

UNIVERSITY OF KWAZULU-NATAL

**Multipurpose Community Centres as the Primary Vehicle in
Service Delivery: Trends and Challenges**

By

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DECLARATION

I Zwelibanzi Mpehle declare that

- (i) The research reported in this thesis, except where otherwise indicated, is my original research.
- (ii) This thesis has not been submitted for any degree or examination at any other university.
- (iii) This thesis does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.
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The God Almighty, who has always been my Pillar of strength, and giving me strength to hold on.

ABSTRACT

When the African National Congress took power from the apartheid regime in 1994 it promised to transform the public service by eradicating the inequalities of the past in the provisioning of basic services. The ANC-led government aimed to be a people-centred one, and service delivery became the central focal point. For government to realise its goal of annihilating the inequalities of the past, it became imperative that services be provided in a transparent, coherent and representative manner to all citizens, particularly the previously marginalised communities. In order to promote efficiency, effectiveness, responsiveness and accountability, the government identified various alternative strategies that would enhance service delivery and bring it closer to the people. One of the strategies was to set up Multipurpose Community Centres (MPCCs), also known as Thusong Service Centres (TSCs), that were to serve as the vehicle to enhance service delivery. Although such a move was a noble one and brought hope to many impoverished South Africans, there are still challenges faced by government in the provision of basic services that culminated in recent violent service delivery protests that adversely affected the whole country.

The purpose of the research was to determine if the establishment of the MPCCs as a vehicle in enhancing service delivery has made a difference in the lives of previously marginalized communities. This study, therefore, critically examines whether the already established Centres play a pivotal role in enhancing service delivery.

The literature review revealed that successful public service transformation has to create a sound relationship between government and its constituencies, and that can be attained by meaningfully engaging the public in matters such as policy formulation, as such engagement will inform government on the kind of programmes to be initiated and implemented that will respond to the social and

economic needs of citizens. It is crucial that government must be community owned so that citizens must not only see themselves as recipients of services but also as decision makers. The literature review further argues that government must recognise that its primary responsibility is to drive the delivery of services in an efficient, effective and economic manner. It is therefore crucial that public administrators be committed and accountable toward the community, expand customer choice of services, ensure that citizens get the best possible value for money, and that access to basic services is increased regardless of the locale.

On the contrary, the empirical study revealed that the Centres are not effectively addressing the needs of communities. One of the reasons of the failure of these Centres is due to the fact that the establishment of some Centres there was lack of proper consultation with communities and other relevant stakeholders on what services need to be rendered. The study also revealed that some Centres do not have adequate physical and human resources, Centres are managed by managers that are not adequately trained in managerial skills. The study further revealed that lack of funding makes it impossible for these Centres and services rendered sustainable, and lack of communication and coordination of activities between departments utilising the Centres render integrated service delivery ineffective

The research concludes by presenting recommendations that were carefully drawn from the analysis of the findings and the entire study, followed by a proposed model that provides a multifaceted approach that outlines an action plan in the delivery of services, and should serve as a guide to Government with regard to the implementation of strategies and policies for the betterment of lives of South African citizens, especially the previously marginalised.

DEDICATION

I dedicate this research study to my father John Themba and late mother Dinah Nomasonto who, when they had nothing luxurious to give, gave me the education and support from my primary school years that saw me through, a gift that I will always treasure.

I also dedicate this to my wife Nokhaya Portia Ntsoaki who has been my source of strength and encouragement when writing this thesis. ,

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LIST OF ABBREVIATIONS

AIDS	: Acquired immune deficiency syndrome
ANC	: African National Congress
ATN	: Association of Information and Business Telecentres
CBO	: Community-based organisation
COSATU	: Congress of South African Trade Unions
DHA	: Department of Home Affairs
DoJ	: Department of Justice
DoL	: Department of Labour
DSD	: Department of Social Development
GDP	: Growth domestic product
GCIS	: Government Communication Information System
HIV	: Human immunodeficiency virus
ICT	: Information Communication Technology
IDRC	: International Development Research Centre
IOP	: Innovations, organization and personnel
ITU	: International Telecomms Union
LISSC	: Local Intersectoral Steering Committee
MCT	: Multipurpose Community Telecentres
MPCC	: Multipurpose Community Centre
NGO	: Non-governmental organisation
NPO	: Non-profit organisation
NISSC	: National Intersectoral Steering Committee

PISSC	: Provincial Intersectoral Steering Committee
PTCL	: Pakistan Telecommunication Company Limited
RCST	: Remote Community Service Telecentre
RDP	: Reconstruction and Development Programme
SAP	: Structural adjustment programme
SAPS	: South African Police Service
SASSA	: South African Social Security Agency
SMME	: Small, micro and medium enterprises
TSC	: Thusong Service Centre
UNESCO	: United Nations Educational, Scientific and Cultural Organization

CHAPTER ONE

OVERVIEW OF THE STUDY

1.1 INTRODUCTION

The government has an obligation to provide services that meet the needs of its citizens, and the South African government is no exception. Commenting on the duty that is supposed to be performed by the Government, Roux says:

The prosperity and wealth of any nation depend largely on a government's ability to maintain a public service that is professional, and that could provide the necessary infrastructure within which all people can find a 'good life', as well as an environment conducive to individual growth and development. The effective and efficient functioning of government is, therefore, of utmost importance to secure material and social welfare, as well as stability. In the case of South Africa this imperative would apply to all three spheres of government. Any deviation from this could have serious strategic implications that could jeopardize the initial intent of any democratically elected government (Roux 2005:2).

During the era of apartheid citizens were not treated equally; Whites received preferential treatment whilst the majority of South Africans that were seriously marginalized could not access crucial basic services like clean water and sanitation, a proper dwelling place, good and accessible roads, and proper healthcare. A number of citizens, young and old, did not have birth certificates and identity documents, therefore making it impossible for them to vote and not having access to social grants.

When apartheid crumbled in 1994 the new government aimed to be a people-centred one, and service delivery became the central focal point. The government faced a challenge of providing better services to all citizens on an equitable base, regardless of race or population group. It became imperative that the Government led by the ANC to deliver according to the promises that were used to garner votes

in 1994. Before the ANC came into power people were promised jobs and better life, and the ANC knew well that its success as the government will be judged by the delivery of tangible services according to promises. The daunting task was to reach all the citizens that are often referred to as previously disadvantaged because of their social exclusion, particularly those in rural areas.

It has been a trend in South Africa, starting from the apartheid era up to the present that communities involve themselves in demonstrations and violent acts against the poor performing municipalities throughout the whole country. It was unexpected though that by the year 2004 onward, after ten years of democracy, one would be witnessing such demonstrations in which people express their dissatisfaction on lack of delivery by the Government.

1.2 HISTORICAL BACKGROUND

South Africa was characterized by racial divisiveness which was introduced by White Settlers, and was cemented by the National Party in 1948 by legalising apartheid that promoted preferential service delivery to the advantage of Whites, and employment of Whites particularly in the public sector. The discussion that follows presents the historical background of the South African public service in both the apartheid and post-apartheid era.

1.2.1 The Public Service in the Apartheid Era

The reign of the National Party that came into power in 1948 in South Africa, and extended for decades until 1994, was marked by racial segregation that was termed 'separate development', known worldwide as apartheid, a system of legalized segregation and oppression of indigenous people (http://www.tanzania.go.tz/psrp/s_africa.html).

The introduction of the Group Areas Act in 1950 classified South African citizens according to four racial groups namely African, White, Coloured and Indian, and created different residential areas for these racial groups. Consequently, four administration departments were introduced to deliver services to each group. The separation meant that each group was going to receive different budget allocations as far as services are concerned; it also meant that the non-Whites will be excluded from living in areas that were more developed. Blacks were the worst affected; they inhabited low class areas namely the townships, rural areas and informal settlements and did not benefit from government budget allocation on services as compared to their White counterparts who lived in upmarket suburbs (<http://www.state.gov/r/pa/ei/bgn/2898.htm>).

The US Department of State (2007:4) commented that the pre 1994 public service was characterized by segregation due to the laws that were passed by the then ruling National Party that swept all white votes in 1948. The laws enforced White domination and promoted racial separation which was called apartheid. Citizens were not treated equally; Whites received preferential treatment whilst the majority of South Africans that were seriously marginalized could not have access to government information and to crucial basic services like clean water and sanitation, a proper dwelling place, good and accessible roads, and proper healthcare services they were entitled to. In certain instances, some citizens did not have identity documents, therefore making it impossible for them to access services like pension funds. There was resistance to such a system, and that led to uprisings in Black and Coloured townships.

The apartheid system, in its promotion of such inequality in the provision of services in general, caused those Black inhabited areas to lack quality basic services, and therefore created the following problems:

- Poor infrastructure. Historically White areas had all necessary infrastructures whilst historically Black inhabited areas had infrastructure that was below acceptable standards, with poor roads that were not tarred, no proper water drainage system, and often neglected to an extent that soil erosion made it almost impossible for such places to be accessible.
- Lack of proper government facilities where citizens would access government services such as libraries, health care services, centers where computers can be used as means of communication, Home Affairs facilities where citizens can be able to obtain basic registration documents like birth certificates and identity documents. Often people would have travel long distances to have access to such services.

It was the deliberate action in a form of policies taken by apartheid government that promulgated separate use of amenities and provided inferior facilities for a Black nation of the country. The education system, medical institutions and other public facilities meant for Blacks did not match the standard of those meant for Whites, Indians and Coloureds. Whereas information on Government services was readily available for Whites, there was little information available for Blacks. White ownership and availability of land pre-1994 was at 87%, whilst the remaining 13% which was occupied by approximately 3.5 million rural people who were either born there or were removed from their urban homes by force, was in the hands of the homeland leaders, and characterised by barrenness and drought (<http://www.un.org/ecosocdev/geninfo/afrec/subjindx/144soafr.htm>).

1.2.2 The Public Service in the Post-Apartheid Era

The advent of democracy was a beacon of hope for the previously divided and segregated communities, and the government was committed to better the lives of all South Africans, regardless of race and colour. The demise of apartheid and the

ascending to power by the ANC brought about new hope to South Africans as far as public sector transformation is concerned. Given the history of inequality and segregation based on race and colour in the provisioning of services, it became imperative for the Government to face a monumental challenge to transform the public sector in order to provide quality services to all citizens on an equitable base, regardless of race, colour and population group. The Government aimed to be a people-centred one, and service delivery was high on the development agenda. One of the strategies used to achieve that goal was to provide access to information and to offer basic services that meet the needs of the country's citizens (<http://www.un.org/ecosocdev/geninfo/afrec/subjindx/144soafr.htm>).

The provision of services and information in an integrated and decentralized fashion seeks to address particular historical, social and economic factors, which characterized freedom of access to information and citizen participation in South Africa. These include socio-economic problems such as poverty, high unemployment, low standard of living (people living below the poverty line), poor access to basic services, remote settlement patterns, lack of access to technology and information, poor health services, insufficient education and skills, poor infrastructure, etc. (http://www.safrika.info/ess_info/soc_glance/social_delivery/mpcc.htm).

The South African Public Service, in its quest to provide services in an equitable, non-racial and cost effective manner, has explored various alternative methods and meaningful ways and systems in which services can reach all South African citizens equally and expediently, particularly those that were previously excluded from having access to proper services (Naidoo & Kuye 2005: 624).

The former Deputy President Jacob Zuma (2004, August 28) in his speech at the launch of the Extended Public Works Programme in Durban said that the government is determined to offer better life for all, and services such as social grants, public healthcare, education and infrastructure development will be given priority. He further highlighted that communication between Government and communities has also been identified as a priority in enhancing quality service delivery (<http://www.anc.org.za/ancdocs/history/zuma/2004/jz0828.html>).

When Richard Levin, the former Director-General in the Department of Public Service and Administration (DPSA) gave a speech at Gordons Bay, he acknowledged the fact that the South African Public Service was to a certain extent inaccessible particularly to those in remote and or rural areas due to transport costs that were high and unaffordable. The inaccessibility of the public service and lack of information made it difficult for previously disadvantaged ordinary citizens to know what benefits and services the Government was offering (<http://www.dpsa.gov.za/documents/networks/2ndconversation/RichardLevin.pdf>).

It was therefore necessary for Government, in the interest of the poor, to bring closer the services through the creation of one-stop-shop Centres that will be strategically placed in the previously marginalized communities in which services from all spheres of Government would be offered, with the aim of availing as many as possible services in a single place. As he puts it, the establishment of these Centres 'gives rise to the need for cooperative institutional arrangements...officials staffing these Centres will in time need to take responsibility for delivering services other than those of their immediate department'. For instance, if there is a clinic that serves as a Centre, then other services like application of identity documents, birth certificates and passports will also be offered. He further says that Government is also looking at using other Centres like supermarkets where road licence fees and traffic fines can be paid. The Government again took an initiative to introduce an e-Government project called a *Batho Pele* Gauteng Portal in the Government website, through which citizens will access information on Government services. The portal was placed at pilot Thusong Service Centres and at 55 Post Offices located in various areas around the country (http://www.dpsa.gov.za/documents/networks/2ndconversation/Richard_Levin.pdf)

According to Russell & Bvuma (2001: 244) the government engaged itself in three initiatives in trying to improve service delivery. These initiatives include:

- The introduction of eight *Batho Pele* Principles in 1997 that were to be implemented by all public institutions nationally;
- The promotion of Public Private Partnership; and
- The establishment of pilot projects that would promote alternative service delivery.

An exposition of these initiatives is provided below:

Batho Pele: It is a policy framework that consists of eight service delivery principles that was seen as an appropriate approach to address service delivery challenges. It “puts pressure on systems, procedures, attitudes and behaviour within the Public Service and reorients them in the customer’s favour... that puts people first” (White Paper on Transforming Public Service Delivery: The *Batho Pele* White Paper 1997). This policy will be further deliberated upon in Chapter Two.

Pilot Projects: In 1996 the former President of South Africa, Mr Thabo Mbeki, introduced the concept of Multipurpose Community Centres at the *Information Society and Development Conference*, and “... identified Multipurpose Community Centres as one of the five South African Information Society pilot projects” (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>). In October of the same year the Government’s Communication and Information System (GCIS) was formed through the recommendation of the Report from the Communication Task Group that was tasked to look into matters that would improve communication between government and communities. The recommendation also mentioned the importance of establishment of Multipurpose Information Centres that would promote the access of government information by the public (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

In 1999, the Cabinet mandated the Government's Communication and Information System (GCIS) to establish Multi-purpose Community Centres (MPCCs), now referred to as Thusong Service Centres (TSCs) as the pilot project in the delivery of services. The Centres were seen as the vehicle that will speed up service delivery and improve the lives of citizens by bringing services closer to them, particularly the poor and previously disadvantaged. From these Centres, they would be empowered through accessing information on government services and resources, and be used as Centres for development and empowerment (Cabinet Memorandum 15 of 1999).

To determine if the concept of the MPCCs was a good one, there were three provinces that were chosen to pilot the MPCC process, and they were the Eastern Cape, Limpopo and the Western Cape. The latter was chosen as testing ground on how a centre will function and its impact to the community residing in a semi-urban area like Zwelethemba in Worcester. The Eastern Cape and Limpopo were selected because of their poverty status and the vast area in these provinces is rural as identified under the Integrated Sustainable Rural Development Strategy (ISRDS) and are characterised by high poverty indices and are rural in nature (http://www.thusong.gov.za/documents/artic_pres/gov_dev_comm.htm).

Public Private Partnership: The Government recognized that, in order for service delivery to be effective and efficient, there needs to be cordial relationships between various government departments, between Government and private sector, parastatals, business, and civil society (White Paper on Transformation of Public Service 1995). This is further emphasized by GCIS by saying that it is also imperative that the three spheres of Government, non-governmental institutions, non-profit organisations, businesses, individuals and communities can contribute to the survival and thriving of MPCCs by forming sustainable partnerships (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

These three initiatives seem to be the Government's solution to provide answers to despondent communities who have not accessed services satisfactorily, and as the means of providing valuable information about Government and also as Centres of community development (http://network.idrc.ca/en/ev-89391-201_003333-1-IDRC_ADM_INFO.html).

1.3 PROBLEM STATEMENT

The new Government is faced with the daunting task of reaching all citizens that are often referred to as previously disadvantaged because of their social exclusion, particularly those in rural areas. However, there are still communities that do not have access to basic services. In his address at the National Freedom Celebrations at Galeshewe Stadium in Kimberley (2006, April 27) President Thabo Mbeki acknowledged that there are South African citizens that still do not have clean water and sanitation, electricity and other free basic services (<http://www.dfa.gov.za/docs/speeches/2006/mbek0427.htm>).

