of the view that there was a material conflation between the concept of the developmental state and matters of state capability.

In pursuit of state capability, Prof. Cameron said that the NPC has proposed Public Service competency exams for appointments and promotions. Among other interventions, the NPC seeks to address the endemic slow recruitment processes in the public service. Much has been said and written about the lengthy turnaround time for recruitments in the public service. The NPC is also looking at ways of discouraging the practice of people earning huge bonuses in dysfunctional departments. All these interventions are geared towards achieving state capability.

There was a clash of views on whether the Charter applies to all public servants including the local government. Mr. Mthembu was of the view that issues of co-operative governance are critical in terms of the Charter's implementation - hence the inclusion of local government in oversight work of the OPSC is unavoidable. Prof. Gutto added that the Charter applied to South Africa not to spheres of government. He expressed disappointment that there has been too much talk and no action regarding the implementation of the single public service.

In providing a way forward, DG Diphofa emphasised the urgency required to build

the requisite implementation capacity for the African Charter once accession is granted by Parliament. Successful domestication and implementation will depend on the level of popularisation among key stakeholders for buy-in and ownership.

Delegates were unified in the view that the foremost interventions would be to harmonise the Charter with domestic frameworks before implementation of the substantive content. Conference noted that processes for South Africa to accede to the African Charter are en-route to Cabinet. ■

# Summaries of APSD panelists inputs

**Prof. Shadrack Gutto, Mr. Ben Mthembu and Adv. Ruthven Van Rensburg** were among the panelists at the APSD. This article captures their views and key points on the African Public Service Charter.



## PROFESSOR SHADRACK GUTTO

Centre for African Renaissance Studies, University of South Africa

*The focus should be to build on what we already have and work collaboratively in a co-ordinated manner.*

Panelist Professor Shadrack Gutto noted that people from time immemorial have sought to improve the workings and governance of their societies in his opening remarks. According to Prof. Gutto this process of generating ideas and building institutions has become increasingly complex in the 21st century.

### A connected world

Latter-day developments include the interconnectedness of the global economy, which affects the sovereignty of the modern nation-state. This is re-enforced by a plethora of regional and international agreements and their attendant obligations, which further erode on the sovereignty of individual states. These agreements could either be complementary to domestic institutions, norms and standards of

governance or circumscribe the sovereignty of nation states in some cases.

According to the professor, any meaningful discussion on how South Africa could domesticate the African Charter on Values and Principles of Public Service and Administration should seriously take into account the complex and dynamic nature of the contemporary state and its governance context.

### Mobilising for the Charter

The first step is for South Africa to speed up the process of the ratification of the Charter, followed by a concerted effort to domesticate and harmonise the Charter in line with national norms and standards of individual states as required by the Charter (Article 23 (1)). The professor advised

on the need for intensified campaigning and awareness raising as crucial to the domestication of the Charter. This would offset the continent's generally poor implementation track-record of instruments such as the Charter.

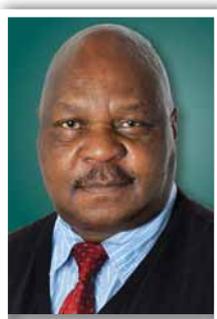
He said that although treaties are usually ratified by individual countries at the level of the state; there is still acute lack of awareness of their provisions by bureaucracies and the political leadership, which undermines implementation. The Charter provides for implementation initiatives at the levels of the continental (AU) and sub-regions. It however does not explicitly commit these bodies to the implementation of the values, principles and standards of the Charter within the AU and the Regional Economic Communities (RECs).

He argues that the enhancement of knowledge and professional capacity is as critical for top-level international public administrators within the AU and regional block levels as it is at the national spheres.

### Not reinventing the wheel

It is important to be aware of how the Charter links to other continental initiatives in order to avoid reinventing the wheel. The Charter's values and principles are, for example, shared with provisions of the Protocol to the African Charter on Human and Peoples' Rights. They have similar objectives as the African Peer Review Mechanism's (APRM) Declaration on Democracy and Political, Economic and Corporate Governance (2002). The focus should be to build on what we already have and work collaboratively in a co-ordinated manner, he said.

In conclusion, Prof. Gutto called for more critical thinking and debate on the concept and theory of "developmental states", especially with reference to South Africa. He argued that serious, credible and independent research and debate is needed on what constitutes a developmental state in order for African states to be able to withstand vagaries of an increasingly neo-imperialist global hegemony.



### MR. BEN MTHEMBU

Chairperson of the Public Service Commission (PSC), South Africa

Chairperson of the Public Service Commission (PSC), Mr. Ben Mthembu, spoke on the sub-theme: "Capacity Development and Implementation enablers". He referred to the imperatives of unity on the African continent for instruments such as the Charter to achieve their intended goals and objectives as echoed by the African saying: "if you want to walk fast, walk alone; if you want to go far, walk together".

The Chairperson interrogated the relevance and meaning of the Charter in the context of South Africa and likening

it to a "map" for collaborative efforts aimed at improving the public service across the African continent.

Mr. Mthembu also emphasised those aspects of the Charter that deal with monitoring and evaluation, similarly to those within the purview of the Commission. In this respect the Chairperson committed the active participation of the PSC, with the support of the Ministry for Public Service and Administration.



## ADV. RUTHVEN VAN RENSBURG

Office of the Public Protector, South Africa

### Safeguarding fairness

Adv. Ruthven Van Rensburg tackled the section of the Charter on the “duties of the Office Public Service and Administration,” which is divided into five articles. This section of the Charter provides basic frameworks for ensuring higher levels of accountability, transparency and responsiveness in public administration on the African continent.

The presentation on Chapter II outlined Articles 4 to 9 of the Charter and was contrasted with existing initiatives in South Africa, beginning with the provisions of the Constitution and the Bill of Rights. The advocate further demonstrated how the Charter’s “principle of legality” conformed with the Promotion of Administrative Justice Act (PAJA), which is aimed at safeguarding procedural fairness of administrative action by laying down a minimum set of procedures applicable to decision-making.

PAJA, said Van Rensburg, is often used as a yardstick when the Public Protector evaluates complaints of public service failure. And for this reason, he added, the Public Protector routinely conducts training of its investigators on the nuts and bolts of PAJA due to its vital role in the provision of public services.

### Batho Pele still a challenge

He further explained how the Public Protector makes use of the Batho Pele principles in its assessment of cases of administrative fairness or maladministration. These are applied in tandem to national legislation such as the Public Service Act.

Discussing Article 5 of the Charter, Adv. Van Rensburg said accessibility to public services remains a challenge that requires attention, particularly at local government level where services are considered to be the closest to the people. He also pointed out that the relationship between

access to services and information makes the public service duty bound to inform users of procedures; its decisions and reasons for the decisions while providing for appeal mechanisms in cases of dissatisfaction.

The right to access to information is girded by the Constitution primarily. It permeates all policy and legislative precepts that include, in the case of South Africa, the following public administration:

- Promotion of Access to Information Act
- The Protection of Information Bill.

Advocate Van Rensburg echoed the widely held opinion that South Africa has the requisite legislative and prescriptive frameworks underpinning impactful public service delivery, despite the challenges of implementation. He said that Article 7 of the Charter nonetheless still requires of the country and the rest of the AU states to institute appropriate mechanisms to monitor and evaluate the effectiveness of public service delivery.

Much of the monitoring and evaluation functions are already an integral part of internal processes within organs of state and are bolstered by the mandates of the Public Service Commission, the Presidency and the Public Protector. His input emphasised the roles of the public protector or the ombudsman in mediating the effectiveness of public services on the African continent. While lauding the fact that the ombudsman system is in place in the majority of African countries (at least 37 of the 54 are members of the African Ombudsman and Mediators Association (AOMA)), these efforts are marked by varying degrees of effectiveness and functionality in carrying out their mandates. The Offices of the Public Protector or the ombudsman are particularly pivotal to the realisation of the values and principles contained in Chapter 2 of the Charter, concluded Van Rensburg. ■

# A new integrated and holistic approach to Service Delivery Planning

**Marcel Wilson** takes a closer look at the driving forces behind service delivery in the public service.



Marcel Wilson

*The focus was indirectly shifted away from the service delivery planning systems and mechanisms to such an extent that currently many departments fail to apply any of the building blocks related to Service Delivery Planning (SDP).*

**A**lthough access to government services has improved for many people in South Africa since 1994, reports and studies undertaken highlights that government services are still not equally accessible to all South Africans, especially those in rural areas. This is further compounded by the perception, and in some areas the reality, of ineffective and inefficient mechanisms for dealing with service delivery incapacities.