Roux (2005: 2) states: "...according to recent figures for 2001, there were 1.4 million informal settlement dwellings in South Africa and 460 000 backyard shacks. Since then, the number of shack dwellers has increased with the pace of urbanization...according to the South African survey 2003/4, government had built approximately 1.5 million new houses between 1994 and 2003, and approximately 3.4 million homes received electricity. However, by 2003 almost a third of households had not yet received electricity or running water, and 1.3 million families had to be satisfied with backyard shacks in townships".

Despite the introduction of TSCs by the Government in 1999, there are still dissatisfactions experienced in various municipalities around the country by the communities. According to Roux (2005:2) there were violent protests that erupted in 2004 in Harrismith and spread all over the country. By 2005, the protests had

spread to 21 local municipalities across the country. Areas that were mostly affected were Western Cape, Mpumalanga, Free State and Gauteng.

One of the reasons of the current violent outbreak of xenophobia is attributed to lack of service delivery by the Government. The past and the present empty promises of Government to better the lives of citizens bring about frustrations to South Africans that manifest itself in violent anger. Since 1994, the marginalized people who did not have proper accommodation, education, medical care and employment expected rapid change in their lives, only to discover it was just illusion. Instead, only the elite few from the African society related one way or the other to Government officials were accumulating personal wealth (http://www.africanpath.com/p_blog.cfm?blogID=112).

According to Hlatshwayo (2005:1) it is alleged that poor South Africans who need houses helplessly watch foreigners occupy houses meant for South Africans because of unscrupulous and corrupt officials, which culminated in protests around Musina in 2005. Fifty foreigners were chased out of Reconstruction and Development Plan (RDP) houses that were either rented out or purchased by foreigners from corrupt councilors that were only enriching themselves (<http://www.news24.com/SouthAfrica/News/RDP-housing-scam-sparks-fury-20050111>).

The *Sowetan* (May 20, 2007) reported that lack of service delivery in the poor township Orange Farm, south of Johannesburg, caused residents to march in protest, and demanded government to deliver according to promises before the elections. They blockaded the roads by burning tyres to express their anger.

Undeniably, there has been change in household access to basic services between 1995 and 2000 as shown in Tables 1, generally the increase is quite minimal, and service delivery is at a snail pace. It has been not visible enough to the majority of the people that still live in abject poverty, and there are those that

are still illiterate. Unemployment is around 25% and 95% of those that are poor are from the Black community, whilst on the other hand there are about 55 000 White farmers that own 85% of agricultural land, that suggests land distribution is still unequal. There is still a lot to be done to redress the issue of land ownership as black South Africans who are in the majority do not own land. (<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/SOUTHAFRICAEXTN/O,,menuPK:368086~pagePK:141132~piPK:141107~theSitePK:368057,00.html>).

Table 1: Changes in Household Access to Basic Services by Poverty Group: 1995 and 2000

Basic Service	Year	Percentage of households with access within each poverty group		
		Less than US\$1/day (household (per capita expenditure)	Less than US\$2/day household per capita expenditure)	All households
Public electricity	1995	20	26	60
	2000	31	42	70
Piped water	1995	45	52	76
	2000	48	59	82
Sanitation facility	1995	57	68	85
	2000	57	67	85
	2000	5	10	36

Source: 'A Poverty Profile of South Africa between 1995 and 2000', Statistics South Africa (2005:4)

The introduction of Reconstruction and Development Programme (RDP) in 1994, which was the ANC manifesto, brought about reforms in the way government spends its revenues in order to meet the needs of citizens, particularly those in poverty-stricken areas; a substantial amount of the budget went into education, health, housing, and to other social needs. The following are successes of the RDP in 2001:

- About 4 million people gained access to clean running water;
- 900 000 low-cost houses were completed, and 1.1 million subsidies apportioned;
- 1.5 million new electrical connections;
- 4.2 millions telephone connections;
- R3 billion allocated to poverty relief;
- 600 new clinics erected, and pregnant women and children under six given free health care;
- 1 500 kilometres of roads were built; and
- 68 000 families were resettled on farming land

(<http://www.un.org/ecosocdev/geninfo/afrec/subjindx/144soafr.htm>).

The Community Survey on Basic Services that was conducted between 1996 and 2007 revealed that there has been some kind of improvement in the provisioning of basic services. such as houses, energy for lighting, access to water, refuse removal and sewage in some areas For instance, there has been an increase of households living in formal dwellings from 64% to 70.5%, and those using electricity also increased from 58% to 80% as depicted in Table 2 below.

Table 2: Community Survey on Basic Services between 1996 and 2007

Housing (not direct responsibility of local government)	70.5% of households live in formal dwellings compared to 64% in 1996. 15% of households live in informal dwellings (this represents 7.3 million people, and indicates a need for at least 1.9 million formal housing units)
Energy for lighting, cooking and heating	80% of households use electricity for lighting as compared to 58% in 1996. 67% of households use electricity for cooking as compared to 47% in 1996. 59% of households use electricity for heating compared to 45% in 1996. of concern is that households without electricity still use paraffin, candles or wood. The latter is of particular concern to environmentalists.
Access to water	88% of households have access to piped water. The number of households obtaining piped water inside the dwelling increased from 32.3% in 2001 to 47%.3% in 2007. There was a corresponding decrease in the percentage of households, which obtained piped water inside the yard from 29.0% in 2001 to 22.2% in 2007, and piped water from access point outside the yard from 23.2% in 2001 to 19.15 in 2007.
Refuse removal	The percentage of households whose refuse was removed by local authority at least once a week increased from 51.2% in 1996 to 55.4% in 2001 and further increased to 60.1% in 2007. the fact that almost 40% of households are not receiving refuse removal is a cause for concern
Sewage	The percentage of households with access to flush toilet connected to a sewerage system increased from 49.1% in 2001 to 55.1% in 2007. While the use of pit latrines (without ventilation) declined from 22.8% in 2001 to 20.6% in 2007. However the proportion of households without access to any toilet facility also declined from 13.6% in 2001 to 8.2% in 2007. Solid waste services seem also to be need of greater attention and effort.

Source: Statistics South Africa's 2007 Community Survey

According to Ruiter (2005:131-132), although there has been significant improvement in the provision of clean quality water to 9 million disadvantaged citizens, according to Census of 2001, there were still 16 million people that lacked access to basic sanitation, and 13.6% of the country's citizens had no toilets. The worst provinces affected being Limpopo and Eastern Cape with 60% lacking on-site access to water, followed by KwaZulu-Natal and Northwest with 40%. According to former Minister of Water Affairs and Forestry, Buyelwa Sonjica, in 2006 there were about 16 million South Africans who had no access to sanitation facilities that were hygienic. Other communities still use bucket-system toilets, when the complete eradication was supposed to be in 2008.

Although the introduction of RDP also enhanced service delivery in various parts of the country, and people's lives changing for the better, 72% of the poor still live in rural areas and remain in abject poverty where there are fewer jobs, and the vast agricultural land is still in the hands of White farmers. By the year 2001, it was estimated that there were still 8 million people living in rural areas who still did not have access to clean water, formal dwelling and proper health care (<http://www.un.org/ecosocdev/geninfo/afrec/subjindx/144soafr.htm>).

The limited changes in the delivery of services can be attributed to the inherited apartheid problems that posed a gigantic difficulty in providing basic services such as health, particularly when there is a spread of HIV and Aids pandemic. The policies that promoted discrimination excluded many from obtaining quality education, proper housing as many were not permitted to live in urban area such as cities, and created lofty echelon of systematic unemployment, which is compounded by the illegal immigrants from neighbouring countries like Zimbabwe and Mozambique because of the laxity of the Department of Home Affairs and the South African Police Services that do not properly manage the borders (<http://www.un.org/ecosocdev/geninfo/afrec/subjindx/144soafr.htm>).

The population census taken in 2007, as shown in table 3, reveals clear evidence that there is an increase in the number of people living in South Africa from 2001 to 2007 by 8.2%. This is attributed to various reasons, including immigration of foreigners from neighbouring countries such as Zimbabwe that is plagued by political instability, rise in unemployment because of lack of job opportunities and the decline in the economic status of that country. This causes strain to the South African government in that the delivery of basic services has to reach all living in the country. According to the South African Statistics (2007: 60), provinces that experienced high growth in the number of international immigrants are Gauteng which have approximately 46,8% of the immigrants, and the Western Cape with 13,4%.

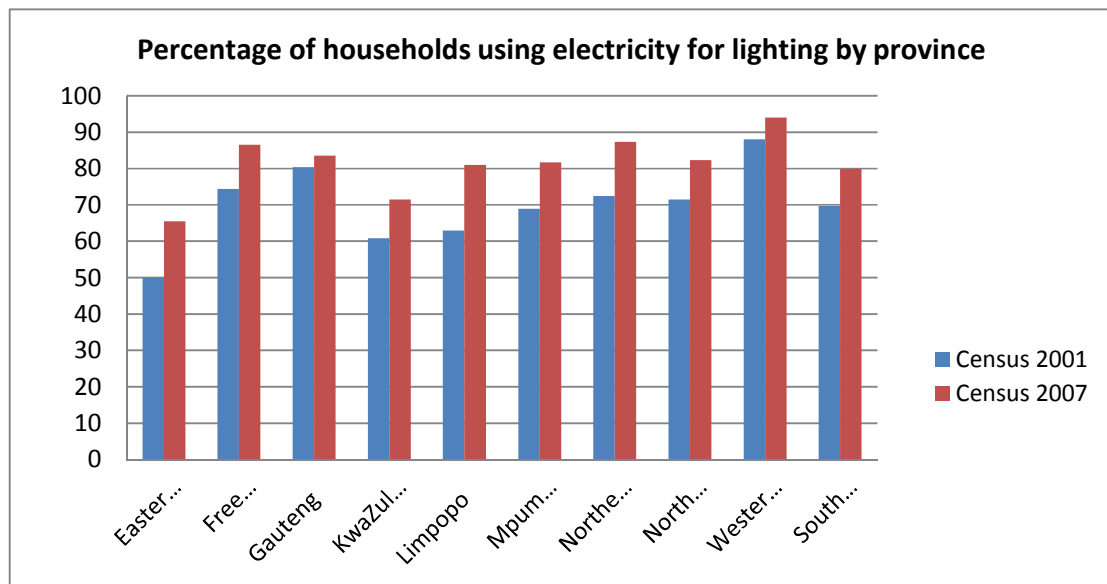
Table 3: South African Statistics per Province

Provinces	Census 1996	Census 2001	% Change 1996/2001	Census 2007	% Change 2001/2007
Eastern Cape	6 147 244	6 278 651	2.1	6 527 747	4.0
Free State	2 633 504	2 706 775	2.8	2 773 059	2.4
Gauteng	7 624 893	9 178 873	20.4	10 451 713	13.9
KwaZulu-Natal	8 572 302	9 584 129	11.8	10 259 230	7.0
Limpopo	4 576 133	4 995 534	9.2	5 238 286	4.9
Mpumalanga	3 124 203	3 365 885	7.7	3 643 435	8.2
Northern Cape	1 011 864	991 919	-2.0	1 058 060	6.7
North West	2 936 554	3 193 676	8.8	3 271 948	2.5
Western Cape	3 956 875	3 524 335	14.3	5 278 585	16.7
South Africa	40 583 573	44 819 778	10.4	48 502 063	8.2

Source: Statistics South Africa's 2007 Community Survey

The survey also revealed that there has been an increase in the provision of services such as electricity and piped water, as shown in tables 4 and 5.

Table 4: Percentage of households using electricity for lighting by province



Source: Statistics South Africa's 2007 Community Survey

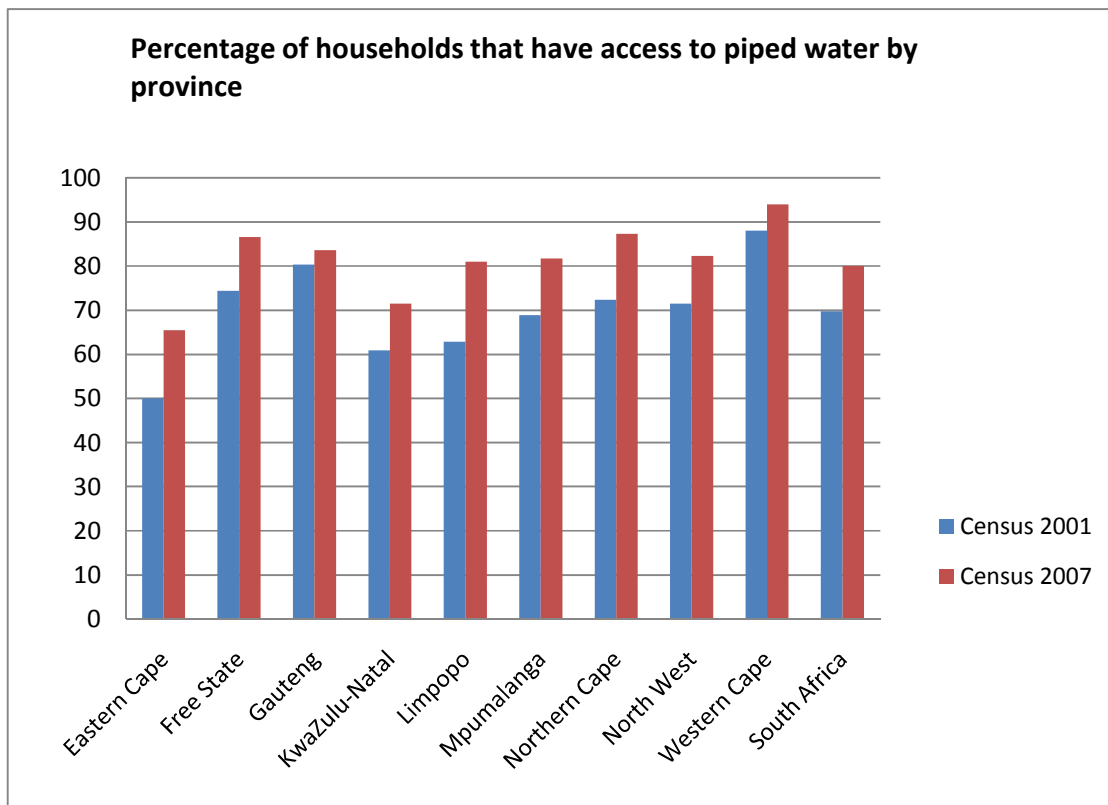
Although there has been a general increase in the provision of such services in the whole country, there are provinces like Limpopo, KwaZulu-Natal and Mpumalanga that still lag behind. The worst province is the Eastern Cape that stands at 65.5% and 70.4% in electricity and piped water respectively. The disparity was further articulated by the former President of South Africa, Mr. Thabo Mbeki, in his address at the National Council of Provinces that was held in KwaZulu-Natal (November 5, 2004) where he said that:

- 226 municipalities have more than 50% of indigent households;
- 182 municipalities have less than 60% of their households with access to refuse removal;
- 203 municipalities have less than 60% households with access to sanitation (flush toilet, chemical toilet or septic tank);

- 122 local government structures have less than 60% of their households with access to electricity;
- 155 municipalities have less than 60% of households with access to clean water; and
- 116 municipalities have less than 60% of their households living in shacks

(http://www.thedplg.gov.za/pc/index.php?option=com_content&task=view&id=17&Itemid=27&limit=1&limitstart=3).

Table 5: Percentage of households that have access to piped water by province



Source: Statistics South Africa's 2007 Community Survey

It has also been revealed by South African Statistics (2007: 60) that households in South Africa that have access to a flush toilet is a little above 60%, with Gauteng, Western Cape and Northern Cape having more than 50% of household that own a flush toilet. The worst province with the highest number of households still using the bucket system is the Free State. In Limpopo 56, 3 of households use latrine without ventilation and 25,2% of households in the Eastern Cape have no toilets at all (refer to table 6). Costello (2005:2) also says that it is estimated that 5 million people living in rural villages do not have access to clean water.

Mr. Thabo Mbeki further cautioned in his address to Parliament that demonstrations as a result of poor service delivery, if not attended to on time, may be a threat to democracy and can adversely affect the stability of the country (Roux 2005: 2). On the contrary, the Minister of Provincial and Local Government, Mr Sydney Mufamadi dismissed the fact that these protests were fuelled by lack of delivery on Government's side, but by the success of the Government. He said:

"As we make progress in some municipalities, the residents in other municipalities become impatient: they expect their public representatives to deliver in the same way as progress is made in other municipalities" (<http://www.irc.nl/page/36802>).

Some of these Centres were earmarked to promote computer literacy in disadvantaged communities. The South African Government has identified the use of ICTs for teaching and learning as a priority. For example, the e-Education policy states: "Every South African manager, teacher and learner in the general and Further Education and Training bands will be ICT capable (that is, use ICTs confidently and creatively to help develop the skills and knowledge they need as lifelong learners to achieve personal goals and to be full participants in the global community) by 2013" (Draft White Paper on e-Education 2004).

In spite of the efforts made by the Government to fight computer illiteracy, the recent survey revealed that illiteracy rates remain as high as 24% of adults over 15 years of age (Isaacs 2007:4). Social grants have also become a problematic area

of service delivery, as there are still children who qualify to receive social grants cannot access that service as they face a mammoth task of securing relevant documents from the Department of Home Affairs that is plagued by inefficiency, ineffectiveness and corruption. Compounding this problem is the distance recipients of services have to travel to get appropriate assistance. Sometimes the distances are too long to an extent that they have to spend a substantial amount of money for transport, and also have to pay for photos and certain documents. The people that are hard hit by this are the jobless and pensioners who get meager pension grants (Cullinan 2008:1).

**Table 6: Percentage of households by type of toilet facility and province:
Census 2001 and Census 2007**

	Flush toilet		Chemical toilet		Pit latrines with ventilation (VIP)		Pit latrines without ventilation		Bucket toilet system		None	
	CS 2001	CS 2007	CS 2001	CS 2007	CS 2001	CS 2007	CS 2001	CS 2007	CS 2001	CS 2007	CS 2001	CS 2007
Eastern Cape	33,7	40,2	2,0	0,4	5,6	8,3	21,8	23,1	5,7	2,8	31,3	25,2
Free State	46,3	61,4	0,8	0,1	6,2	7,9	16,5	14,7	20,5	12,7	9,7	3,2
Gauteng	80,2	85,2	1,1	0,4	1,4	2,2	11,5	9,6	2,2	1,0	3,6	1,6
KwaZulu-Natal	40,8	49,9	5,3	0,8	9,0	13,2	27,7	23,9	1,2	0,5	16,0	11,7
Limpopo	16,8	20,2	1,3	0,1	8,0	10,5	50,4	56,3	0,6	0,1	22,8	12,9
Mpumalanga	35,4	42,6	1,5	0,3	9,0	11,0	39,4	37,6	2,6	0,4	12,1	8,2
Northern Cape	57,8	73,2	0,8	0,4	7,6	8,0	10,8	6,8	10,0	4,8	13,1	6,8
North West	36,7	48,2	1,0	0,1	11,0	6,2	36,6	35,4	5,1	4,4	9,6	5,7
Western Cape	86,2	92,9	0,3	0,2	0,8	0,3	1,3	0,5	3,7	2,4	7,7	3,8
South Africa	51,9	60,4	1,9	0,4	5,7	6,8	22,8	21,5	4,1	2,3	13,6	8,6

Source: Statistics South Africa's 2007 Community Survey

As far as health issues are concerned, a report from Integrated Regional Information Networks (IRIN) (October 18, 2006) revealed that people living in rural areas can only access “12% of the country’s doctors and only 19% of its nurses. In poorer provinces like Limpopo there is only one doctor for every 7000 people”.

The recent Provincial Reports, as analysed by Mkhabela, Mafela and Harper (2009:13) reveal that service delivery is still an issue in almost all provinces, and give a brief analysis as follows:

- a) **Western Cape:** service delivery is suffering because of poor financial management and lack of staff. Vacancies are many but there are no people filling them in because of lack of funds; a lot of money is spent on consultants, marketing strategies and parties. Top management positions are in abundance but few people in service delivery positions.
- b) **North West:** there are huge backlogs in service delivery, particularly in informal and rural areas. Education and illiteracy still remains a challenge, although the province is better as compared to Limpopo, Eastern Cape and Mpumalanga.
- c) **Limpopo:** the decline in the standards of education and the number of matriculation exemptions produced has given rise to incompetence of civil servants in the delivery of services, and that is compounded by the fact that there is no proper mechanism of monitoring their performance. In 2007 it was revealed that 18 000 of school-going age children were not attending school, and approximately 600 000 of the population above the age of 15 were illiterate.

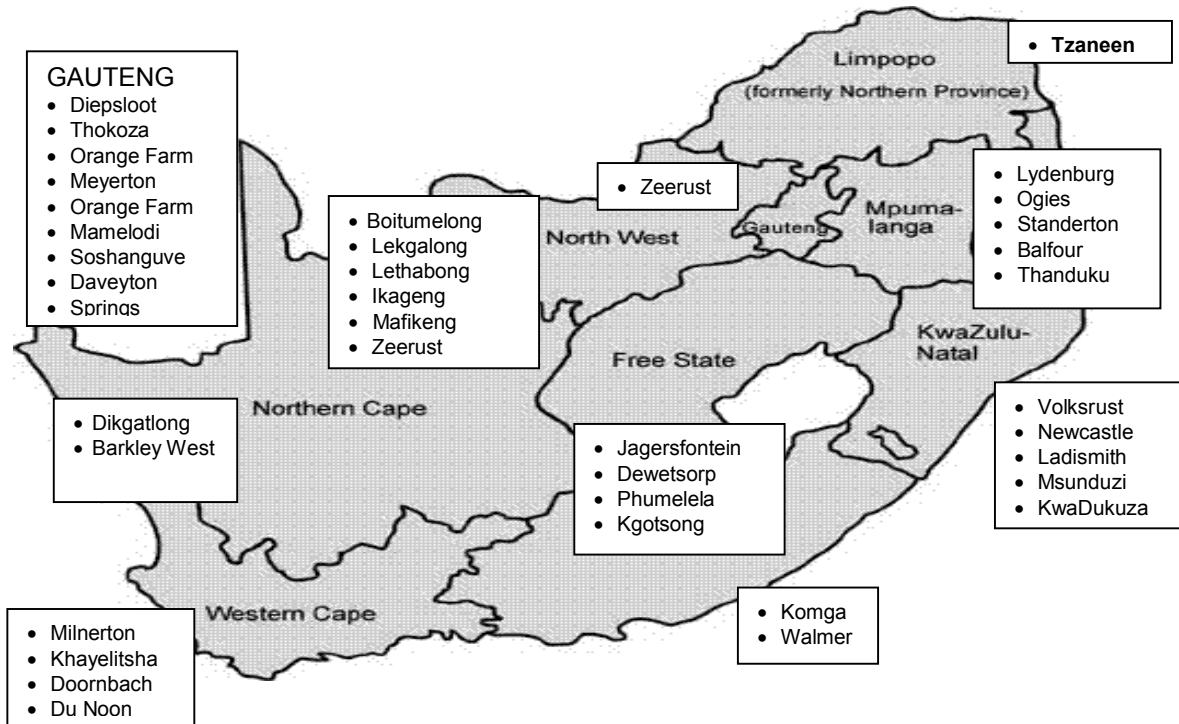
- d) **Mpumalanga:** the Provincial Government does not know how people feel about the services rendered because of the lack of follow up on the implementation of Batho-Pele principles by the Government institutions. Regarding the Government's output, it seemed the only thing that matters is the quantity but not the quality of services rendered. Poor planning is another problem that plagued the Provincial Government; as a result there has been lack of focus which in turn led to change of programmes time and again.
- e) **Northern Cape:** lack of qualified staff in the healthcare service has adversely affected the quality of service. It is one of the provinces that received substantial amount of money to take care of the health needs of citizens in the province. Despite the budget doubled from R836m in 2004/2005 to R1.77b in 2008/2009, the health service leaves a lot to be desired.
- f) **KwaZulu-Natal:** there is a lack as far as rural development is concerned. "In 2004 in more than half of the 61 municipalities, less than 60% of households had access to formal housing, water and electricity; while a mere 45% of municipalities had the capacity to provide refuse removal and sanitation services.
- g) **Eastern Cape:** the province has failed in service delivery, and blamed the markets for not delivering on houses, textbooks in schools and drugs in hospitals. However, Standing Committee on Public Accounts (Scopa) revealed that there was gross financial mismanagement in the 2007/2008 financial year. Corruption was also in abundance in the tendering and procurement processes, which robbed citizens of quality services.

- h) Free State:** problematic area is the delivery of housing as some municipalities did not have housing plans. Other difficulties are in the provision of proper sanitation and the collection of refuse. A large number of households were still using the 'bucket-system toilets' and pit latrines.
- i) Gauteng:** there are two departments identified in financial mismanagement: the Department of Health and the Department of Education.

According to Laganparsad (2009:4), the newly launched Blue Drop system which looks at the quality of drinking water served to the public, the first of its kind in the whole world, made public that there are more than 50 municipalities under investigation regarding the quality of drinking water supply to the people. Out of 402 municipalities, only 22 achieved the Blue Dot status. Among the 22 were Johannesburg, Cape Town, Durban, Pretoria, Bloemfontein, whilst Pietermaritzburg, Knysna and Margate could not make it only with few points. Polokwane and Grahamstown were not even close, and 12 municipalities in the Free State were rated zero.

As mentioned by Chuenyane (2009:6) violent service delivery protests were rampant in eight provinces of South Africa since May 2009, and later spread to the ninth province namely the Northern Cape. as depicted in Figure 1 below.

Figure 1: Violent Service Delivery Protests by Province since 2005



Sources: *Municipal IQ en Sapa, 2009 (Adapted)*

These protests came as a result of lack of service delivery, corruption in general, lack of leadership, poor financial controls, corruption on allocation of houses lack of proper water and sanitation, unavailability of land, unemployment, and lack of electricity. Although the Northern Cape was not to a greater extent affected as the other provinces, there are possibilities that it also can experience the same magnitude of protests experienced in other provinces if service delivery challenges are not properly attended to timeously. The only protest that took place in this province was at Dikgatlong that caused the complete closure of Dikgatlong municipality and disruption of classes on the 21 October 2009

(<http://www.id.org.za/newsroom/speeches/id-northern-cape-slams-closure-of-dikgatlong-municipality-schools-due-to-service-delivery-protests/>).

The affected areas are as follows:

Table 7: Provinces and their affected areas as of July 2009

NAME OF PROVINNCE	AREAS AFFECTED
Mpumalanga	Marambane Township (Lydenburg), Vukuzakhe Township (Volksrust), and Balfour.
Gauteng	Diepsloot in Ekurhuleni Metro, Thokoza, Cullinan, Pilisi Farm; Orange Farm and Meyerton.
Free State:	Jagersfontein & Bothaville
North West	Dinokana, Lekgalong, Lethabong, Ikageng, Schweizer-Reneke, and Mafikeng.
KwaZulu-Natal	Durban (Msunduzi).
Western Cape	Milnerton, Khayelitsha, Doornbach and Du Noon.
Limpopo	Tzaneen.
Eastern Cape	Komga.

Source: City Press, July 26, 2009.

The service delivery protests that hit the country recently became very violent as people felt that government is not taking them seriously. This caused the South African President, Jacob Zuma, to speak against violent protests. As stated by ` (July 24, 2009), millions of South Africans haven't up to so far enjoyed the fruits of democracy as they still live in squalor conditions where there is a lack in basic services such as water, proper houses and electricity. This has led to frustration that has culminated into violent protests. The President condemned the violent anti-poverty protests but promised to listen to people's grievances on service delivery that is poor. Bathembu (2009:1) further says that the President admitted that there are service delivery challenges in some areas of the country, and that has compelled government to bring about changes in government departments with the hope that the changes will improve the way government functions.

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From the above statements, it is evident that despite having attained freedom as a country for over a decade, the Government is still experiencing formidable challenges as far as service delivery is concerned.

It is such complex challenges that make the role of the researcher to have a crucial role in unearthing challenges that the government faces presently in the delivery of services, and also to discover the progress made by the government to deliver on the promises. The researcher has followed the South African public service delivery with keen interest since the advent of democracy, and has seen the dramatic revolutionary change in the public service. The research will however determine whether the revolutionary change has had a positive impact in the improvement of the life conditions of ordinary citizens.

It is also of utmost importance for the researcher to look at the government's policies and find out how they seek to redress the imbalances of the past and transforming public service delivery to the one that will empower its citizens, respond to their needs in an accountable and impartial manner.

1.4 KEY QUESTIONS TO BE ASKED

The following key questions have been identified:

- What is the rationale of establishing the MPCCs?
- Are these Centres adequately resourced to meet the needs of communities?
- Are these Centres accessible to ordinary citizens, and what kind of services are offered?
- What public institutions are using these Centres and the environment in which they operate?
- What challenges are there to maintain and sustain these Centres as important vehicles of serviced delivery?
- What are international trends and challenges with similar Centres and the lessons for South Africa?
- What recommendations can be proposed to develop a more people-centred and sustainable MPCC model?

1.5 OBJECTIVES OF THE STUDY

The key aims of this study are to, *interalia*:

- Analyse the rationale of establishing the MPCCs;
- Evaluate whether these Centres are adequately resourced to meet the needs of communities;
- Determine whether these Centres are accessible to ordinary citizens, and the kind of services offered;
- Identify public institutions using these Centres and the environment in which they operate;
- Unearth the challenges to maintain and sustain these Centres as important vehicles of service delivery.

- Compare and contrast similar Centres by citing case studies from an international context.
- Devise a model of an MPCC to inculcate a people-centred and sustainable approach to enhance service delivery.

1.6 OUTLINE OF THE FORTHCOMING CHAPTERS

The research consists of seven chapters. Chapter One introduces the topic of the research by giving the historical background of the South African public sector and its provision of services to communities during the apartheid era, and continues to give a description of the post apartheid public sector and its engagement in the transformation process to provide quality service delivery. The chapter further gives the description of the problem that still exists in the present dispensation as far as delivery of services is concerned. It also gives the purpose of the research and the research questions.

Chapter Two outlines the literature review related to public sector service and service delivery. Firstly it looks at the concept of public administration and how public administration relates to public management, and how the two concepts link with service delivery. The chapter also looks at public sector transformation as a global concept and how the transformation has affected public sector transformation in Africa. The chapter proceeds to look at Public Management Theory, and how it relates to New Public Management theory. It also brings out the current debates on public administration and its effect on service delivery. It finally delves on New Public Management theory, and its influence to African states.

Chapter Three deliberates on the concept of Multi-purpose Community Centres and how South Africa utilises these Centres as the vehicle for service delivery

Chapter Four reflects on Service Delivery Centres in an international context with specific reference to some of the first world countries like Canada and the Switzerland. The chapter further gives perspectives from the so called third world countries like Brazil, Ghana, Ethiopia, Mozambique and Uganda, and some challenges faced by some of the Centres in these countries.

Chapter Five presents the research design and methodology used in this research. The methodology is qualitative in nature. There is also a description on the method of data collection and the justification why the method was selected. Semi-structured interviews were also conducted to serve as primary sources of data. The secondary data sources such as newsletters, reports, journals and other relevant documentation available were also used. The method employed in analysing data is purely descriptive in that it looked at the different perceptions of the respondents around restructuring and service delivery and evaluated those perceptions.

Chapter Six presents the findings of the research based on the returned questionnaires, interview schedule and an observation sheet used to gather information. The Chapter provides an analysis of data that covers all issues debated in the Chapter Five.

Finally, Chapter Seven concludes the study and gives recommendations based on the analysis and the findings of the study. A proposed model on how Government needs to improve service delivery through the Centres is presented and discussed.

CHAPTER TWO

PUBLIC ADMINISTRATION AND SERVICE DELIVERY

2.1 INTRODUCTION

Public administration is that part of government that ensures that there are public programmes put in place for services delivery, and that such programme and institutions that provide services to clients are effectively and efficiently managed to produce the desired results. The main aim of public administration is to respond promptly to citizens' basic needs and to make certain that their lives becomes better.

The aim of the chapter is to discuss public administration and service delivery. Firstly, it looks at the concept of public administration and its role in the provisioning of services, bringing out the current debates on effective service delivery. It then explains the need for public sector transformation by exploring it as a global concept, and proceeds to look at public sector transformation and its drivers in the African context. It further delves on New Public Management Theory, its adoption and implementation in African states. The chapter also looks at Public Management Theory, and it relates to New Public Management Theory, and concludes by discussing the impact of the two theories on South African public sector transformation.