Despite the creation of an enabling environment through regulatory frameworks and support mechanisms both internally and externally, departments still struggle with the need for continuous improvement and delivery of quality services to all, for example:

- The inability in most cases to map services provided to ensure effective and efficient delivery
- The non-existence of service delivery models on how departments address their mandates
- The lack of standard operating procedures in departments
- The lack of standard unit costing in departments
- Inconsistent and in some instances outdated Service Charters, which are supposed to clearly set out the standard of services a citizen can expect from government

- Quality and service standards have not always improved, despite massive increases in successive budgets and in some areas service quality and standards have deteriorated
- Lack of institutionalisation of Service Delivery Improvement Plans to ensure sustainable and continuous service delivery improvement.

## Why the Service Delivery Planning (SDP) framework?

A lot of attention was given to achieving behavioral change amongst public servants over the past 15 years. In doing this, the focus was indirectly shifted away from the service delivery planning systems and mechanisms to such an extent that currently many departments fail to apply any of the building blocks related to Service Delivery Planning.

The SDP framework is underpinned by the following key principles:

- Promoting the agenda of a developmental state by institutionalising quality service delivery through effective and efficient Service Delivery Organisational Transformation (SDOT) mechanisms within the public service

- Responding to the needs of vulnerable groups and the marginalised through enhanced citizen participation
- Promoting cohesiveness and joined-up interventions through aligned structures, integrated systems and processes
- Flexibility, adaptability, and responding to the contextual and sectoral differences
- Institutionalising a culture of performance focus, learning and knowledge management within the public service.

### Legislative framework guiding service delivery planning and implementation

The Regulatory Framework is supported by an integrated system of management functions, including strategic planning, human resources planning, service delivery improvement planning, financial planning, performance management and compensation management. This support system is known as the Public Service Management Framework (PSMF).

### Constitution

Chapter 10 section 195 (1) of the Constitution outlines that the Public Administration must be governed by the following basic democratic values and principles:

- A high standard of professional ethics must be promoted and maintained
- Efficient, economic and effective use of resources must be promoted
- Public administration must be development-oriented
- 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
- Public administration must be accountable

- Transparency must be fostered by providing the public with timely, accessible and accurate information.

### The White Paper on Transforming Public Service (WPTPS): 1995 & White Paper on Transforming Public Service Delivery (Batho Pele): 1997

The transformed South African public service will be judged on its effectiveness in delivering quality services which meet the basic needs of all. The WPTPS sets out eight transformation priorities among which, "Transforming of Service Delivery is central". The White Paper provides a framework for enabling national and provincial departments to develop and implement departmental service delivery strategies. It signals government's strong intention to adopt a citizen-orientated approach to service governed by the eight Batho Pele principles.

### The Public Service Regulations of 2001

Part III: C of the Public Service Regulations (PSR) advances the implementation of Batho Pele by making provision for the development of Service Delivery Improvement Programmes (SDIPs) by all departments within the public service. The PSR in this regard argues that:

- An executing authority shall establish and sustain a services delivery improvement programme for his/her department, (Part III. C. 1)
- An executing authority shall publish an annual statement of public service commitment, which will set out the department's standards that citizens can expect and which will serve to explain how the department will meet each of the set standard, (Part III. C. 2). The executing authority in this regard,

is expected to provide quality services with the best value for money and setting measurable objectives for his/her department through clearly defined service standards. This means optimally using government's human and related resources.

### Public Finance Management Act (PFMA)

The PFMA argues against the development of strategic plans in isolation and requires these plans to be integrally linked to a departmental service delivery improvement programme.

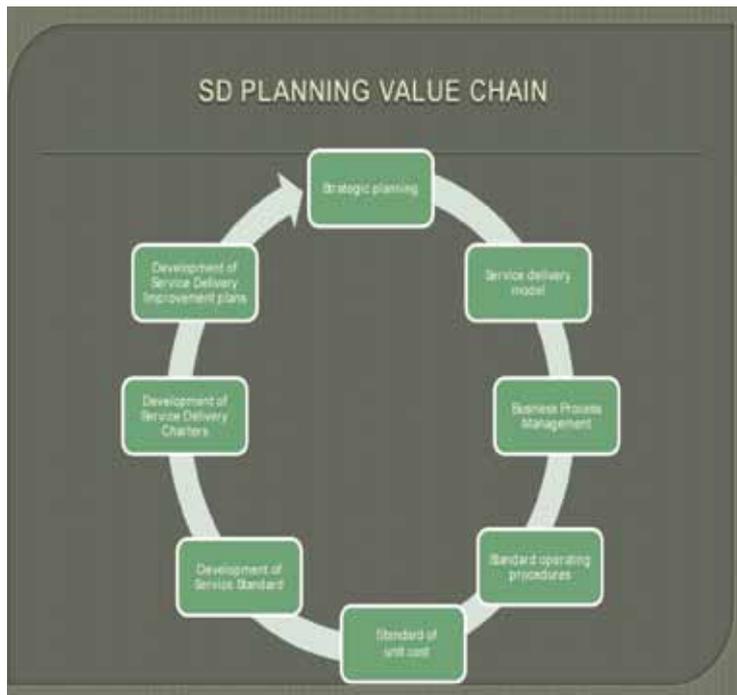
### Service Delivery Planning (SDP)

The SDP framework puts in place the capacity for planning, developing, implementation and institutionalisation of service delivery tools, systems, processes and mechanisms that are meant to improve and institutionalise quality service delivery to all.

Central to this is the development of the service delivery planning value chain. The value chain includes individual frameworks and toolkits stipulating the minimum required norms and standards in the following:

- Service delivery modeling
- Business process mapping
- Standard operating procedures
- Unit costing, setting of service standards
- Service charters
- Service delivery improvement plans
- Compliance, monitoring and reporting.

Compliance with the above measures would result in continuous service delivery quality improvement whilst promoting and sustaining learning and knowledge management within the public service. The SDP value chain looks as follows:



• **Service Delivery Model**

The development, implementation and institutionalisation of Service Delivery Models (SDMs) seek to unpack how a department plans to deliver on a determined strategy. It further analyses the possible modes of delivery and describes “how” services will be delivered. A service delivery model should be conducted annually in order to assist and support management in determining the most suitable operating model for meeting mandated and overall service delivery expectations.

• **Business Process Management**

According to the **Guide to The BPM CBOK®**, Business Process Management (BPM) is a disciplined approach to identify, design, execute, document, measure, monitor, and control both automated and non-automated business processes to achieve consistent, targeted results

aligned with a department’s strategic goals.

BPM involves the deliberate, collaborative and increasingly technology-aided definition, improvement, innovation, and management of end-to-end business processes. It drives business results, creates value, and enables a department to meet its business objectives with more agility.

BPM enables a department to align its business processes to its strategy, leading to effective overall performance through improvements of specific work activities either within a specific department, across the enterprise, or between departments.

In the context of the South African government, BPM can be described as the broad collection of activities within a department concerned with the identifying, classifying, documenting, measuring, analysing, improving, integrating and maintaining processes with the ultimate

goal of serving the service recipient better. When properly implemented, BPM could be the heartbeat of any department’s performance or productivity improvement drive.

Business processes can assist departments in taking accurate decisions on structure design once processes have been defined and mapped. It also ensures their standardisation in the delivery of services in departments. The greatest advantage of BPM is that it helps an organisation to understand how things are really done and reveals problems, bottlenecks and inefficiencies that would otherwise remain hidden in any typical department that on the face of it may seem functioning normally.

**Standard Operating Procedures**

The Standard Operating Procedures (SOPs) require the specification in writing of “what should be done”, “when”, “where”, by “whom” and “how”. The SOP details regularly recurring work processes within a department. It captures the way activities are to be performed to facilitate consistent compliance to technical and quality requirements and to support quality of work. The benefits include the maintenance of quality control and quality assurance processes within organisations whilst ensuring compliance with governmental regulations.

**Standard costing**

The determination of standard unit costs has the potential to form a critical part of the Public Service’s Performance Management Framework but has to date not been utilised in such a manner to prove significant. For example, standard unit cost could be used in measuring the Batho Pele principle of value for money of a specific service or product. Under-

standing the composition of a specific service or product's standard unit cost is of utmost importance as this contribute to informed management decisions on service delivery and quality. The information on standard unit costs has many varying demands concerning the specific cost drivers. It for example, looks at what has been included or what has been excluded from the standard unit cost calculation. Some managers require figures for different time periods, which can be weekly, monthly or at specific times during a year. In this context it means very little knowing that one service is cheaper than the other, or that one is more effective than the other if the standard unit costs calculations are based on different principles and conducted differently.

### Service Standards

The service standards help to measure the extent to which set objectives are met. And for this reason service standards should be made public to allow the public to judge departmental performance within the public service. Setting of service delivery standards is an evolutionary process that goes hand-in-glove with transparency and consultation. This standards should be continuously reviewed and revised, as service becomes more efficient as part of the continuous service standard implementation strategy. Public officials have both a legal and a moral responsibility to deliver the best possible services to the public, but within a realistic and feasible framework as underpinned by the eight Batho Pele Principles.