2.2 CONCEPT OF PUBLIC ADMINISTRATION

According to The Oxford English Dictionary (1961) in Hanekom and Thornhill (1990:5) the definition of administration is "the management of public affairs, the conducting or carrying on [of] the details of government", and the administrator as "one who administers; one who manages, carries on or directs the affairs of any

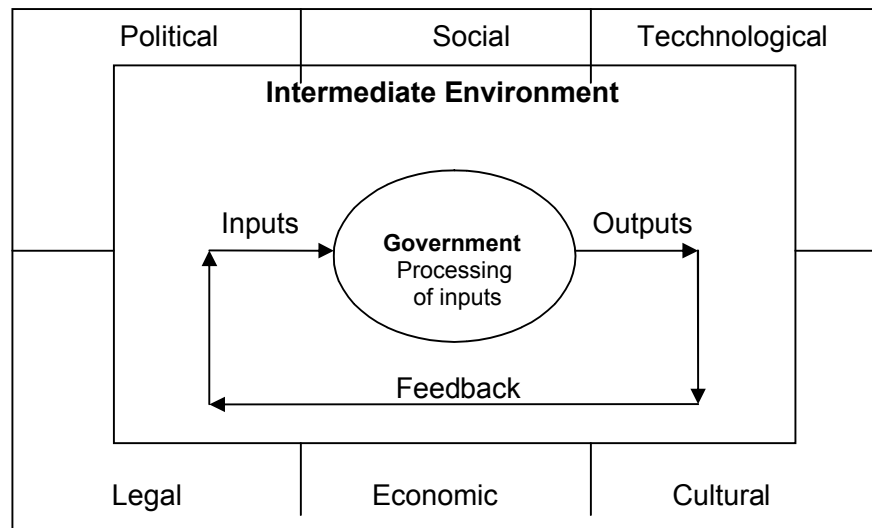
establishment or institution". These definitions do not give a clear meaning of both terms. However, Cloete (1991) according to Hanekom and Thornhill (1990:7) defines administration as the "administrative processes ... which must be carried out and which are inextricably linked with the functional activities of the various public institutions". The functional activities referred to include policy making, organising, financing, staffing, development of work procedures and control measures. From this definition, it can be deduced that administration is not only limited to public institutions, but extends to private ones also. Therefore institutions cannot do without these activities if goals of that institution have to be achieved.

Another view of public administration is that it is a division of government that is entrusted with the responsibility of managing public programmes and establishing managerial practices that are effective and efficient in processing inputs (in the form of money and other resources) to produce desired outcomes (services), and to promote public policies that are responsive to social needs (<http://www.scribd.com/doc/1141264/Organizational-Change-in-ICTs-in-Public-Administration>). According to van der Waldt and du Toit (1997:95), this definition sees public administration as that part of government system that provides services to the environment, whether internally or externally, in order to satisfy the needs of the community. This definition subscribes to the systems approach that accentuates the fact that government has to react with the external environment to get what is called inputs, and transform those input into outputs in the form of goods and services as captured in Figure 2 below.

It is further articulated by Ott, Hyde and Shafritz (1991:10) that public administration includes a collection of activities that have direct bearing on the formation, implementation and implementation of public policies. Its focus is on bureaucracy and how it is related to the executive, judicial and legislative wings of government. It deals with concepts such as equity, justice, representivity, efficiency and effectiveness of government. The primary concern of

public administration is to manage the implementation of public policies, to ensure that the policies are monitored and evaluated, determining whether the objectives of government have been reached.

Figure 2: The government as system of the environment



Source: *van der Walt & du Toit (2007:95)*

According to Schwella *et. al* (1991: 5) public administration is perceived as processes and a systematic structural arrangement that function within a specific societal environment with the aim of making it possible for policies to be formed and implemented in an effective and efficient manner. The emphasis in the above statement is that public administration cannot properly function without involving communities in totality, which are perceived as an environment, in the formulation, implementation, monitoring and evaluation of policies, as these policies affect communities directly.

Schwella *et. al* (1991: 5) further says that communities are therefore an integral part of public administration; they should take a central stage in matters pertaining to their interest. Their exclusion in activities may adversely affect programmes of government, and ultimately the intended outcomes or goals of programmes may

not be realised because of the lack of ownership on the side of the community. Starling (1986:7-12) further says that in making policies, government has to take into consideration the political, social and economic environments in which it works as part of the whole system in public administration.

Van der Walt *et.al.* (1999:13) further says that public administration is that part of government that deals with matters of the public, and it includes management of public institutions and the optimal use of the available resources in an efficient manner to achieve the desired Government objectives, and to advance the “general welfare of the public”.

Golembiewski in Heady (1991:1) perceives public administration as two faceted; one part is concerned about Government activities that have been instituted by “political decision-makers” to obtain the objectives of Government, and has been there since the inception of political systems, and the other part is public administration viewed “as a field of systematic study”. The latter emphasizes that public administration is a concept that was developed and came into prominence way back in the nineteenth century as a discipline. It focuses on the bureaucratic structure of an organisation, and how such a structure influences its operation which includes budgeting, personnel, formal and informal internal controls. It is a discipline that is not only concerned about delivery of basic and other related services, but also promotes understanding of Government and its relationship with the society or community that has given it the mandate to govern (http://www.coursework.info/University/Social_studies/Politics/UK_Government_P).

It is further understood that public administration has two defining features, and they are public administrators and administrative duties. Public administrators are public employees who dedicate their time to work for the government to improve the lives of citizens. They are entrusted with the responsibility of taking care of the welfare of citizens, and therefore are expected to exhibit high moral standards, and to perform their duties with integrity, honesty and professionalism. They

perform a variety of tasks which are termed administrative duties which are, amongst others, collection and analysis of data, monitoring fiscal operations such as budgets, accounts and cash flow, managing events, drafting of legislation, developing policies and carrying out all other duties that have legally been mandated upon them. They are often found in the form of parole officers, secretaries, note takers, paperwork processors, record keepers, notaries of the public, cashiers, line managers, middle managers as well as senior managers. Their main responsibility is to ensure efficient and effective implementation of policies, delivery of services, and evaluation and monitoring of such (http://en.wikipedia.org/wiki/Public_administration).

Another view holds that public administration is multidisciplinary in nature; it involves development and implementation of government policies to fulfill the government's objectives, and that is to improve the quality of the lives of citizens without making any profit by providing them with basic services based on principles and values such as equality, efficiency, effectiveness, value for money and justice (http://en.wikipedia.org/wiki/Public_administration). This is further maintained by Nigro and Nigro (1980:154) who say that public administration is concerned with the government's activities that enable government institutions to implement policies that have been passed by the electorate in order to accomplish government's objectives to secure "a high quality of life for the citizens of the country".

As stated by Henry (1992:20) public administration is concerned with the relationship between government and its constituencies; to promote public participation in making policies that are responsive to the needs of citizens, and to ensure that there are management practices put in place that will make delivery of services effective and efficient.

The multidisciplinary nature of public administration, however, cannot be limited government management. It also encompasses other non-governmental

organisations (NGOs) that have the same primary objective as government that is, to better the life of citizens by, *inter alia*, promoting effectiveness, efficiency, justice, development, participatory citizenship, equality of citizens and security (http://en.wikipedia.org/wiki/Public_administration).

In the post colonial African states public administration was not only seen as a tool that would render satisfactory results in the provision of services to citizens, but also as a system that carried out two significant functions, and that is to “ensure the continuity of the state and maintaining law and order”. States engaged themselves in a vigorous drive to replace colonial public servants with African officials that were well trained to prevent disruptions of services and ensuring vigorous growth in the delivery of services, especially in agriculture and social sector, and also the improvement of infrastructure (Economic Research Working Paper No. 81, November 2005: iii) .

As articulated before, public administration is also about management of public institutions, the two cannot be divorced. Management has evolved with time because of the environment that changes rapidly. It therefore becomes fundamental to look at theories that contribute to effective and efficient management of public institutions in the delivery of services. For this study two theories namely The New Public Management Theory and The Public Management Theory will be discussed.

2.3 THE NEW PUBLIC MANAGEMENT THEORY

Lane (2000: 45) states that the Theory was initiated in the United Kingdom in the 1980s, it later spread to the US, Australia, New Zealand, Scandinavia and later on to the whole of Europe. It is a theory that led to all kinds of great reform in the public sector during the 1990s, with emphasis on improved service delivery

through reforms that will promote efficiency and effectiveness such as privatization, decentralization, deregulation, re-regulation and incorporation.

According to Pollit and Bouckaert (2000) and Hood (1995) in Dibben & Higgins (2004: 26) different countries have adopted New Public Management (NPM) as a catalyst in public sector reform because of political and socio-economic pressures in order to make the sector more efficient. Some have embraced it to “maintain the status quo, and some to modernise, and some to minimise the role of the state” as seen in both developed and developing countries.

NPM is derived from the private sector and became a beacon of hope to salvage the dying public sector worldwide, especially the newly industrialised countries. It brought some private sector management techniques and systems such as professional management, standards and measures of performance, value for money, and privatisation of non-basic services to ease the public sector from offering every service at the expense of quality (Baker 2004: 41).

The NPM is guided mainly by two principles that stress improvement on managerial aspects and those that focus on the structure of organization. These principles are encapsulated by Hood (1991) in Economic Commission for Africa (2003: 6 - 7) and Osborne and Gaebler in Miller and Dunn (2006: 3 - 6) as follows:

- The government has a primary responsibility of driving the delivery of public services;
- A cut on the public sector costs and the improvement of labour discipline for optimal use of resources;
- Application of public sector principles in management practices for flexibility in decision-making;
- Tendering and contracting to increase competition in order to lower the costs and improve standards;

- Decentralize public sector by creating manageable entities that will be independent in decision-making, thus increasing competition among themselves;
- Focus to shift from inputs to outputs to promote results over processes and procedures;
- Institute clear standards and performance measures that have precise and unambiguous aims and goals for efficiency and therefore endorsing accountability;
- Promote hands-on professional management by empowering managers to do so for enhancing accountability and fostering responsibility;
- Government is to be community owned, and therefore eradicating the idea that communities should only be recipients of services, but instead be empowered in self-governance;
- Government should be driven by its mission other than enforcing rules.
- Citizens as consumers of services to be viewed as customers that have a right to choose from competing institutions what services they need; and
- Promotion of public agencies' participation in preventing public challenges other than curing.






NPM creates a platform where governments move from “traditional public administration to public management, pushing the state towards ‘managerialism’”. It is about replacing delivery of service that is based on bureaucracy, hierarchy, and centralization with a public service that is built on markets; larger structures replaced by leaner ones that will be faster in the delivery of services; one that replaces pyramidal structures with flatter ones; a public service that responds to customers and is outcome-based; and the public service that gives more power to front-line managers (Economic Commission for Africa 2003: 6).

One of the emphasis of NPM is cost efficiency and effectiveness by reducing costs with the aim of strengthening the process of equity, and also to improve “professional quality, accountability and sense of commitment toward the

community on the part of public servants” (Moctezuma in Baker 2004: 39). This is also affirmed by Ewalt (2001: 70) and Paterson and Mafunisa (2005:540), who state that the theory stresses organizational reform that advocates good quality and value of services rendered by the public sector, expanding customer choice through promotion of competition and flexibility, and evaluation of performance of civil servants in executing their duties. The theory puts pressure on public administration to reform, also promotes evaluation of performance of civil servants in executing their duties.

NPM is outcomes-based as it concentrates on organisational reforms that will yield positive consequences (outcomes). It is concerned with organisational performance and the optimum use of the available resources. Thom & Ritz (2004) in Ciarniene *et.al* (2005: 766) make a direct link of organisational consequences and reform goals as perceived by NPM in Table 8 below:

Table 8: Reform goals aimed at by NPM and organisational consequences

Reform Targets	Organisational Consequences
More scope for action 	More independent organizational units
More cost consciousness 	Structures that allow cost assignment to services and products
Stronger customer orientation 	Structures oriented to service recipients
Process and procedure acceleration 	Structures oriented to service production processes
Enhancement of service quality 	Orientation to service recipients and production processes

Source: Thom & Reitz (2004: 194) in Ciarniene, *et al.* (2005: 766)

Pollit and Bouckaert (2000) and Hood (1995) in Dibben & Higgins (2004: 29) assert that the drivers of NPM are those who are advocates of neo-liberalism who promote collaboration between the state and the market in the provision of services, and the employment of marketing and provisioning strategies by the public sector. The promotion of PPP by the theory puts prominence on marketisation. The partnership can be realised when the public sector contracts services to the private sector. This is envisaged to encourage governments to be accountable, to have low-tolerance for mistakes in the sense that mistakes should not be ignored because of enormous profits. This is seen as an attempt by quasi-markets “to replace public bureaucracy with contract bureaucracy”. Baker (2004: 40) further says that NPM brought the notion of privatisation that is not easily acceptable by the third world countries that prefer nationalisation over privatisation, as privatisation is perceived as destroying national pride and also disturbing “clientelist networks and fear of giving advantage to foreign or internal ethnic rivals”.

As stated by the Economic Commission for Africa (2003: 6, 8), NPM puts emphasis also on customer (citizen) as a central reason for the existence of public sector, and accountability of public administrators as a means of bringing desired results or outputs that will satisfy a customer. Accountability, however, is not only the problem in the emerging democracies, in Africa, but also in the developed democracies of the world. Usually the lack of accountability is encouraged by the disregard of social ethics, violation of Constitution when performing official duties, the ambiguity and complexity of tasks to be performed that makes it difficult for implementation, officials concealing their activities, corruption, rewarding of political and personal loyalty over merits and lack of public engagement in running of public affairs.

Although NPM is seen as the solution to curb inefficiency and ineffectiveness in the public sector, Baker (2004: 47) argues that accountability seems to be compromised when services move from public sector to private sector. For the

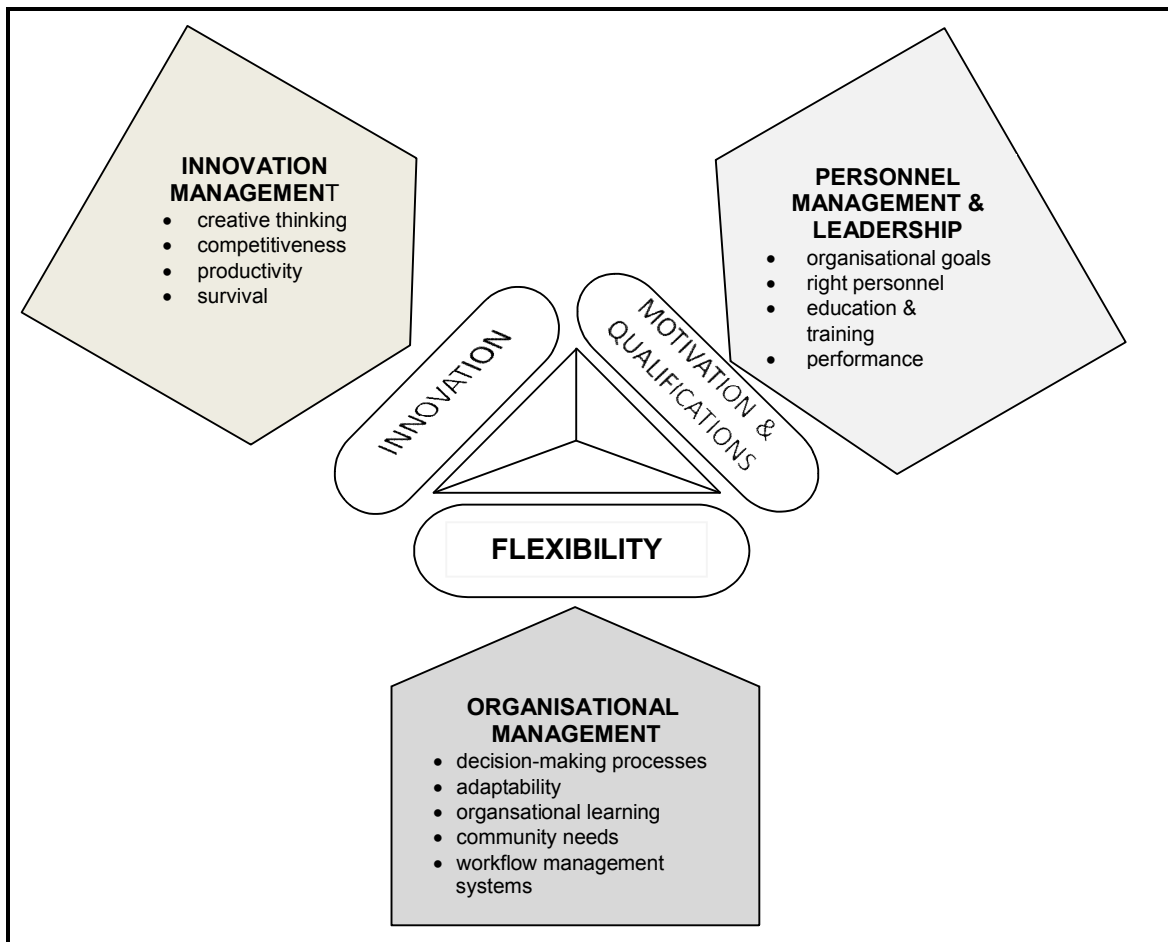
reason that the private sector is profit-driven, the same constraints that apply to public sector may not apply to private sector such as: the lack of automatic accountability in the private sector; the constitutional obligation concerning equity and rights of citizens often not a priority, and local government that is in direct contact with the recipients of services and should be accountable is often bypassed.