In this context Batho Pele means putting in place a service delivery system that meets the needs of the people it serves. It is the very essence of respecting the dignity of the people that departments serve by acknowledging their

rights to services. The quality of service delivery depends on the extent to which departments are able to internalise the spirit of Batho Pele.

### Service Delivery Charter

A Service Delivery Charter is a public document that sets out the standards of service that beneficiaries can expect from a government department. It also provides complaints mechanisms. The key objectives of developing a Service Delivery Charter are to express a commitment to service delivery in which:

- Published standards of service delivery are maintained
- The treatment of all end-users as customers is encouraged
- Customers' rights are protected
- Relationships with customers are enhanced
- The transformation of the public service from a rules-bound bureaucracy to a results-driven organisation is accelerated.

### Service Delivery Improvement Plans

The goal of the Service Delivery Improvement Plans (SDIPs) is to provide a mechanism for continuous, incremental improvement in service delivery. In this regard SDIPs must be credible, effective and realistic. The SDIP seek to support the achievement of management objectives, such as:

- Improving communication with employees in order to encourage continuous and improved service delivery
- Motivating employees to improve their performance levels
- Providing information to facilitate monitoring by government departments
- Providing a basis for publishing information which sets out the organisa-

tion's service standards and a Service Delivery Charter.

For each of the above-mentioned building blocks of service delivery planning, a separate framework and methodology has been developed. These frameworks can be utilised to obtain more information on each of the building blocks. Draft guidelines are available for service delivery models; business process mapping; standard unit costing; standard operating procedures and setting of service standards. The Batho Pele Handbook still provides guidance on service charters and service delivery improvement plans.

### Conclusion

The White Paper on Transforming Public Service Delivery puts emphasis on how the public service should deal with the realities of transforming the delivery of public services. Its implementation emphasised systems, procedures, attitudes and behaviour within the Public Service. On the other hand the Service Delivery Planning value chain seeks to support and improve service delivery over time.

The objective of the framework is to improve service delivery by focusing on a system as a whole by linking the building blocks of the SDP framework. ■

# Integrated service delivery goes to MAPONYA MALL

**Itumeleng Moagi** pays a visit to the Thusong Service Centre at the Maponya Mall in Klipspruit, Soweto.



The Maponya Mall Thusong Service Centre is located in Ward 37, Klipspruit Extension 5, in Soweto. Soweto, as one of the regions of the City of Johannesburg metro, has a population of approximately 1 058 978, comprising 36 wards. It is an area where a considerable percentage of the population is either unemployed, or cannot read or write. The service delivery needs of the population include social assistance, economic development, health care, addressing housing backlogs and low education levels.

Maponya Mall Thusong Service Centre is a DPSA project that

is supported by the Government Communication and Information Service (GCIS). The Thusong Centre is ideally and centrally located in order to service most of the smaller communities surrounding Klipspruit. Various services can be accessed through this “one-stop centre”, including civic services from Department of Home Affairs; employment and labour-related advice from the Department of Labour; and licence renewals and fine payments from the Gauteng Department of Roads and Transport. Community Development Workers operating from this area also make use of the facilities at the Centre for daily administrative tasks.

DEPARTMENT	SERVICE
City of Johannesburg	Payment of Traffic Fines
Home Affairs (dha)	Full District Office Service (including: ID; registration of births, marriages, deaths; issuing of birth, marriage and death certificates; passports, immigration services, marriages
Labour (DoL)	Public Employment Services (PES) Unemployment Insurance Fund (UIF) Compensation Fund.
Gauteng Enterprise Propeller	Financial and non-financial support for SMMEs One-stop service to entrepreneurs Facilitate SMMEs from Second Economy participating in mainstream economy Increase the sustainability and profitability of SMMEs Enhance SMME contribution to GDP, equity and employment in the province
GPG Professional Job Centre	Apply for GPG job online and professional career advise
Gauteng Department of Roads and Transport	Vehicle license and driver license renewals (with eye test).
National Youth Development Agency	Business Loan Finance Skills Development National Youth Service Programme.

By the end of March 2012, 171 Thusong Service Centres were in operation across the country, playing a key role in increasing the capacity of the State to deliver on its mandate of providing quality services and information to citizens.

### Problem Statement

The new democratic dispensation brought with it visible changes in the priorities of government and governance. One of the main changes that occurred was the prioritisation of the transformation of the Public Service and acceleration of service delivery to all people, a necessary measure in order to eradicate the inequalities of the past. A policy was formulated that outlined eight transformation priorities, among which service delivery was highlighted as a key issue. The

White Paper on the Transformation of Public Service Delivery, or Batho Pele White Paper, outlines the principles associated with the notion of putting people first in order to improve the delivery of services to the intended beneficiaries, particularly in bringing those services closer to the people.

Although much effort has been put into improving the lives of people, particularly in terms of policy reforms, research has indicated that there is still a considerable portion of the population who do not have information about and are unable to access government services. Through various public participation fora, the need to empower citizens and modernise public services in response to this challenge has been identified.

Government has introduced a number

of initiatives in order to accelerate access to services to the intended beneficiaries. Among such initiatives is the Thusong Services Centre Programme launched in 1999. These centres were previously known as Multi-Purpose Community Centres (MPCCs), and were initiated with the aim of implementing the development communication approach in integrating Government services into primarily rural communities, where citizens previously had to travel long distances to access these services.

### Method / intervention / solution

With the Maponya Mall Thusong Service Centre, an urban mall concept was developed, based on the e-Government Gateway model outlined in the Access Strategy. The aim was to promote



## MAPONYA URBAN MALL INTEGRATED SERVICE DELIVERY CASE STUDY

integrated seamless service delivery and equal access to services to which citizens are entitled.

The service delivery model envisaged for this urban mall included the integration of services across all spheres of Government into a one-stop shop to provide convenience to beneficiaries or users; and the use of ICT to expedite the delivery of those services.

In line with the relevant legislative frameworks, GCIS listed the following as minimum requirements for a Thusong Centre to become operational:

- The establishment of a management committee
- The appointment of a qualified centre manager
- The development of a promotional plan
- Signed service level agreements with the heads of the various departments
- Signed lease agreements between property owners and service-providers
- The fulfilment of minimum service requirements.

The Maponya Mall Thusong Service Centre has been operational from 1 February 2011, and has served over 140 000 beneficiaries since then.

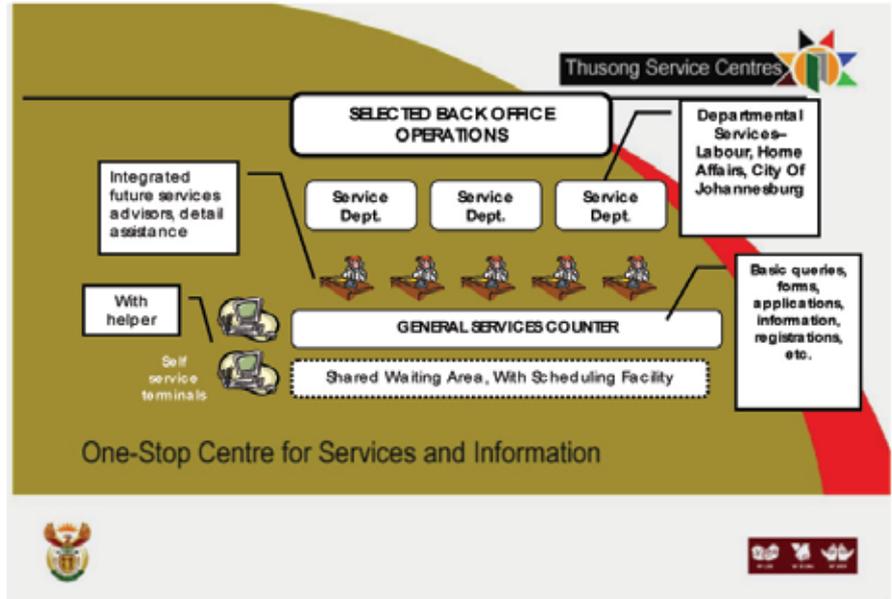
Although there has been no official launch, the Centre has been popularised through word of mouth.

### Implementation and Co-ordination

The following departments, with which service level agreements have been signed, provide services at the Centre:

- Department of Home Affairs
- Department of Labour
- National Youth Development Agency (NYDA),
- Gauteng Department of Roads and Transport
- Gauteng Enterprise Propeller (GEP)
- Gauteng Provincial Government's Professional Job Centre.

The City of Johannesburg has a



*Operational Model of the Urban Mall Concept*

designated space in the Centre, but had not yet occupied it at the time of preparing this case study. The services they will provide include the issuing of vending licences, the payment of rates and traffic fines.

The Centre utilises a colour-coded system; where each department is allocated a specific colour which is indicated on the signage around the premises.

Office hours are from 08h30 to 16h30 on Monday to Friday; and from 08h30 to 13h00 on Saturdays. Every morning the team leader provides the beneficiaries with general information about the departments present at the Centre and all the services provided by each.

The Centre operates on a cost-recovery system, whereby DPSA as the project sponsor has signed a lease agreement with the Maponya Mall Property Trust covering the costs of running the Centre, and then bills the different departments through its Finance component.

### Human Resources

There are approximately 60 officials in total working at the Centre. Eight officials from DPSA include one Centre Manager

and an Administration Assistant. The Centre Manager is responsible for managing the staff both directly and indirectly and providing overall supervision of the facilities. Four DPSA officials staff the General Services Counter which is the reception/waiting area. DPSA officials also fill the Security Manager and two officer's positions. Security is currently handled by a private security company.

The Department of Labour comprises ten officials, eight consultants and two supervisors. The GPG Professional Job Centre, previously known as the Gauteng Shared Services Centre (GSSC), is used to apply for government vacancies. It comprises four officials who provide support and advice to beneficiaries / job applicants. The Department of Roads and Transport provides services such as the renewal of licences, booking of learners' licence tests and checking traffic fines. There are also cashiers available for payments to be made.

GEP provides advice and support to entrepreneurs and small businesses.

Two officials service this access point. Providing similar services, with a particular emphasis on youth development,



career guidance and skills development. The NYDA is also present, comprising nine officials.

The Department of Home Affairs offers almost all civic services, including matrimonial services. There are 14 officials servicing this access point.

The rest of the team is made up of maintenance and general support staff. In 2011, the DPSA as the project sponsor arranged a team-building exercise for all officials servicing the various departments in order to discuss operational issues.

The DPSA has good relationships with all departments, and management meetings take place weekly.

## Institutional / Governance Arrangements

From a governance point of view, there are various committees comprising representatives from the different departments. These committees deal with varying issues concerning the daily operations of the Centre. There is also a Batho Pele committee, headed by DPSA. In terms of the role of GCIS, they form part of the steering committee, and also assist with the communication strategy.

The Steering Committee is responsible for the following:

- developing strategies for implementation

- engaging with stakeholders
- establishing task teams for implementation and assigning responsibilities to task teams
- monitoring progress against the project plan
- monitoring environmental factors; and
- ensuring a conducive environment for implementation.

## Service Delivery Improvement Mechanisms

In terms of queue management, a Q-matic system has been installed. When a beneficiary arrives at the Centre, they first report to the General Services Counter where they are issued with a number in accordance to the service required. This ensures that beneficiaries do not have to wait in one long queue to access different services. The Q-matic system is also effective in monitoring statistics in terms of the number of people who visit the Centre on a daily basis, and the services accessed by them. There is an on-site consultant who assists with the maintenance of the system.

The DPSA handles the complaints management system. A complaints register has been developed for this purpose. The complainant will receive acknowledgement of the complaint within

seven working days. Complaints are usually resolved within 21 days whereby the complainant will receive feedback on the matter and some form of redress depending on the outcome. Suggestion boxes are still to be procured for the Centre.

Currently the Centre does not have a service delivery charter or model, although DPSA is in the process of providing assistance in this regard.

## Compliance with Batho Pele

The Batho Pele Principles are visible throughout the premises, and the inculcation of the culture is also evident in the staff and their general conduct. All staff wear name tags at all times and display a sense of professionalism and keenness to assist. Adequate signage is visible in and around the Centre, using colour codes in order to guide beneficiaries to the correct access points.

In terms of access for disabled beneficiaries, there are ramps and a lift available. The Centre also has a baby-room to accommodate nursing mothers while they wait to access services.

## Results achieved

The main objective of the Thusong Service Centre Programme is to bring



## MAPONYA URBAN MALL INTEGRATED SERVICE DELIVERY CASE STUDY

government services and related information closer to the people in order to promote access to opportunities that empower citizens and will ultimately enable them to become self-reliant.

This urban mall concept has ensured the realisation of this goal, not only in the community of Klipspruit, but broadly to other smaller, surrounding communities who are also able to access and utilise the Maponya Mall Centre. People no longer have to travel considerable distances to access the services to which they are entitled.

About 12 000 beneficiaries visit the Centre every month on average. Services provided by Home Affairs and Department of Labour prove to be the most widely accessed, with 78% of all beneficiaries requesting these.

The project has also introduced a new service delivery model geared towards the modernisation of the Public Service. ICT has become central to the acceleration of service delivery; e.g. the sms notification service used by Home Affairs. New work methods have also been introduced in terms of the mandate of DPSA. Previously policy-oriented as

opposed to implementation-oriented, the Department, now effectively deals with front-office, client-oriented services.

### Lessons learned

In implementing the urban mall project, the following important lessons have been learned:

- Citizen-orientation, which is the crux of Batho Pele, is critical in the provision of services and establishing an effective feedback mechanism between Government and service recipients.
- Promoting access through the clustering of services, cross-sector budgeting and cost-sharing, increases the capacity of the State to deliver on its mandate by ensuring the effective use of public resources.
- The use of ICT can rapidly enhance the accessibility and quality of public services.
- Based on the successful implementation of the urban mall concept, a review of other Thusong Centres should take place in order to identify areas for improved functionality.



### Conclusion

One of Government's main priorities is to ensure that every local municipality has a functional Thusong Service Centre at least by 2014. The objective of the one-stop centre approach is to facilitate the acceleration of service delivery through integration and the promotion of development communication. The Maponya Mall Thusong Service Centre, in only its first year of operation, has proved a success story in achieving that particular objective in the lives of the Soweto community. Over 100 000 service users can attest to the manner in which their lives have been improved through access to services and information. It is envisaged that this model will be replicated in other Thusong Centres across the country. ■



# Partnerships in Service of health

\*By Dr. Victor Litlhakanyane



Dr. Victor Litlhakanyane

*Public Private Partnerships (PPPs), involving the provision of clinical services rather than just the traditional build-operate-and-transfer model, are a sustainable way to bolster and support government healthcare infrastructure and delivery.*

**H**ealth care is one of the foundations upon which the democracy of South Africa was founded. Yet it is often said that we have made light of its importance in the lives of our people. Undeniably any nation that can boast a strong healthcare sector is a nation that has found its power.

When negotiating the constitution for the new democratic South Africa, leaders agreed that health would be included as a basic human right. In so doing, it has been enshrined in the 'Bill of Rights' of South Africa's Constitution.

## Harsh realities

In the developing world deep socio-economic inequities continue to place more pressure on healthcare systems. This pressure is reflected in South Africa's performance against the three health-related Millennium Development Goals (MDGs), which are to reduce child mortality, improve maternal health and combat HIV/Aids, malaria and other diseases.

In South Africa, the government is hard at work to transform the healthcare sector into one that delivers access to quality healthcare for all citizens, irrespective of their ability to pay for it. Significant challenges nevertheless impede increased access to quality healthcare. Among the most critical are skills and funding shortages. Ensuring that all citizens have access to affordable, quality healthcare is a momentous challenge facing the healthcare sector. It requires commitment, dedication and clear leadership. But critical to achieving this goal is collective action with participation and hard work required from all stakeholders.

As funding is such a major impediment to improved public sector delivery, increased public expenditure is seen as fundamental to addressing the yawning divide in levels of access to healthcare in South Africa. To provide a new national funding mechanism to broaden access to quality healthcare, government is exploring the introduction of a National Health Insurance (NHI). The private sector has a pivotal role to play in helping to attain and maintain high standards of healthcare across the entire national healthcare system.

## HEALTH SECTOR PUBLIC PRIVATE PARTNERSHIPS CASE STUDY

Public Private Partnerships (PPPs), involving the provision of clinical services rather than just the traditional build-operate-and-transfer model, are a sustainable way to bolster and support government healthcare infrastructure and delivery.

The implementation of PPPs in the United Kingdom, working with the NHS, could yield valuable lessons for South Africa. Nearer home, one of the largest health care groups involved in PPPs in Africa, that has partnered with the Lesotho government in a PPP to deliver quality health care to country's citizens, and in the process is providing invaluable, additional experience.

The Lesotho project clearly demonstrates what can be achieved through such a model. These are experiences that can be drawn upon closer to home, as there is much we can achieve through PPPs in South Africa.

### Changing times for healthcare

In his budget speech delivered in Parliament in February this year, Finance

Minister Pravin Gordhan drew attention to the proposed role of the private healthcare industry in terms of national health insurance.

Gordhan indicated that government would continue to broaden the use of PPPs in the healthcare sector – particularly in improving the hospital system within the country. He indicated that alongside longer-term reforms to the financing of healthcare, a closer partnership between the public and private healthcare systems would become a prerequisite for the introduction of a national health insurance system.