However, the question of whether the private sector and public sector can enter into a successful equal partnership still remains to be answered, as these two differ, to a greater extent, in services and the aim of offering such services. The private sector has an obligation to satisfy the needs of citizens and is driven by accountability, whilst the private sector is driven by profit.

The international applicability of the theory has proven to be a force that cannot be wished away, but to be implemented to transform governments into entrepreneurial entities because of its pursuit of the “3 e’s” namely **economy** (prudent use of organisation’s finances in meeting the needs of citizens), **efficiency** (accomplishment of organizational goals and objectives with minimum resources such as time, finances, infrastructure and human capital), and **effectiveness** (good management of systems and processes). According to Ciarniene, Sakalas and Vienazindiene (2005:2), Thom & Ritz presented the Innovations, Organization and Personnel (IOP) Public Management Model that has three building blocks namely:

- innovation management;
- organizational management; and
- personnel management and leadership (see Figure 3 below).

Figure 3: The IOP Public Management Model



Adapted from Thom & Ritz (2004: 57)

2.3.1 Innovation management

Innovation in today's competitive world of business is not an option but rather an obligation. Productivity and survival of an organisation require creative thinking that brings modern ideas. Innovation is the catalyst to the development of creative performance by managers and employees, therefore promoting and improving competitiveness. It helps public sector institutions to be competitive and enhance ability to co-operate with private institutions, NGOs and other stakeholders, therefore assisting in making a positive impact on public opinion towards public institutions. When that happens, the latter will be attractive to both the public and

labour market (Ciarniene, *et al.* 2005:2). There are ten reasons why some organisations do not become innovative, and they are:

(a) Fear: most organisations fear change; they find it risky, time-consuming and often comes with uncertainties. What they fail to understand is that change is necessary for the growth and development of an organisation, and the change should be based on good principles.

(b) Money: innovation is perceived to be hard and costly, but fail to understand that it brings meaningful and exciting environment for employees, which in turn boosts performance, and in the long run brings substantial revenue.

(c) Know-how: the challenge in organisations that want change is that they do not know where to begin; to retain employees that have been there or to bring in consultants that will teach them the way. Innovation not only requires bringing creative innovative ideas in an organisation, but also implementing them effectively.

(d) Corporate bureaucracy: unnecessary red tape such as long span of control, time-consuming meetings, seminars, studies, reports and any other documentation kill innovation; they retard employees.

(e) Poor leadership: a good leader is the one that knows that for an organization to thrive it should adapt to be in the forefront of the curve. On the contrary, a poor leader sits and watches, and always worries about surviving the future other than creating it.

(f) No sharing of information: innovation requires free flow of information. All employees need to know what is happening around and what everyone is doing. Collaboration is the key. Sharing of information goes beyond the boundaries of an organisation, know what other

organisations are doing differently that enhances productivity, and also share information with prosperous organisations.

(g) No recognition: employees should be encouraged to be creative in the execution of their duties, and be rewarded for hard work. That makes them feel recognised by their employer, important, appreciated and visible to their peers

(h) Bottom-up-thinking: strategies to make an organisation successful should come from everyone, including those that we often term support staff. Involvement of employees in decision-making and vision formation helps makes them feel not only important, but also promotes ownership.

(i) Handcuffing employees: give time to employees to do their own projects by introducing the 80/20 policy, as the 20% of their time may lead to new products introduced to an organisation.

(j) No customer input: know more of customers' needs, tastes and likes. Be sensitive to these as they will help in improving the product (<http://www.brightidea.com/innovation-management-top-10.bix>).

2.3.2 Organisational Management

An efficient and effective organisation must be manageable, have proper decision-making procedures, ability to adapt to rapid change, enhancing social change and effectively promote organisational learning (Ciarniene, *et al.* 2005:2). Successful organisations have managers that are able to plan, organise, lead and control personnel and any other resources at their disposal in order to fulfill the mission and achieve the desired goals, objectives and the mission of an organisation

http://74.125.77.132/search?q=cache:NPMjm8ieCOoJ:1to101.com/Organizational_Management+organizational+management&cd=3&hl=en&ct=clnk&gl=za).

Organisational management is not only concerned about the creation of an environment that is supportive of employees' development, but also looking into needs of the community it serves, and fulfilling those needs in a satisfactory manner. An organisation that has a manager that clearly understands this and many other issues that an organisation is faced with will ensure that its operational functions are in place and properly implemented, and in the process ensuring that there is adequate development and training that will sharpen employee skills. (<http://www.npgoodpractice.org/Topics/Organizational/Default.aspx>).

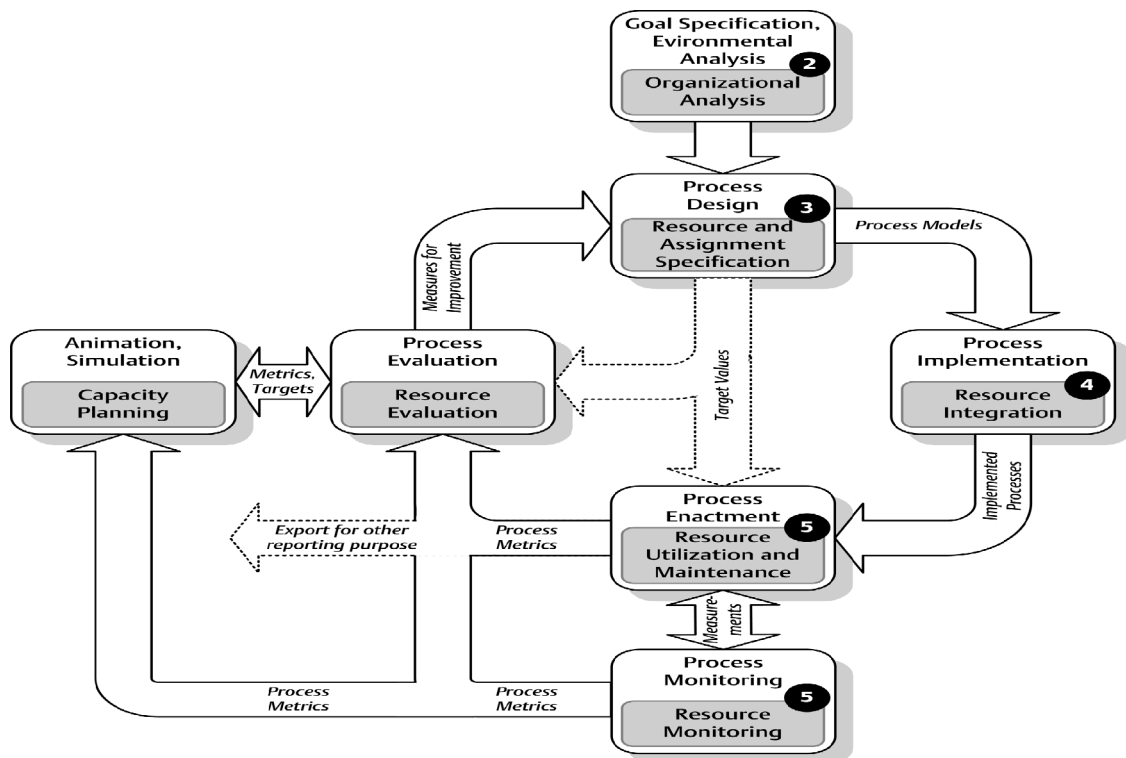
In order to achieve all of the above, a good manager will ensure that an internal and external environmental analysis is done with the aim of designing, implementing, monitoring and evaluating the processes that will enhance the productivity of an organisation, and to guarantee outputs that are relevant to the environment. This requires an organization to have workflow management systems that coordinate activities and resources with the ultimate aim of improving the performance of an organisation (see figure 4). For workflow systems to be effective, efficient and continuously improve performance, there needs to be an analysis of the past and the present. This will help an organization to plan properly for the future (zur Muehlen 2004:1-4).

2.3.3 Personnel Management and Leadership

Personnel management is about selecting the right people for the job, and developing them through orienting, education and training in order to be used in an effective manner to obtain the goals of an organisation. It also has to do with job analysis of the job being done and the performance appraisal that needs to be applied. It also has to do with wages, salaries, benefits and incentives that will motivate all employees (<http://www.businessdictionary.com/definition/personnel-management.html>).

This therefore implies that in employing staff, public institutions should be very selective; bringing on board members who not only strive for personal growth but also organisational growth. It is therefore imperative for institutions to have programmes that will enhance career development of individuals, as that serves as motivator for personnel (Ciarniene, *et al.* 2005:2). Personnel management ensures that right people are recruited and retained in specific positions for optimal functioning of an organisation. Retention of right personnel requires a manager that not only concerns himself/herself with the performance or production, but also with welfare of persons or individuals who are a part of the operation (<http://www.wisegEEK.com/what-is-personnel-management.htm>).

Figure 4: Workflow life cycle



Source: zur Muehlen (2004:5)

2.4 NPM IN THE DEVELOPING COUNTRIES

As stated by Adamolekun (2005: 1) NPM came into effect in developing countries, particularly in Africa, in the 1990s because of the domestic and international forces that put pressure on African governments, most of them fairly new to democracy, to embark on reforms in economy, politics and institutional structures. The reforms were envisaged to promote efficiency and effectiveness in the delivery of services to customers. The introduction of NPM was to salvage the decline in the performance of public administration institutions because of political leaders who came into power and undermined such institutions to fulfill their own interests.

There was widespread collapse in governance; politicians could not exercise their political power to manage the affairs of the nation, the judicial system became unreliable and general lack of accountability of public administration to its public. This in turn gave rise to political instability. The decline deepened in the 1990s in a few Sub-Saharan African states that became failed states like Sierra Leone, Liberia and Somalia. At that time there were also failing states like Angola, Burundi, Sudan and the Democratic Republic of Congo which was known as Zaire. Table 9 below shows the Sub-Saharan countries that adopted NPM and the different levels that depict their reform status (Adamolekun 2005: 1)

Whereas some countries, like South Africa, were successful in implementing NPM, there are some who did not. Where NPM failed it was due to the fact that, in certain instances, the international pressure mounted to an extent that some African countries were forced to implement NPM principles raw as they were without taking contextual aspects into consideration. Pollit and Bouckaert (2000) and Hood (1995) in Dibben & Higgins (2004: 28, 36) who argue that NPM reforms are not only about transforming public administration, but also about evolving the entire state, taking the economic and political context into consideration. Therefore, the introduction of NPM, particularly in the developing countries, should not be done carelessly history has proven that while there are countries that gain

with the adoption of NPM, there have been losses in others. If losses occur then marginalisation of these countries will be further proliferated.

Table 9: Classification of countries by levels of civil service rehabilitation efforts

A. Advanced Reformers (Virtuous Cycle)	B. Committed Reformers	C. Hesitant Reformers	D. Beginners and Non-starters (Vicious Cycle)
Botswana	Berlin	Cote d'Ivoire	Democratic Republic of Congo
Mauritius	Burkina Faso	Gabon	Burundi
Namibia	Ethiopia	Guinea	Central Africa Republic
South Africa	Ghana	Nigeria	Liberia
	Kenya	Togo	Sierra Leone
	Mali	Zimbabwe	Somalia
	Mauritania		Sudan
	Rwanda		
	Senegal		
	Tanzania		
	Uganda		
	Zambia		

Source: Adamolekun, L. (2005: 6)

It should be noted also that in many developing countries NPM is not well-received due to the fact that politicians are often threatened by what they perceive as loss of power over the control of services NPM requires devolution of power to lower level managers. It also has been a trend that in such countries there is excessive political control in services rendered by government, which may at the end not reach citizens in an equitable base because of corrupt officials who seek to first serve those who are affiliated to their political party. The introduction of NPM,

therefore, according to Baker (2004: 51) will restrain excessive political control over rendering of such services.

Baker (2004: 51) further says that accountability of public officials is one of the drivers of NPM. Most developing countries have a problem of accountability that is aggravated by personnel that is not professionally qualified but occupy positions that require a high degree of professionalism and accountability. For this reason it is therefore critical that communities need to play a role not only on decision-making matters but also in the implementation of those decisions taken. As both public and appointed public officials work closer with communities, lack of accountability will be greatly reduced.

2.4.1 NPM and Community Participation

As mentioned before, good governance is part of the NPM reform agenda, therefore citizens should not be perceived as mere consumers, but as an integral part of governance (Pollit and Bouckaert (2000) and Hood (1995) in Dibben & Higgins (2004: 29). This approach is widely perceived to be the one that will enable citizens to participate in the activities of government and have a say in the decision-making process, taking full control of their lives by exercising their rights in collective decision making (Heymans & Töttemeyer, 1988:198). The revolution on public service has to a greater extent mobilized by the workers' unions that emphasize active participation of citizens in the decisions taken by government, as those decisions have direct bearing to the day to day lifestyle of citizens.

In emphasizing the importance of community involvement in the matters that affect them, Willie Madisha who was the president of the Congress of South African Trade Unions (COSATU), addressing the South African Non-Government

Organisation Coalition, he said:

“... the people of our country actively participate in the processes of formulating, implementing and monitoring policies aimed at transforming our country, and defend and consolidate the gains made since the 1994 elections” (September, 2000.)

Siegmar Schmidt in Hofmeister and Scholz (1997: 44) mentions eight reasons why community participation is important particularly in the African context:

1. Localising service delivery makes it easy for locals particularly in rural areas to access services because those that are serving them know exactly what they need and can reach them more directly.
2. Centralized states internationally have proved to be failing people. Power is only in the hands of the few modern elites who use state resources to pursue their own interests and enrich themselves in the process at the expense of the poor majority. In Africa this kind of monopoly of political and economic power has made countries to regress instead of promoting development.
3. The political and economic power of the few elites creates a situation in which government becomes repressive in power; the state finds itself very strong where it was supposed to be weak.
4. Usually in a new democracy the members of parliament who are supposed to be representing people fail to make known the political will of their constituencies due to lack of infrastructure and difficulties in communication. This makes it impossible for rural people to follow the discourse in parliament. Since democracy in Africa in general has been marred by greedy individuals who enrich themselves, democracy has eluded the majority of people and remains superficial. People think of new incoming officials as the same as their greedy predecessors.

5. In most African countries civic organisations or civil societies can have positive impact as far as improving local democracy is concerned, but their power is cut short by the fact that they are not legitimised by elections.

6. Traditional leaders must play an important role in the public life.

7. The local structures can play a pivotal role to signal early warning signs of the looming crisis.

The Economic Commission for Africa (2003: 9) suggests that public participation can be increased by decentralisation that will help in curbing information overload, delay in turn-around (response) time and distortion of information; privatization in which state property is sold to the public; contracting out whereby buying in of goods and services is done externally of public sector, thus creating opportunities for citizens to tap into the economy of the country; involvement of NGOs and Civil Society Organisations that will promote co-operation between the activities of government and of the community; and performance measurement that will increase accountability and empowerment of managers and other public officials in serving citizens, and therefore fostering ties between government and different clientele.

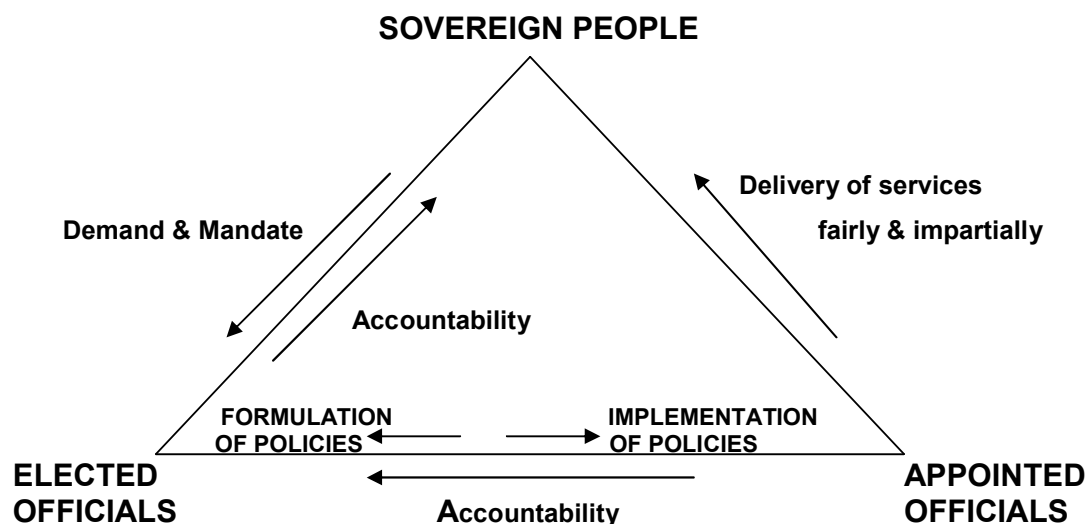
In order for NPM to thrive in African countries and the reforms in public management to be successful, the political and economic contexts need to be taken into consideration (Adamolekun 2005: 3).