With this gesture, the Ministry of Finance clearly indicated that PPPs have a role within the greater South African healthcare dispensation. Some of the more significant perceived benefits include the reduced financial, operational and technical risk exposure that PPPs can deliver.

More important is the fact that by sharing risk and the cost of projects with the private healthcare industry, limited

government budgets can be stretched further to address other issues of importance.

While they are not the solution to all the challenges confronting the South African healthcare system, PPPs do offer considerable advantages such as the leveraging of private sector skills and resources and a proven ability to deliver and maintain infrastructure. PPPs have also proved themselves as highly beneficial to both the private and public sector. Apart from the socio-economic impact PPPs deliver to individual communities, they have considerable, positive impact in terms of black economic empowerment (BEE).

### The essence of a typical PPP

PPPs are not new in South Africa but they are not yet fully understood. They have been euphemistically referred to as “creeping privatisation” by some, especially in the labour movement. At the root of their apprehension is the fact that they have always believed in public ownership



of public assets.

A typical Public Private Partnership constitutes a commercial transaction between a public institution and a private party, where the private party either performs the function or acquires the use of state property for a defined period, with the aim of achieving an overall improvement in the services delivered. Inherently beneficial to both parties, a PPP involves substantial risk transfer to the private sector while the public sector retains a significant role. The ownership of the asset remains with the state.

Public Private Partnerships can take a variety of forms. These range from the transfer of funds to the private sector in exchange for provision of a single incidence of care, to concessions where a private sector organisation supplies the capital required for the development of new facilities, or the upgrading of existing facilities. In the case of the latter, the operation is initially the responsibility of the private organisation, with ownership transferring to the public sector after a

pre-determined period.

### South Africa and the Eastern Cape Province case

The Public Private Partnership (PPP) model is proving effective across different countries with different healthcare challenges. In South Africa, an innovative partnership between a prominent private health care provider and the Eastern Cape Department of Health has broadened access and unlocked more healthcare services for the local community – thereby ensuring that patients no longer have to travel to larger centres to access healthcare services.

PPPs endeavour to improve healthcare delivery beyond the bare minimum while leveraging the empowerment opportunities arising from the expenditure. Great emphasis is also placed on skills transfer and embedding management and clinical policies that endeavour to address endemic quality problems within the public healthcare sector.

In 2009, the Netcare/EC DoH PPPs,

included one new hospital and one refurbished hospital in the Eastern Cape. These are the 91-bed Port Alfred Public Private Hospital and the 249-bed Settlers Public Private Hospital in Grahamstown. Of great significance is the fact that both hospitals have public and private facilities operating side by side, with the private consortium responsible for managing both the public and private hospital facilities for 17 years. In the Free State, the 214-bed Universitas/Pelonomi hospital continues to show sound growth and improved operational performance.

### Lesotho case

The much-acclaimed Lesotho PPP project, on the other hand, involved the building of a state-of-the-art public hospital that is dramatically improving the quality of health care in the Mountain Kingdom. The refurbishment of the three existing, semi-urban filter clinics – Mabote, Qoaling and Likotsi - form an integral part of the project as they, together with the main hospital, operate as a much needed



health care network for the district.

In this instance, Netcare has partnered with the Tsepong Consortium - a group of Lesotho doctors, service providers and investors - to build, and partially finance the new facility. The consortium is also responsible for the running of Lesotho's new hospital, which includes the provision of clinical services for up to 18 years.

Due to the innovative PPP structure, operating costs for the new hospital will be roughly equivalent to those at the old facility which is no longer operational, while patients will have access to greatly improved medical services and care, but pay the same minimal charge they currently do at any other public hospital in Lesotho.

It is believed that this pioneering project will provide a new and sustainable model for governments and the private sector to work together to bring improved health services to Lesotho, sub-Saharan Africa and other regions.

### Private aid for state hospitals

A number of large-scale PPPs in southern Africa can attest to the positive impact PPPs have on BEE. The Netcare PPP model, for example, actively pursues opportunities in joint ventures with emerging and existing BEE companies and communities in the locality of a PPP project. The partnerships are not only with government, but also actively involve the community and local black-owned (small, micro and medium enterprises) SMMEs to help with construction and other service delivery outcomes of every PPP project.

Examples of such PPPs include a shareholding in Community Hospital Management, a Special Purpose Vehicle (SPV) company that entered into a concession agreement with the Free State DoH in 2001. This PPP entails the co-location of private beds, theatres and ICU facilities at the Universitas and Pelonomi

public hospitals in Bloemfontein for a period of 21 years.

Netcare is also a shareholder in Nalithemba, a SPV company that in May 2007 entered into a PPP agreement with the Eastern Cape Department of Health for the rebuilding and refurbishment of the Port Alfred and Settlers hospitals (Grahamstown). This is a 17-year commitment that includes maintenance of the hospitals and the provision of 'soft' services to the public sector. 50% shares in Nalithemba are owned by Eastern Cape-based health professionals and local entrepreneurs. As much as 40% of the construction and 50% of the ongoing operational expenditure will go to black-owned or empowered enterprises. Local and black people will hold a minimum of 50% of the shareholding in Nalithemba for the duration of the project, with black women owning more than 10% of the shares in both Nalithemba and key sub-contractors.

Long-term investments such as these have a great number of advantages with regards to BEE as they tend to filter down from top to bottom with an economic or financial implication involved at each level.

One of the big advantages is the equity share of the BEE partners which provides them with a long-term investment opportunity that will deliver an attractive return. The BEE partners usually also serve as directors on the Boards of the SPV and hold management posts in the PPP structure. Revenue gets increased for those local contractors who can now extend services, such as plumbing and electrical services, to other unrelated projects. It also encourages the local sourcing of basic products, which provides further opportunities for increased revenue for local businesses.

In the case of PPPs such as the ones Netcare is involved in, the contract usually entails elements of construction as well as management services. In this regard,

involvement does not stop once the buildings have been erected or refurbished - it also entails the development and 'upskilling' of shareholders in terms of directorship responsibilities such as fiduciary duties, management in the SPV and managerial posts within the hospital. A great deal of skills transfer also takes place with relation to the construction process as hospitals and clinics have very specific building requirements, and with relation to specialists services such as laundry, cleaning and catering.

### Mutually beneficial

The benefits of PPPs have a very wide reach in an industry such as health care where it is of utmost importance to improve access to quality health care services for more South Africans. In this model, PPPs provide the perfect opportunity to contribute towards sustainable economic development.

Contrary to common belief, the benefits of PPPs are not limited to the public sector only. They offer private health care providers access to a wider patient base and the potential for generating additional revenues. They also play a part in overcoming the increasing challenges faced in obtaining the necessary licenses for the opening of new private hospitals.

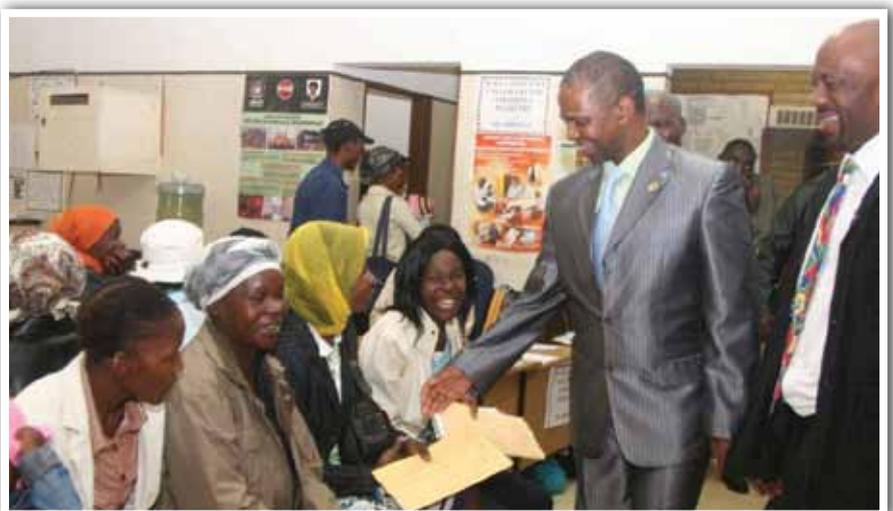
For any health investment strategy to succeed, PPPs should be actively encouraged and driven at the highest management and political levels. This is possibly one of the biggest success stories emerging thus far. ■

*\*Dr. Victor Litlhakanyane is a former Executive Director to the Board of Netcare and was the Superintendent-General for the Department of Health, Free State Province. He currently runs a private health services consultancy.*

# A day in a life of a RURAL HOSPITAL

When people of KwaNgwanase and the surrounding areas need health care, they know that they can entrust their lives to the caring team at the Manguzi Hospital. Introduction to the hospital starts at the gate where two very polite security personnel ask you to open your boot for a search while you write out your personal details. Upon explaining that we are here to see the hospital Chief Executive Officer (CEO), one of them notices the CEO walking on the other side and he just takes off, running to see if the CEO will meet with us. It was humbling seeing a middle-aged and very respectable man taking our visit that seriously. The security woman who escorted us to the CEO's office showed the same sense of urgency. Outside the door, like at all the offices we went past, there is a photo of the CEO, his contact numbers and his office hours. This was our first impression of courtesy personified at Manguzi Hospital

Steering this ship is Dr. Siphon Vumase who has been CEO for the past six years. The hospital provides services to 100 000 people in the Manguzi Catchment Area and 10% of these people come from Mozambique. The hospital is supported by 11 clinics scattered around the area, and has a budgeted consultation plan, which includes planned Izimbizo where they get to interact with hospital users to ascertain what their needs are. There are Open Days when learners from the 10 local schools come into the hospital to learn about their services. The Service Commitment Charter is displayed all over the hospital, and the hospital has further access to the community through the Nyangantathu Meetings with the tribal



authority, where people come together to discuss how best they can be serviced.