2.4.1.1 Political context

Firstly, appointed public officials have to be accountable to the elected officials. In turn the elected officials must act within mandates given them by the people who elected them. Both parties, the appointed and elected officials need to work together in the formulation and implementation of policies so as to avoid a situation where elected officials impose policies on appointed officials without their

input, which will result in poor implementation of those policies by the appointed officials who feel they do not own the policies. Working together of both parties will ensure that elected officials also participate in the implementation of policies. Secondly, permanently employed public officials need to stay above politics so as to serve impartially and with honesty the next elected official who may not necessarily coming from the same political party as their predecessors. Political neutrality also enables appointed public officials to treat all citizens the same without any prejudice regardless of the political affiliation of citizens. Lastly, as mentioned before, there should be great public participation in policy formulation and implementation. These three aspects are captured in Figure 5 below.

Figure 5: Triad representing relationships of politicians, administrators and the public



Source: Adamolekun (2005:3)

2.4.1.2 Economic context

The acceptance of the economy that is market-driven requires a balanced role of the state and the market in order to run national economies effectively. In other words the state has to play a lesser role in the management of the economic affairs of the country, but has a greater responsibility of creating an environment

conducive for the economic activities of the private sector by formulating and implementing policies that are favourable to economic growth, and to provide an up-to-standard social and physical infrastructure (Adamolekun 2005:4).

2.5 PUBLIC MANAGEMENT THEORY

The theory has its premise on contingency approach that emphasizes the importance of environment in the theory and practice of public management. Given that the contingency approach puts emphasis on open system organisations that interact with both specific and general environments, with the latter being turbulent, it is imperative that managers must be able to identify strategies to deal with ever changing environments. Schwella *et al.* (2004:17) identify two types of environments of public management, namely the general and specific environments. The general environment that impacts on the functioning of an organization is characterized by politics, economics, culture, social aspects and technology, whereas the specific environment captures aspects such as suppliers, competitors, regulators and consumers. It should be noted, however, that it is not only these environments that impact on service delivery in public institutions, but also public management functions, skills, applications, and supportive technology and techniques.

Van der Waldt and du Toit (1997: 84) further break down environments that have influence in the functioning of public institutions into three categories, namely the macro-environment characterized by political, economic, socio-cultural and technological forces, and secondly the intermediate environment with core components such as consumers/clients, suppliers, intermediaries or facilitators, external regulators, opportunities, threats and ethical norms, and thirdly the micro-environment that includes all the processes, activities and functions taking place within an institution. The core components of the latter are mission, goal and strategies, management, resources, institutional culture, internal regulators and information. It is the responsibility of a manager to ensure that there is balance

and a healthy interaction between these environments for survival, efficiency and effectiveness of an organisation. There are similarities between the Public Management Model and the IOP Model as articulated here below.

2.5.1 Internal Environment

The internal environment has the following components:

(a) Functions

For the reason that the environment is highly complex and uncertain, functions in an organization need not be fixed or rigid in order for an organization to survive and deliver expediently to customers. Functions need change and adapt to change. Some of the contributing factors to change are technology advancement, politics, economy and culture. Therefore it is essential that managers come up with strategies and innovative ideas to fashion their organizations to organic ones that respond to the ever changing environment for effective productivity and satisfaction of customers (Heckscher and Donnelon 1994:45).

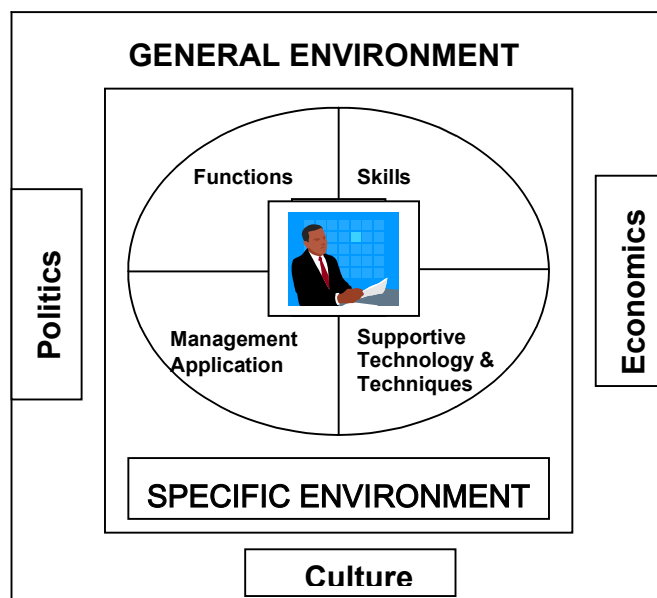
(b) Skills

The dynamic and complex environment does not only require managers that are innovative, but who also have capacity to make informed decisions, communicate effectively, have the ability to manage change optimally, and also to manage conflict in constructive ways. Furthermore, a manager must have proficient negotiation skills and skilful bargaining. These managerial competencies are also highlighted by Thom & Ritz in the IOP Public Management Model under the heading “Organizational Management” (Fox *et al.* 2004:5).

(c) Management Applications

An extensive knowledge in policy analysis, strategic management and organizational development plays a crucial role in the survival of an organization. It is an intimidating challenge that must be faced by every manager (Fox *et al.* 2004: 6).

Figure 6: Public Management Model



Source: Fox, Schwella & Wissink (2004: 4)

2.5.2 External Environment

The external environment, also known as the macro or general environment, consists of the following factors:

(a) Political

The global public sector reform is fuelled by political ideologies that change with the times, new strategies in enhancing better service delivery like partnership, strong accountability, the ever rising expectation for better delivery of goods by the public, the technological advancement, and contemporary business practices such as privatisation and marketisation (Wallace, Fertig and Schneller 2007: 216).

(b) Economic

International trends have put emphasis on sustainable development as an important factor in the public service in order to promote the general welfare of citizens. These trends put pressure on public service not only to be seen as only providing services to its citizens but also to create wealth. It is therefore important for processes and structures to transform available resources into focused strategy that will add value (Minaar and Bekker 2005:32). In other words, contemporary international trends dictate the entrepreneurial approach to public service; it should not only serve citizens as that promoted dependency, but should empower them by embracing development.

(c) Cultural

Oh (2000:1) states that the culture of an organization includes set of norms, beliefs, attitudes, core values and behavioural patterns shared by people in an organisation. It is an area that has often been neglected by most public organizations. These are components that either influence the behaviour of employees positively or negatively. It is incumbent upon every organization to believe in the employees' capability, with emphasis on respect as a core value, treating employees and customers well. This will have positive spin

off for an organisation. One of the characteristics that give insight of what culture an organisation has inculcated is the reward system. This can be in a form of well planned and executed personnel development and training programmes that often serve as good motivating factors (http://findarticles.com/p/articles/mi_qn6207/is_20001101/ai_n24903716).

2.6 PUBLIC SECTOR AND TRANSFORMATION

The public sector throughout the world has undergone significant transformation through the years because of the fundamental changes in the demands of services by clients, the communities they serve, and the inescapable competition that is brought by private sector. In affirming this, Flynn (2007:167-168) says that the public sector has realized that in order for it to be more sensitive to the customers' needs and to create customer satisfaction, it needs to bring the services closer to the people.

As far as Cameron (1999: 28) is concerned, the object of reform is to make the public sector competitive, credible and thriving. It is therefore vital that there should be a balance between efficiency and democracy, and that bureaucrats need not be rigid by thinking there is only one way of attaining objectives, but need to be flexible enough to consider divers ways to accomplish objectives. If this is done correctly, the government will be able to be stable, and responsive to the needs of citizens. He further says that the purpose of transformation is to enhance healthy relationship between all levels of government as that is a recipe for effective service delivery.

Chapman and Greenaway (1980: 183) further say although objectives of government should take a central stage, public service transformation is a complex process that is not necessarily developmental towards clearly defined goals, but rather acceding to both internal and external pressures. It involves

adjusting or completely changing the structure and or procedures that are regarded as not relevant at the time within the public service because of environmental pressures such as political and social expectations or values that evolve with time. The introduction of open competition that came toward the end of the nineteenth century put pressure on the public service to efficiently and effectively perform to meet the needs of citizens.

What also impels transformation are the environmental changes that put strain on the functioning of government such as global politics and economy, the ever changing technology, and the social and cultural aspects such as, amongst others, history and civil war and armed conflicts as prevalent in developing countries (du Toit & van der Walt 1998; 112,113).

As depicted by Vil-Nkomo (2000: 45-47), public sector transformation is a long term process that requires investments in human resources, a labour market that is actively functioning, committed societies and bureaucrats o innovation and entrepreneurship. Transformation must be aimed at yielding good results by utilising divers ways in approaching issues and challenges that need to be addressed in the betterment of the lives of citizens. As needs and demands of citizens change, there needs to be transformation that will contextualise the public service, and to adapt to such needs and demands. Consequently change in policies, priorities and strategies is inevitable (Vil-Nkomo 2000; 45). It is therefore essential that a state needs to engage itself thoroughly in the analysis of its capability of handling transformation, taking into cognizance aspects such as the size of the public sector, the servicing of international debt, global economic recession as it is happening now, the availability of resources and dependency on external funding and donations from the affluent countries.

Donor agencies such as the World Bank put emphasis on good governance, and identify four elements of good governance that will bring about efficient public

service, a dependable justice system, and an accountable and dependable administration, and they are:

- Public sector management emphasizing the need for effective financial and human resource management through improved budgeting, accounting and reporting, and rooting out inefficiency particularly in public enterprises;
- Accountability in public services, including effective accounting, auditing and decentralization, and generally making public officials responsible for their actions and responsive to consumers;
- A predictable legal framework with rules known in advance; a reliable and independent judiciary and law enforcement mechanisms; and
- Availability of information and transparency in order to enhance policy analysis, promote public debate and reduce the risk of corruption
(Economic Commission for Africa (2003: 5))

Bangura and Larbi (2006: 2,3) firstly argue that in order for public sector reforms to be effective and sustainable, politicians and citizens as role players need to have a well worked out framework on how governmental power will be shared and managed in order to bring into being what they term "...minimum level of consensus about public policies". Failure to do so may result in a dictatorial approach enforced by government that will inevitably open doors for poor implementation of policies, non-conformity and rise in opposition. Secondly, transformation should not be implemented rashly because of global political and economic pressures from both the International Monetary Fund and the World Bank through the structural adjustment programmes at the expense of developmental task of the state such as defending the disadvantaged and ignoring national investments, which should be the focal point off every state.

Thirdly, the needs of employees need to be taken into cognisance. State reform usually goes hand-in-hand with downsizing, which in turn causes state to underpay employees. The latter brings about employee dissatisfaction and loyalty

to the state diminishes. This further leads to public servants seeking extra income somewhere else, rendering the state incapacitated and administratively inefficient in the delivery of services. Lastly, before engaging itself in the process of transformation, the state needs to engage both citizens and employees in a transparent way in working out how and what each stakeholder will gain in the form of trade-offs and compensation so that there is no 'winner' or 'loser' .

For transformation to be credible and embraced by all stakeholders it needs not be only driven by political ambitions of the elected to advance their personal agenda, but by also the political values of every participant. It should also be influenced not only by politics within the government but also by external pressures such as global politics, unions and opposing political parties. As mentioned by Chapman and Greenaway (1980: 183, 200), both the external and internal environments such as "... long- term ideological predilections of political leaders (and) also pressing short-term expediences" play a pivotal role in transforming public institutions. They also emphasise that in transforming public institutions, there needs to be stimulation of ideas that could be done through effective communication with the relevant stakeholders through discussions in relevant forums to enable informed decision-making.

Public interest is about correcting people's mistakes, it requires leadership that does not watch whilst citizens make mistake, but rather commits himself to liberate their thinking and perception, and convinces them to believe that actions taken by government is for the best of all (Goodsell in Wamsley *et. al* 1990:101).

2.6.1 Public Sector Transformation in Africa

As mentioned before, the need for political, economic and institutional reform in the African governments became unavoidable, mainly because the continent has been rocked by corruption, nepotism, maladministration, mismanagement, long-serving heads of states who perceive themselves as indispensable, clinging to

power and end up being tyrants with no sense of accountability, thus hampering development and economic growth.

As articulated by Hyden (1992 and 2000, Bratton & van de Walle 1992) in the Economic Commission for Africa (2003: 5), a number of African governments embraced public sector reforms to address "...some of the worst forms of governance abuses and failures in Africa: the personalized nature of rule in which key political actors exercise unlimited power; systematic clientelism; misuse of state resources and institutionalized corruption; opaque government; the breakdown of the public realm; the lack of delegation of power and the withdrawal of the masses from governance".

The Commission further states that It is the duty of governments to embrace public sector reforms in order to create an environment that will promote development and optimal performance of economy in all sectors. Even though public sector reform in Africa was introduced between the 1980s and 1990s as it was in the western countries, there is little visible, evident progress of reaching the goal of development and elevating the living standard of societies as compared to the developed countries (The Economic Commission for Africa 2003: vii - viii).

According to Therkildsen (2006: 58), African governments in their adoption of public sector reform to achieve efficiency, effectiveness and to be economically sustainable, had to consider putting in place multiple measures such as "staff reductions and changes/cuts in budgetary allocation among activities; restructuring of public organizations through the re-organizations of ministries; and privatizing, decentralizing, delinking or hiving off of central government functions to local governments, other public bodies and NGOs or to the private sector". These measures in most African countries like South Africa were met with fierce resistance by the elite that saw their source of income threatened and the unions.

As mentioned by Economic Commission for Africa (2003:2, 3) many African countries engaged themselves in structural adjustment programmes (SAPs) in the mid-1980s through the aid of institutions like Bretton Woods. African leaders have engaged themselves in various attempts to reform the public sector. For instance, there was the Lagos Plan of Action for the Economic Development of Africa that was adopted in 1980 with an intention to bring about change in the structure of the African economy by applying twin principles such as “national and collective self reliance and self-sustaining development”. That was followed by the adoption of the African Priority Programme for Economic Recovery in 1985 aimed at decreasing debt. Subsequent to that the United Nations Plan of Action for African Recovery and Development was put in place between 1986 and 1990 that will lay the “foundations for structural transformation, increased productivity and general improvements of African economies”. In 1991 the United Nations New Agenda for the Development of Africa was adopted with the intention of transforming, , diversifying, integrating the African economies so that they can be partners with stronger world economies, and be able to withstand the adverse conditions such as recession and become less vulnerable to harshness of the international markets.

In the year 2000 another declaration by the United Nations called United Nations Millenium Declaration in the form of Millenium Developmental Goals that endeavoured to improve the way of life of ordinary citizens in general by fighting poverty, hunger, and illiteracy, amongst other things, came into effect. Later on the New Partnership for Africa’s Development (NEPAD) focused on “good governance, economic growth, mobilization of resources, global partnerships, environmental protection, poverty reduction, and investment in human resources”. The ultimate goal of all the above-mentioned undertaking was to improve service delivery by minimizing the role of the state in the production of certain services. There have been successful cases where the state reduced its role in the economic realm and positive results came forth, and those services that the state could not handle efficiently given to private sector, and proved to be a good move.

The SAPs, however, did not successfully bring about desired reforms in countries that had poor or weak institutions that could not handle the costs that accompanied reforms (Economic Commission for Africa 2003:3).

2.6.2 Drivers of Public Sector Transformation

The following were identified as drivers of public sector transformation:

(a) International institutions

According to Vil-Nkomo (2000:44) the process of transformation of the public sector is driven by bodies such as the United Nations Development Program, the Commonwealth Secretariat, the Commonwealth Association of Public Administration and Management and the World Bank. Transformation was seen as a solution to resurrect the declining public services of the southern 'third world' countries.

For transformation not to fail in its implementation, according to the World Bank (2005) in Baker (2004:39), the following three aspects need to be taken into consideration: the political benefits have to be desirable to leadership, meaning that benefits must not be outweighed by political costs; it must be politically feasible, not creating uncertainty in the survival of administrators to the advantage of opposition; and must also be politically plausible to both investors and employees.

(b) Rights

Transformation is about the state promoting individual's exercise of basic rights, including the right to equality of opportunity (Wood 2006: 82).

(c) Future generations

In planning and implementing transformation governments should think or consider future generations. As affirmed by Denhardt and Denhardt 2000 in Dibben et al (2004: 46), public service is not only serving those that are deemed to be immediate clients, but also those that may utilise services in the future, whether in a month's time or many years to come. This includes generations to come. So the focus of service delivery must not be confined to immediate needs i.e. not to focus only on short term needs, but what the government can provide in the long term.