## Setting the standard

The hospital boasts a very strong and active Board that is involved in major decisions concerning the operations at the hospital. Each ward has a standard that was set by all the workers in that particular ward. That standard was checked and approved by the Board, and is displayed at each ward. Another example of the high standards Manguzi Hospital has set for itself is seen in the time it takes for a patient to be served. Whilst the provincial standard for a district hospital is four hours, Manguzi Hospital has managed to reduce this to two hours. This they achieved by scrutinising their processes to see where improvements could be made. They realised there were many delays at the pharmacy since they had only one pharmacy assistant dispensing medicines. They hired a second pharmacy

assistant and sped up services, cutting the overall service period to 2 hours.

With 10% of hospital users coming from Mozambique, language presents itself as a challenge and is addressed by the fact that 50% of the staff is fluent in Tsonga. This assists with translations and reducing communication barriers.

With 2% of the hospital staff physically challenged, access at the hospital for people with a disability has been fairly well addressed. There are wheelchair ramps and hand-rails around the hospital and to further facilitate access, a request was made to Telkom to lower the public phone booths so they are easily accessible to people on wheelchairs.

The hospital encourages people to utilise the 11 feeder clinics. As an incentive, doctors are allocated to the clinics weekly and an ambulatory team (including a social worker, a dietician and a dentist) rotate around the clinics on a weekly basis. There are also three mobile

## MANGUZI HOSPITAL CASE STUDY

vehicles that cover 40 remote areas within the Manguzi area.

### Patient is “boss”

The courteous service experienced at the gate continues inside the hospital with visitors and patients addressed by title (Mr. Ms. etc.). Meals are served on trays and the hospital menu is differentiated to cater to the different belief systems represented in the area (e.g. Shembe who observe Sabbath). Staff are trained during the induction period that the ‘patient is the boss’. Regular training is also done in customer care, and 40 people each year are trained in Batho Pele. The switchboard is operational 24 hours a day and the service standard for the phone (which is displayed) is that it should not ring more than three times. A Public Relations Officer has been appointed and he is the custodian of courtesy. He is responsible for going around all sections checking if the set standards are met. The courtesy code is displayed beginning at the gate and throughout the hospital, together with relevant information on how and where to access different services. Directional signs are visible everywhere, as well as information boards. Even the complaints procedure is depicted on the information boards beginning at the gate. There are eight suggestion boxes around the hospital. These are opened every week by a complaints handling committee which is comprised of the CEO, PRO, three board members, heads of units, the medical officer and the labour relations officer. Complaints are investigated and

addressed, and some people have been charged on account of complaints against them.

To facilitate openness and transparency, the hospital draws up an operational plan which spells out its objectives for that financial year. This plan is distributed to the board members who play an oversight role to ensure that the issues addressed in the operations plan are actually dealt with on the ground. There are three quarterly meetings that are meant to gauge how the hospital is measuring up against set targets. There are also mandatory hospital meetings

that include members of the community to address service delivery. The CEO also has regular meetings with organised labour to discuss pertinent issues and to maintain a cordial relationship with the unions. Internally there is a staff newsletter that addresses issues pertinent to the staff. This newsletter is a platform to communicate internal issues good or bad, and address weaknesses. There is a clinic advisory committee that meets once a month to address issues pertinent to the hospital’s operations in relation to its feeder clinics. The Annual Report is produced in English and IsiZulu and is





*...Manguzi where social ills and the burden of disease are daily challenges, the dedicated team of staff and management at this hospital, has, with innovation, risen above all challenges to provide quality healthcare services to the community.*

disseminated in municipal offices and the tribal authority structures.

Dr. Vumase describes himself as being a hands-on leader who manages by walking. It is not unusual to see him donning boots, demonstrating the correct way to scrub toilets. He says the strategic direction of his leadership is driven by the provincial vision. At the beginning of each year, they look at the province's strategic plan and it informs their operational plan, which speaks to the issues relevant to the area they serve. All sections of the hospital, including the grounds staff participate in drawing up the operational plan so that they buy into it. He and his management team monitor the processes to ensure the plan is executed. He does regular inspections to see if all set standards are met, not just to catch people out, but to see how people can be supported to perform their duties. There are quarterly assessments done by the CEO, together with Quality Control, and Infection Control personnel. These assessments are measured against a designed monitoring tool.

Manguzi Hospital leads the provincial performance indicators for district hospitals. The deployment of doctors to local clinics has resulted in reducing the congestion at the Out-Patient Department (OPD). An example of this is the 75% utilisation rate of the 291 beds at the hospital, which proves that the functionality of the hospital is good. The hospital has learnt to maximise delivery on a mini-

mal budget to ensure value for money for hospital users. This is facilitated by a very tight procurement plan where three people are responsible in the decision as to which services to procure. The risk identification and prevention strategy is designed to minimise corruption. Stores are the heart of each hospital and thus responsibilities for ordering and receiving have been assigned to different people in order to root out corruption. The hospital has control mechanisms in place, from searches that are done at the gate to seeking approval for using the phone for personal calls. Authorisation for each trip using a government vehicle is signed by the CEO to minimise abuse. The hospital tries to outsource as little as possible in order to contain costs. An example of this is the catering for which only the management of the tender was outsourced. The catering contractor works with the existing hospital staff.

### **Rewarding effort**

Since the end-of-year functions were banned by the Department as a cost-cutting measure, Manguzi Hospital has come up with creative ways to celebrate and honour those people that have performed tremendously. The hospital has Quality Days which are four big events. These include the 11 clinics and the Clinic of the Quarter is selected and honoured. There is also a CEO's trophy which staff members can win. The CEO buys a gift

for the winner and does a small function to acknowledge the person receiving it. Staff can also get rewarded through the Employee Performance and Management Developments System (EPMDS) process. Each month there is a Staff Member of the Month who is selected, and a certificate of appreciation is issued.

With all this hard work, client satisfaction surveys prove that the impact of service delivery is felt in the community being served. The hospital has managed to increase the number of people attending clinics by deploying doctors there. The numbers of people in the ARV programme has also increased. The hospital had a target of 1000 male medical circumcisions and the actual number done was 1428. Even the district indicators show that Manguzi Hospital is ahead of its peers. The Hospital is very active in Sukuma Sakhe projects and is represented at all levels. Two matrons attend meetings and the CEO attends the local event. It is the drive and determination of a passionate CEO and his dedicated team that have seen the community in Manguzi getting good quality healthcare.

No one likes going to a hospital because it is a place associated with all the things that we have come to dread in our lives - injuries, sickness and even death. With all the challenges an institution of this nature faces in a remote area like Manguzi where social ills and the burden of disease are daily challenges, the dedicated team of staff and management at this hospital, have, with innovation, risen above all challenges to provide quality healthcare services to the community.

They are worthy winners of the Premier's Service Excellence Awards for the 2010/2011 financial year. ■

*\*Case study courtesy of the Service Delivery Improvement Unit, Office of the Premier of the KZN Province.*

# Aboard the Phelophepa SERVICE DELIVERY TRAIN

**Lesego Maloka** and **Dudley Molo** take a ride on the Phelophepa primary health care train in Lichtenberg, in the North-West Province.

Access to health services may be a street away for some people, especially for those living in urban areas, but in many rural areas it is oftentimes a case of the further away from the metropolis, the heavier the burden in time and costs.

Transnet, the state-owned Freight and Logistics Company, initiated the Phelophepa Primary Health Care Train in 1994 as part of its contribution to closing the distance between rural communities and health access. The inaugural primary health care train, dubbed Phelophepa I, was replaced by the more state-of-the-art Phelophepa II early this year. The former is currently undergoing refurbishment and modernisation after seventeen years of good service.

Having started with the humble beginnings of the original three-coach eye clinic, the primary health care project is demonstrative of how the state-owned company leveraged its core business to help bring primary health care services closer to where people live - much like the mountain coming to Mohammed.

With its eighteen coaches and 480 meters length, Phelophepa II is a train in all respects, except that the train is the conveyor of primary health care services, instead of goods or passengers. The train does however commute (and accommodate) some 20 permanent staff, 16 security personnel and 40 interns on its annual, nine-months-long country-wide trek.



The core staff offers one-stop-shop services through the compartmentalised psychology, primary health, dental and eye clinics, but it is more than just “a consulting room”. Some of the coaches are used for regular administrative functions that are comparable to medium-sized and high tech private clinics. In addition to onboard “bedrooms”, the train also boasts a staff canteen and a laundry area, which are all ostensibly meant to make the team feel at home while on the long haul.

Phelophepa II also relies on support personnel at each of the eight chosen provincial train stations. As many as 80 people per station are employed from within communities at which the train makes scheduled stops. The services of these armies of casual workers range from language translation to



laundry services.

The project costs R50 million annually, 80% of which Transnet commits, with the balance covered through partnerships with both the private and public sector

entities. Apart from money and other components, the project would obviously not exist had it not been for Transnet's institutional backing.

"Infrastructure plays a big role, because without freight rail, the objective of the project wouldn't be achieved", acting Train Manager, Thabisile Makhaye explained aboard Phelephepa II.

The train was at its 25th stop (of the 35 scheduled for 2012) – and the location was Lichtenburg Station, in the small rural town of the same name in the North-West province. Having docked the previous night, the health service was now all-systems go to attend to the gathering throngs of patients.

"Local clinics don't offer [dental] services and if I were to go to the local hospital the costs were higher than the R10 price offered at the train", said Keneilwe, a patient whose identity is being protected.

Like many people within the radius of the Lichtenburg Station, Keneilwe had travelled some 20 kilometers on the strength of the reputation that seems to precede the train. It is a reputation which goes beyond word of mouth, but one that is also greatly aided by a well-co-ordinated marketing campaign across most media channels.

The most important aspect of the communication is the massive on the ground mobilisation that is undertaken six months ahead by multi-stakeholder steering committees in each of the targeted areas.

"We make use of mobilisers or marketers in each province who help with marketing the project through word of mouth, national and community radio, flyers and banners to make sure communities know well in advance about the train's visit", said Makhaye.

The Phelephepa II primary health clinic, which does routine check-ups and screening for chronic illnesses ranging from tuberculosis, prostate and cervical cancers, typically attends to as much as

*We don't just refer patients without giving them all the right information such as diet, medication and lifestyle. That way they see the importance of having to go for further treatment.*



500 people per day per station. The figures for the dental and eye clinic are respectively about 100 and 160 people daily.

In cases where serious health problems are detected, these are referred to surrounding hospitals as part of the working partnership with the health department.

"We don't just refer patients without giving them all the right information such as diet, medication and lifestyle. That way they see the importance of having to go for further treatment at the referred health care facilities", according to one of the train's medical staff members.

Those who are unable to get to the train for some reason are serviced through Phelephepa's outreach unit, which specifically targeted schools like the Platvlei Primary, about 35 kilometers from the Lichtenburg Station. The school's 79 pupils all had their eyes screened by the train's resident optometrist, Sibonelo

Mtshali, which revealed one case needing serious attention (and referral) and six who needed eye-drops for minor infections.

Also as part of the outreach, special transportation was provided for the more than 40 kids from the Lollipop Day Care Centre for dental check-ups under the watchful eye of Dr. Saazi Guza. The kids were transported all the way from Blydeville, 30 kilometers from Lichtenburg.

The sheer numbers of people accessing services during Phelephepa's Lichtenburg stop is not only indicative of the demand for health service in South Africa's hinterland. They also marked the train's 25th stop, of 35 and the targeted 370 000 beneficiaries targeted for the 2012 edition of this innovative service delivery intervention. ■

# A public service bargaining milestone



Government and labour came to a groundbreaking agreement at the conclusion of the public service wage negotiations this year. The 2012 bargaining season, which began as far back as late 2011, was conducted in a spirit that made potential industrial action in the public service less of an option.

Most significant was that the multi-year-agreement covers the period between 2012/13 and 2014/15. Until this year's resolution, agreement on a multi-year bargaining regime had eluded the parties of Public Service Co-ordinating Bargaining Council (PSCBC) for many years.

Annually haggling over percentage movements in the salaries of public servants often took as much as six months to conclude, which had an obvious negative impact on the delivery of services by public servants. The 2012 agreement incorporated a salary adjustment of 7% back dated to 1 May 2012 and thereafter CPI plus 1% increases for the years 2013 and 2014, effective on 1 April of both years.

It is also anticipated that the shift to a multi-year bargaining cycle would free much needed time on the part of all parties and make it possible to focus on other equally important elements such as conditions of employment.

The PSCBC resolution, signed at the end of July, covers some 20 areas aimed at improving the overall conditions of service of employees. Some of these - like the resolutions on pay progression, long-service recognition, night-shift allowance and recognition of improved qualification - have direct financial benefits to public servants.

Widely endorsed as "amicable", the Minister for Public Service and Administration, Ms Lindiwe Sisulu, described the agreement as striking a balance between the needs of the public servants on the one hand, and the broader social and economic challenges of the State on the other.

According to Minister Sisulu, the spirit with which the settlement was reached also paves a way for the adoption of a Public Service Accord that would ensure greater professionalisation and the creation of a service culture that is responsive to the needs of all citizens. ■

*SDR Correspondent*

## SA urged to promote good values

South Africans need to promote value systems that deepen the country's democracy or risk jeopardising the gains made since 1994, said Deputy Minister in the Presidency, responsible for Performance, Monitoring and Evaluation, Obed Bapela.

Speaking at the Moral Regeneration Month (MRM) in July this year, Bapela said the fight for poverty eradication was doomed to fail if South Africa failed to address moral decay and a declining value system.

"The revival of the spirit of Ubuntu and the actual appreciation of the values and ideals enshrined in our constitution become crucial. It is the responsibility of our government to build a prosperous nation free of the ugly apartheid past by facilitating the eradication of poverty, inequality and unemployment and to restore the dignity of our people," Bapela said.

He also said: "Our teachers are entrusted with a critical responsibility of nurturing our young to lead by example in future and this can only be achieved if teachers are willing to be at school in class, on time, motivated and teaching at least seven hours a day."

Addressing the same platform, Gauteng Premier Nomvula Mokonyane said the idea of the MRM was one of the "building blocks" towards a non-racial and non-sexist society.

"The Moral Regeneration Movement is supposed to be a calabash that brings all of us together and say what it is that we can define as a moral standing of a South African in the new dispensation. How do we characterise a South African in 2012?" Mokonyane asked.

South Africans needed to appreciate the route that they have travelled since the birth of democracy by analysing what the country had been able to achieve in promoting good morals. ■

# 4 000 000 households connected to the grid

South Africa's four-millionth household was connected onto the national electricity grid on 12 June this year. In marking this milestone, the Minister of Public Enterprises, Mr. Malusi Gibaba, symbolically switched on the lights for the four-millionth beneficiary, a Cerhu Location household, in the Mquma Municipality of the Eastern Cape Province.

The ceremony celebrated government's drive towards realising universal access targets in the provisioning of basic services such as electricity. In 1994, only 36% of South African households had access to electricity, leaving over three million households un-electrified. At the time, the majority of South Africans had to rely on inferior and unhealthy fuels such as coal and wood, with the latter placing a heavy burden on rural women daily.

Apart from the basic energy services for households, it is also widely acknowledged that electrification plays no small part in stimulating economic activity and creating employment opportunities. Moreover, for these reasons the provision of electricity to all South African households is one of the key steps in redressing the social imbalances the apartheid era brought about.

From 1994, the first democratically elected government, through the Reconstruction and Development Programme (RDP), began to rectify the history of inequities and socio-economic distress towards advancing human rights through the provision of basic services. In doing so, the RDP targeted to double the number of households that had access to

electricity by providing access to electricity for an additional 2,5 million households by the year 2000.

The findings from the General Household Survey (GHS), conducted by Statistics South Africa (StatsSA) in July to September 2011, showed that the percentage of South African households that were connected to the main electricity supply increased from 77% in 2002 to 83% in 2011. However, challenges remain in ensuring that all households have access to electricity (government's goal for 100% access).

According to the Department of Public Enterprises, about 3,4 million households remain without access to electricity. About 20% of this is in the Eastern Cape.

Government has allocated more than R3,1 billion this financial year towards reducing the number of households who remain un-electrified, of which about R500 million is allocated to Eskom to implement in the Eastern Cape.