(d) Public Interest

It is of utmost importance that administrators take public interest into perspective when making and implementing laws in the process of transformation as that promotes sense of worthiness to citizens, and that in turn encourages greater participation and support by the public in any endeavour by the government (Goodsell in Wamsley et al 1990:96-97).

(e) Globalisation

The cosmic challenge that is brought by globalisation is not only economic but also political. The change in world economy has direct influence to public policies and structures of government, and therefore governments are left with no option but to respond positively and adapt to such changes in order to be competitive in the provisioning of services to clients (Prakash and Hart 2000:1).

(f) Size

Another driving force of public sector reform is making state to be lean for effectiveness and efficiency. As stated by Baker (2004:40 - 41), transformation

should not only be confined to reviewing services only, but also to look at reviewing the organisation or institution in its entirety. That includes the size, staffing, staff development, salaries, expenditure and budget controls by removing ghost employees and disinvestments, and introduction of better and effective systems of accountability.

Bangura and Larbi (2006:1) further say that the central issues, amongst others, in public sector reformation are efficiency, representation, participation and accountability. It became imperative for public sector to be “market-friendly, outward-looking...decentralized, customer-oriented, managerial and democratic”.

(g) Accountability

Whereas reform in the public sector is a necessary ingredient for a progressive government, principles such as accountability should be the basis. As stated by Stivers in Wamsley *et. al.* (2007:247), accountability to citizens should take a centre stage in any transformation process, and that can be accomplished if administrators share the same framework “for the interpretation of basic values” that have been developed by both citizens and bureaucrats in “real-world situations, rather than assumed”. Active participation of citizens in the affairs of the state legalises the state”.

The above-mentioned drivers of public sector are part and parcel of the two theories that revolutionized public administration, namely the New Public Management theory and the Public Management theory as espoused by Fox, Schwella & Wissink.

2.6.3 Public Sector Reform Challenges in Africa

The public sector reform challenges in the African continent were identified as follows:

(a) Top-down approach

Therkildsen (2006:68-69) says that local and international political and bureaucratic elites who have power as far as policy process is concerned, and who play a crucial role in the mediation process between donors, who see themselves as main stakeholders in the reform process have a tendency of retaining power at the top, and therefore dictate the direction of reform without proper consultation, if there is any. The top-down approach is driven by the fear that the same elites' positions, decisions, privileges and the monopoly for obtaining monopoly and high income for the services they render to public will have no room.

(b) Economy

According to Therkildsen (2006: 48) donors such as the World Bank and the IMF take an advantage of the underprivileged countries that depend on them economy-wise, and therefore give funding on certain conditions that will disadvantage these countries. For the reason that these countries depend much on external funding, they are left with no choice but adopt fiscal policies and transformation that are not really tailor-made for them, but intended to push forward the agenda of these institutions. As a result the reforms adopted will have adverse effects on the country with minimal positive impact.

(c) Cost of reform

Although reforms were about cutting costs and excessive expenditure by governments, in some instances it became an expensive exercise. For instance, where there has been lay-off of redundant employees large packages had to be paid out for compensation. Some of those retrenched staff have come back to the system as consultants because of the skills that were not replaced, extracting a lot of money from institutions (McCourt 2006: 177-178)

(d) Labour unions

In countries like South Africa where there is a strong presence of labour movements like COSATU makes it difficult for structural adjustment that often accompany public sector reforms to be effected because of the protection of jobs. The emphasis on leaner government as purported by these programmes is often linked with job losses and no pay rises to civil servants (Therkildsen 2006: 68). This is further maintained by McCourt (2006: 172-174) who says reforms introduced in many countries brought about changes that threatened to cut jobs by introduction of measures such as voluntary and compulsory redundancy; removal of ghost workers; enforcement of retirement ages; and privatisation.

2.6.4 The South African Public Sector Transformation

The dynamic nature of societies or communities throughout the whole world, because of globalisation and the rise in the use of information technology in effecting communication that promote the move towards competition, economic liberalisation and democratic propensities, demand that states and public service in both the developed and developing countries have an obligation to always review and redefine their roles in order to improve the management of public institutions and public service delivery, therefore responding accordingly to the needs of communities (White Paper on the Transformation of Public Service 1995: 14-15).

The South African government has engaged in public sector transformation in order to create a totally new paradigm. It is an exercise that aims at changing the mindset of all role-players in the administering and management of public institutions, and the way services to the public needs to be rendered. The South African historic past necessitated drastic changes in the running of the public sector.

As mentioned by Kuye (2006: 293), the pre-democratic South African public service was a fragmented system that was not well co-ordinated as far as policy frameworks are concerned. As stated before, there was disparity in the allocation of financial and human resources because of segregatory laws that were enforced that ultimately led to lack of accountability, corruption and mismanagement. The large portions of the state resources were allocated to the minority 13% White population at the expense of the majority citizens. For instance, 10,1% of those residing in urban areas and 39,2% of those in rural areas did not have access to basic services such as water, 75,8% of those in rural areas and 25,8% of those in urban areas did not have proper sanitation. Moreover, there were a lot of departments that had low productivity which could be attributed to lack of development of managerial personnel.

Ruiters (2005: 129) further says that the racialised and fragmented services provided by the state during the fifties favoured the minority whites at the expense of the black majority. The state, in order to ensure that quality services were provided to whites, created different bureaucracies that were racially and ethnically based, and whites were given strategic management positions in government institutions to enforce the apartheid laws. Up to 1994 public administration was 85% white, and had 1.3 million white employees.

The introduction of democracy made it imperative for the new government to abolish all policies that promoted segregation and inequality, not only on employment policies but also on the provision of basic services in particular, and put in place new policies that endorse equal treatment of all citizens. Kuye (2006: 294) says that the initial two and a half years of democracy the government concentrated on advancing non-discriminatory policies, creation of better systems and reorganising structures of public institutions.

It therefore required the government to engage itself in major public sector transformation to eradicate the inequalities of the past. According to the Development Bank of Southern Africa (1993) in Kuye (2006: 294), transformation also meant that government "...had to change the public servants' diffused, unfocused attitude and lack of commitment to be able to give effect to social, economic, and constitutional changes required by democratized South African Society". It is further stated by Therkildsen (2006: 55-56) that South Africa aimed at creating a public service that is focusing on the results or outputs, tailored to the needs of the communities and that will empower communities that will be able to realize that governance is not only the responsibility of government but theirs too.

South Africa had to introduce policies that would replace the old ones in order to show that the new era has come and to be relevant to the needs of the communities. The introduction of these policies, however, did not mean that the legacy of apartheid would disappear. This is aptly captured by the World Bank...

The design of these legal and policy reforms is consistently rated as best practice by international standards. Still the legacy of apartheid is all too apparent in the everyday lives of the majority of the population. South Africa is a society where deeply-entrenched poverty, illiteracy, unemployment and loss of human dignity among the majority of the black population co-exist with the economic wealth, scholastic achievements, and a 'first world' lifestyle among the white population at par with the richest countries in Europe. About 95% of the poor are black. Women are particularly affected: female-headed households have a 50% higher poverty rate than male-headed households, with rural women suffering more than urban. Unemployment stands at more than 25% (The World Bank, The World Bank Group: A Poverty Profile of South Africa Between 1995 and 2000).

In transforming the public service, South Africa adopted the notion promoted by the New Public Management of 'lean, effective, efficient and economic public sector. There was a 13% reduction of civil service that would extend over a period of five years, beginning from 1997 to 2002. During that period there were about 35 000 job losses in local government, and nationally state departments reduced the number of employees by 39%. This gave rise to reduction of state expenditure on personnel from 10.3% in 1999 of growth domestic product (GDP) to 9.9% in 2003/4. As this was meant to boost the economy of the country, it however proved to be counter-productive; there was severe skills shortage because of the capable people having left the public service because of huge payouts in the form of severance packages. That led to the state hiring the very same people as consultants in policy development, service delivery management and information technology, a costly exercise for the state. By the year 2004, there were already senior management vacancies at the rate of 61%. That affected service delivery negatively (Ruiters 2005:129).

According to Ruiter (2005:131-132) the areas of service delivery that were adversely affected were as follows:

- Education: the country saw a drop in the number of learners writing matriculation final examinations in the years following the advent of democracy, and it was discovered that 48% of grade four learners were illiterate and could hardly match the standard of Zambians and Malawians in numeracy.
- Water delivery: although there has been significant improvement in the provision of clean quality water to 9 million disadvantaged citizens, according to Census of 2001, there were still 16 million people that lacked access to basic sanitation, and 13.6% of the country's citizens had no toilets. The worst provinces affected being Limpopo and Eastern Cape with 60% lacking on-site access to water, followed by KwaZulu-Natal and

Northwest with 40%. According to former Minister of Water Affairs and Forestry, Buyelwa Sonjica, in 2006 there were about 16 million South Africans who had no access to sanitation facilities that were hygienic. Other communities still use bucket-system toilets, when the complete eradication was supposed to be in 2008 (refer to Table 10).

Table 10: Bucket-system toilets removed by province from 2005 – 2007

Province	Buckets removed April'05 to March'06	Buckets removed April'6 to March'07	Buckets removed April'07 to June'07	TOTAL Buckets removed April'05 to June'07	Buckets remaining End of June'07
Eastern Cape	11 742	22 818	13 154	47 714	17 425
Free State	16 685	27 698	8 831	53 214	80 911
Gauteng	3 844	200	0	4 044	0
Mpumalanga	11 737	3 435	0	15 172	0
North West	8 220	11 731	670	20 621	3 600
Northern Cape	8 221	5 024	1 149	14 394	6 084
Western Cape	927	841	332	2 100	1 073
Totals	61 376	71 747	24 136	157 259	109 093

Source: Portfolio Municipalities South Africa (2008:98)

- Electricity: a number of households are disadvantaged on affording electricity because of the prepaid electricity meters installed, more especially in areas that are considered to be poor. By the year 2003 there were already 3 million metres installed. Buying electricity has proved to be too costly to those who cannot afford and/or are unemployed; it means those who cannot afford to buy electricity cannot have it. For instance, if one has prepaid metre, that individual has to travel to buy a coupon, and

the cost of electricity is 45c per unit, whereas those who do not have prepaid metres pay only 20% cheaper. In simple words, the affluent pay less than the poor. South Africa is the country that has the highest number of prepaid metres in Africa.

2.6.4.1 Public Service Act

One of the first documents that sought to address the anomalies of the past and aimed at bringing about fundamental public sector transformation in South Africa came in 1994 when the government introduced the Public Service Act 103 of 1994. This piece of legislation sought to bring about a representative public service, and tackled issues such as, amongst others, the conditions of employment, discipline, retirement, and terms of office.

2.6.4.2 Reconstruction and Development Programme

Another document launched in the same year was the Reconstruction and Development Programme (RDP). The government committed itself to personally be in charge of transformation and to see to it that every level of government is restructured in a way that will enable the RDP to be implemented locally through local authorities as fundamental institutions for basic service delivery, provincially and nationally. The implementation of the programme was through the national line departments that were also represented in both the provincial and local levels. The RDP office which was located in the President's Office, headed by the Minister without Portfolio was mandated with the management of the programme, which was slow to take off because of "lack of administrative capacity and an overemphasis on community participation" and "the lack of legitimate local government structures" (Cameron 1999: 106, 107).

2.6.4.3 White Paper on the Transformation of the Public Service

In 1995 the White Paper on the Transformation of the Public Service came into effect. The emphasis of this particular document was to engage the public service in the transformation exercise that is aimed at creating a public service that is “representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all” (White Paper on the Transformation of Public Service 1995).

Issues to be addressed that were identified as lacking in the public sector were, amongst others, high productivity, administrative capacity particularly in management, accountability, transparency, efficient service delivery attributed partly to lack of motivation of appointed officials and salaries that are not market-related, coherent labour relations and representativity (White Paper on the Transformation of Public Service 1995).

2.6.4.4 The Constitution

A year later, in 1996, another policy document introduced the Constitution of the Republic of South Africa that was regarded as the supreme law of the country. It put emphasis on the rights of citizens to basic services such as health care, food, social security, housing, education, water and information in an equitable manner as clearly articulated in Sections 26 & 27 of the Act. Further, Section 195, clauses d & e state that “services must be provided impartially, fairly, equitably and without bias”, and that “people’s needs must be responded to, and the public must be encouraged to participate in policy-making” (Constitution of the Republic of South Africa, Act 108 of 1996).

2.6.4.5 Batho Pele White Paper

In 1997 the White Paper on Transforming Public Service Delivery (*Batho Pele*) was published. According to Kuye (2006: 299) the White Paper sought to address two issues: putting people first, and that the recipients of services were to be viewed as customers. The White Paper has eight principles that need to be adhered to by every public service department, and they are:

(a) Regular consultation with customers

Government must consult on regular basis the customers on services to be provided before rendering those services, and it must be done in a way that will envelop all customers, not only existing ones but also potential ones and those that have been previously disadvantaged. This will not only enable recipients of services to have a say and make informed decisions on what kind of services they need, but also foster participative and collaborative relationship between government as the provider and the citizens who are customers. Ways suggested to promote consultation are surveys, questionnaires, interviews with individual recipients of services, meetings with all relevant bodies such as NGOs and Community Based Organisations (CBOs).

(b) Set service standards

The standards of services need to be set that serve as national baseline standards and need to be published by all government departments. In order for South African public service to be competitive, these standards need to be benchmarked against international standards. The standards should specify the level and qualities of services rendered, and have to be realized, relevant, customer focused, realistic, measurable, efficient, and easily understood by customers. The standards should also reflect the level of service that is progressive, which is what was offered presently, should be

higher than the one offered previously, and need to be reviewed and published on an annual base.

(c) Ensuring high levels of courtesy

It is expected that public officials must demonstrate an acceptable realize and attitude that is of high standard. To make sure that this happens, the realize of staff members who are in contact with customers must be monitored regularly and unbecoming behavior and attitude that belittles customers must not be tolerated.

d) Provide more and better information about services

South Africa required complete transformation of communication with customers. It became crucial that accurate, up-to-date, easy to understand information concerning services rendered need to be provided to customers who need it in an active way by providing it in various forms and languages to cater even for the disabled and the blind.

(e) Increase openness and transparency about services

The public needs to be informed on how all levels of government are run, their performance level, who is in charge, what resources they utilize as consumers, targets set for the year, and all expenses incurred. This can be achieved through Annual Report to Citizens published by all national and provincial departments. Departments are also encouraged to invite citizens on open days on which citizens who wish to meet all officials on issues concerning service delivery standards and problems can do so. These days can also be used for promoting services rendered by departments.

(f) Remedy failures and mistakes

Consumers of services are encouraged to lay complaints on dissatisfaction they experience. Complaints should not be seen as a threat but rather an

opportunity to redress that which is not right, improve service to ensure that citizens receive the promised level of service standards. Each department needs to set up a complaint system that will be reviewed time and again. The following principles need to be followed in reviewing complaints system: accessibility, speed, fairness, confidentiality, responsiveness, review and training.

(g) Increase access to services

All citizens must access services, regardless of their geographical locale and disabilities. It is the duty of government to devise strategies that will address the infrastructure and distance factors. Some of the ways of dealing with distance is to establishing mobile units and dispatching facilities and resources to remote areas. In short, all barriers to access to services need to be progressively

(h) Give the best possible value for money

It is critical that government should become cost-effective by reducing expenditure and to eliminate waste and inefficiency (White Paper on Transforming Public Service Delivery (*Batho Pele* White Paper 1997: 15 -22);

2.7 CONCLUSION

Public administration is about managing public institutions and programmes generated by Government in an effective and efficient manner in order to achieve the set goals by Government. It is also about proper use of available but limited resources. For programmes to be successful and tailor-made for the public there needs to be proper consultation with citizens, as both citizens and Government are part of the system in the environment. The New Public Management Theory and the Public Management Theory play a pivotal role in shaping the management of

effective and efficient public institution and their programmes. The former puts emphasis on economic, efficient and effective use of resources, whereas the latter stresses the importance of both the internal and external (general) environment in the proper functioning of an organisation. If the environment is not taken into consideration, then an organisation will not be relevant, and therefore offer services that are not tailor-made for the communities. It is important to also note that these theories had an influence in the transformation of the public sector internationally, and Africa is no exception. Although there was a need to transform the public sector in Africa, there are challenges such as the top-down approach that is prevalent in the majority of countries, economy and the costs that made it quite difficult for transformation to be sustainable, the labour unions that oppose any reform perceived as a threat to people's jobs, and greedy politicians who see transformation as an opportunity to enrich themselves by taking reform programmes that will benefit them more than their constituencies.