The electrification of households was achieved under the Integrated National Electrification Programme (INEP), which aims to achieve 94% universal access to electrification of households by the year 2014. This programme is the backbone of the country's electricity delivery plan for communities who have previously been under-served in terms of grid and non-grid connections. Since the start of the electrification programme, 4 050 968 homes have been electrified. ■

*SDR Correspondent*

## NPC wants a professional public service

In the revised plan that was handed over to parliament, the National Planning Commission (NPC) has called for a review of what is generally referred to as "cadre deployment" in favour of building a professional and capable public service. The revised plan, released to Parliament in August, envisages a public service that, though serving government, would ensure a sufficiently autonomous structure and one which is insulated from political patronage.

According to the NPC, this requires a clearer separation between the roles of the administrative principal and the administrative head. The plan states that in South Africa, the current approach to appointments blurs the lines of accountability. ■

*SDR Correspondent*

# Suffer **little** children?

## *What the World Bank says...*

Inequalities in South Africa are threatening economic growth, with children born into poor families unlikely ever to escape poverty or reap the rewards of living in Africa's largest economy. The World Bank's sobering assessment released recently found that a child's gender and ethnicity at birth, combined with a lack of education, largely determine that person's chances of success in life - even 18 years after the end of apartheid.

"South Africa, the continent's largest economy by far and its only G-20 member, displays strikingly high and persistent inequality and marginalisation for an upper middle-income country," said the report.

Although South Africa has made great strides in transforming the economy, which has produced one of the continent's fastest-growing black middle classes, poverty levels and unemployment remain high outside urban centres.

South Africa is often compared to Brazil, which also has a huge income gap, but while the Latin American country has narrowed the divide over the last decade, here the chasm is as deep as ever, the World Bank said.

The richest 10 percent of South Africans account for 58 percent of the nation's income, while the bottom 10 percent accounts for 0.5 percent, the Bank said. The bottom half earns less than eight percent of the nation's income.

The country will struggle to grow the economy until its riches are spread more evenly, the Bank said.

Sharp economic and social inequalities were especially visible along racial lines, said the report, with whites largely shielded from economic hardships thanks to privileges inherited from the fallen apartheid regime.

"Peering past the first-world living conditions of urban South Africa, it is not too hard to see the downcast situation of townships, informal settlements, and former homelands," said Sandeep Mahajan, who headed the team that wrote the report.

"Our results show that a South African child not only has to work harder to overcome the disadvantages at birth due to circumstances, but having done so, finds that these re-emerge when seeking employment as an adult," he said.

The report said residents of these areas were usually unemployed or lacked the means to look for jobs, as they were disconnected from the job market.

Unemployment in the first quarter of 2012 rose to 25.2 percent, up from 23.9 percent in the previous quarter, and black people form the bulk of the jobless.

Modest economic growth, which averaged 3.2 percent since 1995, had proved "insufficient to absorb the wave of new entrants to the labour market from dismantling apartheid's barriers", the report said.

Labour analyst Andrew Levy said challenges of inequality were "deep rooted and not unique to South Africa".

"History has shown that societies that have emerged from any kind of unjust system of governance struggle with inequality," said Levy. Nevertheless, he added that the new government "could have done better". Much of the blame is laid on the education system.

The World Bank found that black children from rural areas with parents who did not finish school were most likely not to finish school or have access to health care.

Children in some parts of the country are forced to learn in open spaces or under trees, even though education is the government's single biggest expenditure. This year education campaigners took the government to court after schools across the poor Limpopo Province were left without textbooks, months into the academic year. More than one month after a court order, government has not delivered books to all the schools.

"The only way to reverse the trend of inequality is to invest in education," said economist Azar Jammie. ■

*Sibongile Khumalo | Agent France Press*

## Government lays the bare facts...

**S**ome findings from the Mid-Term Review undertaken by the Department of Performance Monitoring and Evaluation illustrate how far South Africa had gone towards achieving the goals set out in 2009. The findings indicate progress in the key priorities, but also areas where improvement is needed. In education, the enrolment of children in the compulsory schooling age band, seven to 15 years, had reached over 98% in 2010, which is helping to lay a stronger foundation for better quality basic education.

To date, about eight million learners no longer pay school fees, while eight million benefit from the school nutrition programme which is part of government's poverty alleviation programme. In addition, government provides social grants to about 10 million children to alleviate poverty, which is considered very progressive and impressive for a developing country.

In addition, matric results now improve each year, although there is still a need to improve on the quality of the matriculation pass rate. There had also been advances in ensuring increased access to higher education programmes by making funding available to children from poor households. ■

*SDR Correspondent*

# HOME

Home, like all of Morrison's literature, is rich with themes stacked upon each other, and challenges the reader to see themselves in the mirrors poised by the characters. The book opens with the main character, Frank "Smart" Money, drifting into a club where a band is performing. When they reach the end of the song, the drummer keeps on going, until he has to be carried away by his band mates, still drumming, "his sticks moving to a beat both intricate and silent".

Home is a compression of many of Morrison's favourite themes of memory, love and loss, uprooting and home-coming, and self-reflection. Morrison's characters are usually caught between trying to exist freely in the world and being captivated by internal demons, as they struggle to overcome disturbing inner rhythms.

Frank is a black Korean War veteran who has returned home to discover that mid-20th-century America is just as he left it, a place of hardship where simply standing still might get you arrested for loitering. Morrison follows Frank as he embarks on a reluctant journey home.

He manages to paint a picture of Frank and his journey that is similar to many South Africans during Apartheid.

Morrison asks, amongst many questions, where — and what — is home?

Since being discharged from the Army, Frank has wandered the streets of Seattle, "not totally homeless, but close". He has gambled his Army pay and lost

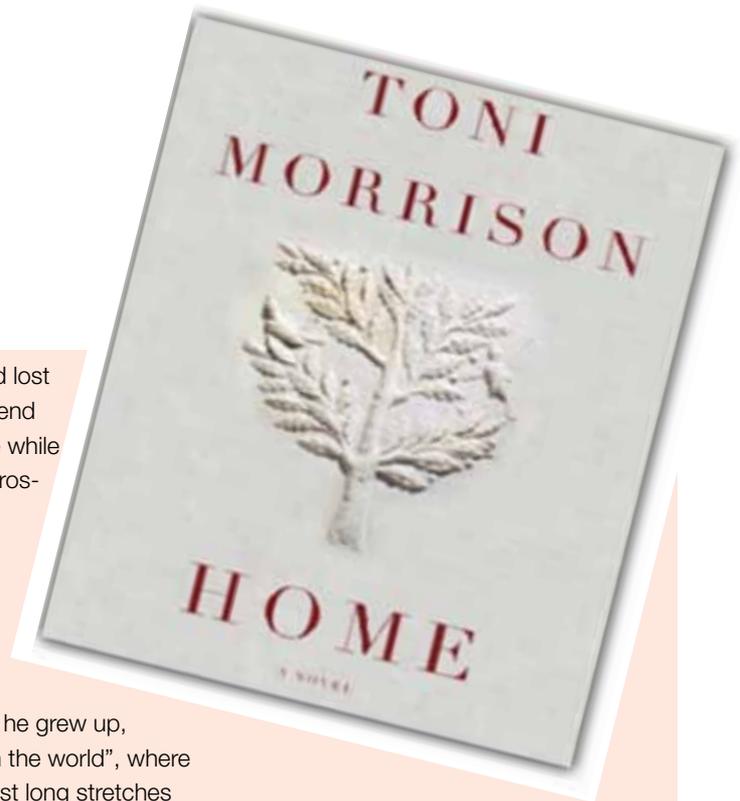
it, worked odd jobs and lost them, lived with a girlfriend and lost her, and all the while struggled against the prospect of losing his mind.

The idea of home for Frank is a difficult concept, as it is for many black people in Morrison's narratives.

Lotus, the place where he grew up, was "the worst place in the world", where there was "no future, just long stretches of killing time". His pessimistic view of the difference between civilian life and the battlefield is that on the battlefield you could hope to survive. But Frank must return home to save his little sister, Cee, who is on the verge of death. Frank sees Cee as "a presence marking its own absence", a shadow.

Morrison continues to explore more themes and questions such as what kind of selfhood is it possible to possess when we come from a spiritually impoverished home, one that fails to concede, let alone nourish, each inhabitant's worth?

Threaded through the story are reminders of our country's vicious inhospitality toward some of its own. On his way south, Frank makes use of a "Green Book," part of the essential series of travellers' guides for African-Americans during a more overtly racist era. This green book easily resembles the 'Pass' required for black people under Apartheid South Africa.



On a train, Frank encounters fellow passengers who've been beaten and bloodied simply for trying to buy coffee from a white establishment. He is, himself, subjected to a random stop-and-frisk outside a shoe store.

Morrison's longstanding greatness has always resided in her ability to animate specific stories about the black experience and simultaneously speak to all experience. It's precisely by unreservedly committing to the first that she's able to transcend the circumscribed audience it might imply.

This work's accomplishment lies in its considerable capacity to make us feel that we are each not only resident but co-owner of, and collectively accountable, for this land we call home. ■

**Reviewer: Philile Ntuli**



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