The Chapter concludes by pointing out that South Africa, in transforming public service and addressing the anomalies of the past, put in place a plethora of policies such as the Constitution that emphasised the right to access to basic services by all South Africans without prejudice, and the *Batho Pele* White Paper that gives emphasis on putting people first in service delivery.

CHAPTER 3
THE CONCEPT OF MULTIPURPOSE COMMUNITY CENTRES:
A SOUTH AFRICAN PERSPECTIVE

3.1 INTRODUCTION

The advent of democracy brought a lot of expectations as far as access to basic services to a lot of people, especially the previously disadvantaged communities where services were limited due to the previous apartheid regime's segregatory policies. The birth of the concept of Multipurpose Community Centres in South Africa aroused more expectations.

The chapter begins by providing a background on MPCCs and gives definitions of MPCCs as understood by different authors. It further explains why the establishment of MPCCs was necessary in South Africa, and explains the vision and objectives of the MPCCs as provided by Government. The chapter proceeds to mention advantages of MPCCs on government, communities and stakeholders. It concludes by giving a brief profile of Centres and describes the proposed structures of MPCCs.

3.2 BACKGROUND ON MPCCs

When democracy came into effect in 1994, the South African Government made certain that there are proper systems and procedures in place to address the anomalies of the past as far as service delivery is concerned, and be able to meet the expectations of people that were raised during the parties' campaigning. When the ANC took over from the National Party, the focus during the first five years was on developing and formulating policies that will ensure accessibility by all citizens to quality services, and that these policies are adopted and

implemented. From 1999, the Government engaged itself in improving strategic planning and management in order to effectively implement the plethora of policies developed for the betterment of lives of citizens, particularly those that were disadvantaged prior to 1994. The managers of public institutions were entrusted with the responsibility of implementing these policies. One of the challenges faced by the managers was the turnaround time between decision making and implementation that extended to 18 months because of bureaucracy which often caused lack of communication between different levels of authority. Other challenges facing institutions are shortage of office administrators who have basic administrative skills, leadership that cannot take prompt decisions, and the non-implementation & monitoring of *Batho Pele* Principles in public institutions (Ramaite 2002: 20 - 21).

Shilowa (2006:62-66) attests to the fact that there is a need to have interventions in all spheres of government that will serve as a method of accelerating service delivery, and to be prompt in responding to the needs of the public. He further says that “improving the efficiency and performance of government is therefore not a ‘nice to have’, but rather an essential prerequisite in achieving government’s objectives. While there is a lot we can be proud of, we cannot be fully satisfied with the current pace and quality of delivery”.

The above-mentioned challenges impacted negatively on service delivery, particularly in the remote areas of the country where the poorest of the poor are found. It therefore became imperative that government should introduce an innovative strategy that would further transform public service delivery in order to take care of the needs of those that are unreachable, thus the birth of MPCCs also known as Thusong Service Centres.

3.3 WHAT IS A MULTIPURPOSE COMMUNITY CENTRE?

According to Benjamin in Government Communication Development Initiative (2008: 2) a Multipurpose Community Centre is a building that is adequately resourced in which government provides diverse services to a community in an efficient, cost effective manner, and enables a community to develop itself through programmes initiated by both government and a community involved. Service delivery in the Centre was supposed to be an integrated one where information and a variety of services can be accessed by a community in one place within five minutes of residential place without having to travel long distances. A Centre is also to empower the poor and marginalized through access to information, services that were expensive to obtain, and resources from both government and non-governmental organizations for community development. In other words, access to information by communities was perceived as the driving force to development. The concern was that recipients of services often struggled to get prompt services because of inefficient officials who would send them from one office to another. Patel in Government Communication Development Initiative (2008: 2) further says that for integrated service delivery to be successful, all stakeholders need to play an important role. It is not only government that needs to utilise such buildings, but also the NGOs, CBOs, parastatals and Private Sector.

3.4 NEED FOR MPCCs IN SOUTH AFRICA

As stated by Robinson (2005:363), South Africa was and is still faced with a challenge of providing basic services in an equitable and effective way, especially in rural areas that were previously neglected by the apartheid regime. People in such areas were deprived access to a clean and safe water supply, primary education, proper healthcare services, markets and an opportunity to develop and thrive economically. One of the causes for such deprivation was due to infrastructural problems: there were no proper roads constructed for mobile

services, communities had to walk long distances just to acquire the necessary services. There was also lack of electricity that impeded communities' access to and advance in technology such as computer usage.

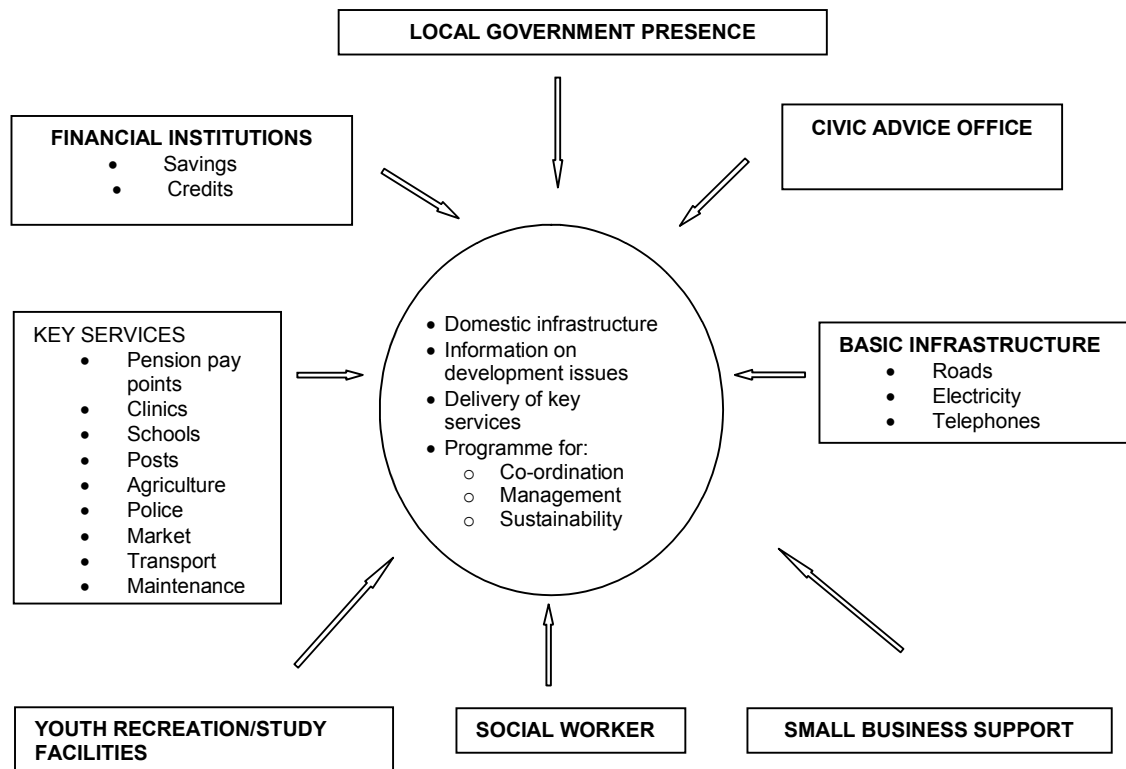
There was therefore a dire need to initiate programmes that will sustain livelihoods of ordinary citizens by uplifting their economic and social status. In order for that to happen it was necessary to have rural service Centres that would be utilized for bringing service delivery closer to the people and as "... a focal point at which a comprehensive range of essential services can be obtained by people living in its vicinity. Each rural service centre will act as a pool of human and physical resources from which the inputs necessary for rural development can be distributed efficiently, and from which rural people can draw to promote their development" (in Robinson 2005:364).

These Centres were not only perceived as speeding up service delivery, but also playing a complementary role in the development of rural transport networks, unclogging obstructions that hinder local initiatives.. Initially these Centres were envisaged to bring transformation in the infrastructure, to increase access to information as far as basic services are concerned, and bringing economic activity in to these neglected areas (Robinson 2005:369). Figure 7 below reflects the conceptual model of a rural service centre that reflects the presence of local government as the most important in ensuring prompt, effective and efficient service delivery. The local government needs to form partnership with other institutions like commercial and non-commercial banks, small businesses and social workers that will help in the development and maintenance of infrastructure and necessary facilities for key services to be offered effectively.

The idea of establishing such Centres was first conceptualised in the G-7 Information Society and Development Conference held in 1996 in South Africa through the support of the International Development Research Centre (IDRC). It was then that the National Information Technology Forum appointed a Community

Access Task Team to thoroughly look into the possibility of the development of such Centres and their role as integral points in disseminating information and improving service delivery in the South African community (http://network.idrc.ca/en/ev-8101-201-1-DO_TOPIC.html).

Figure 7: Conceptual model of a rural service centre



Source: Peter Robinson & Associates (1998:15)

The Government in 1999 came with an initiative of introducing the one-stop shops called Multipurpose Community Centres, now referred to as Thusong Community Centres, in which the poor and previously disadvantaged people would be empowered through accessing information on government services and resources in an attempt to improve their lives. These Centres were also envisaged to promote partnership between Government and non-governmental organizations, business as well as parastatals. Furthermore, the Centres would serve as Government's vehicle to accelerate delivery of services in an effective and equitable manner, and promote community participation according to *Batho*

Pele Principles. It is important, therefore that these Centres have to be strategically placed and services rendered by service providers need to be tailored according to the needs of the community where these Centres are (<http://www.thusong.gov.za/about/history/index.html>).

The plan of the Government was to have covered 43 districts and 6 Metropolitan Municipalities by March 2003. In the same year there were 54 MPCCs and 7 satellite sites established throughout the country, and by the end of 2005 there were already 60 Centres. By April 2010 there were already 132 major Centres and satellites that have been built throughout the nine provinces (http://www.safrika.info/ess_info/soc_glance/social_delivery/mpcc.htm).

In 1999 when Mr Thabo Mbeki took office to be President of South Africa, the GCIS was mandated with the task of improving communication between communities and government as that would lead not only to improved service delivery to those who were previously excluded, but also to give quality service delivery that is tailor-made for the community. Or the programme to be successful GCIS had to rope in the National and Provincial Communication public institutions to form an effective community-centred communication, with the main focus on integrated service delivery offered in one locality, that is, citizens have to access a number of services in one place. The GCIS and its provincial counterpart, the Government Information Centres (GICs), were to support the MPCCs initiative by:

- Continually assessing information needs in communities and developing creative ways to meet these;
- Identifying and promoting the utilization of the most appropriate mediums available in each area;
- Working with communities and all the stakeholders involved to develop creative ways of passing on messages for all-round development;

- Organising events for national, provincial, local and other stakeholder leadership to interact with communities;
- Helping communities understand and utilising all available sources of information including radio, TV and the internet;
- Promoting the need to maintain specific focus on gender, youth and other sectoral issues; and
- Sustaining intergovernmental relationships between national, provincial and local government (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

According to Richard Levin (2004: 78), the former Director-General in the Department of Public Service and Administration (DPSA) when giving a speech at Gordons Bay, acknowledged that the South African Public Service was to a certain extent inaccessible particularly to those in remote and or rural areas due to transport costs that were unaffordable. He further stated that lack of information and communication makes it impossible for ordinary citizens that were previously disadvantaged to be aware of what the government offers as far as benefits and services are concerned. It was, therefore, necessary for government, in the interest of the poor, to bring closer the services through the creation of “one-stop-shop centres”, especially in previously marginalised rural communities (http://www.dpsa.gov.za/documents/networks/2ndconversation/Richard_Levin.pdf)

The introduction of MPCCs was seen as the solution in addressing poor service delivery. It was a familiar sight to have a person sent from one public institution to the other when requiring services, which often led to frustration, hopelessness and lack of confidence in the effectiveness of government service delivery. Regions that were adversely affected were rural areas where there are problems with distance and the cost of travelling to urban neighbourhoods where government institutions are located in order to access services. The Centres were not to replace institutions like churches, libraries, schools, clinics and other formations where people often meet to share ideas and information, and to receive certain services, but rather taking advantage of such institutions which are seen as the

nucleus of the Centres, and that the Centres assist them in every way to ensure that their communication capacity and information distribution are, to a greater extent, truly maximised (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

The establishment of TCCs was seen as a means of providing valuable information about Government and also as Centres of community development. This can be achieved by bringing projects that will improve communities' economic status (http://network.idrc.ca/en/ev-89391-201_003333-1-IDRC_ADM_INFO.html).

The introduction of these Centres was seen as the relevant approach in the democratic dispensation that would address historical, social and economic aspects of development that were often neglected in the past. Such neglect brought "socio-economic problems such as high poverty, high unemployment, low standards of living (people living below the poverty line), poor access to basic services, remote settlement patterns, lack of access to technology, lack of information, poor health services, lack of education and skills, lack of infrastructure etc." (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

It was also envisaged that the TSCs will also serve as Information Technology Centres (ITCs), bringing technology closer to the communities and enabling them to access online information through Public information Terminals (PIT) that will be based in the Centres. The Centres would offer services from three spheres of Government, availing as many services as possible in a single place. Services to be given were, but not limited to, obtaining and processing of all kinds of government application forms, legal services, arts and culture, passports and identity documents, information on welfare, health, housing, education and bursaries (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

The offering of government services in the Centres needed to be guided by the *Batho-Pele* Principles that put emphasis on redress and client satisfaction

according to the objectives, vision and goals that are mentioned in the next paragraph (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

3.5 VISION

The government’s vision on these Centres is captured in Table 10 below.

Table 11: Government’s vision on Multipurpose Community Centres

GOAL	
To provide every South African Citizen with access to information and services within 5 minutes of their place of residence within 10 years	
CORE PURPOSE	VALUES
To better the quality of life for every South African Citizen through integrated and accessible service delivery	<ul style="list-style-type: none"> • Development which puts people first • Excellent service to the community above all else • Equipping people to contribute to their own and the nation’s growth and development • Building relationships with various stakeholders to promote integrated delivery of services • Using appropriate technology for community development • Encourage community participations

Source: The Government Development Communication Initiative (1999).

In order to realise the vision, the GCIS came up with the Development Communication Approach that will primarily focus on the disadvantaged communities who are in townships and rural areas in terms of access to information and their socio-economic status. This approach will promote face-to-face interaction between government and communities, and is often termed “Government with a Human Face”, as it will ensure that citizens become active participants to make their lives better. The communication will be expedited through Information and Communication Technologies that will be pioneered in the Centres to encourage literacy and access to information. The substance of the approach includes, *inter alia*:

- Rights and obligation of citizens;
- Policies and activities of government;
- Opportunities and how they are accessed; and
- Specific campaigns affecting communities

(<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

According to GCIS, it should be emphasised, however, that the use of such an approach does not automatically make information readily usable to communities. For it to address the anomalies of the past and improve the lives of millions of destitute communities, and to be sustainable, the following key elements need to be taken into consideration:

- **Responsiveness**

Responding to the needs of the people is crucial, and information provided must not be irrelevant information that cannot be used. Therefore it is imperative to consult communities on any decision that needs to be taken, as they are the people that better understand their own needs.

- **Regular and prompt feedback**

Dialogue between customers and government needs to be encouraged. There is a tendency by many governments to have one-way communication or delayed feedback. Delays often cause customer dissatisfaction.

- **Innovation and creativity**

Information or message intended for clients' consumption must not be dull, but rather make an impact in the life of the recipient. In this regard, values and norms of communities need to be taken into consideration.

- **Independent validation**

There should be a link with NGOs, CBOs, traditional leaders and structures, and networks fostered within and without the country, as these can test and prove validity of transmitted information.

- **Sustainability and continuity**

Sharing of information and the lines of communication should not be a once-off event, but be continual. Information must not be ditched to customers and never engaging them in discussions from time to time.

- **Establishing common ground**

Educating and uplifting communities involves knowing their standards, norms, values and habits. Adjusting to their style is of utmost importance.

- **Community participation**

Governments' involvement of communities in its communication methods as far as planning is concerned is paramount; it gives customers a sense of belonging and perceive themselves equal partners that have equal power.

- **Access and visibility of government**

No travelling of long and costly distances by customers to receive services. Government officials need not be impersonal but accessible and visible by way of face-to-face contact. This promotes accountability.

- **Use of simple and relevant information**

If communities are involved in the development of information and communication material and programmes, government will know what language best conveys the much needed message by citizens (<http://www.gcis.gov.za/mpcc/initiative/documents/policy/infosystem.htm>).

3.6 OBJECTIVES OF THE MPCCs

The following are objectives of the MPCCs:

- To identify community information and service needs;
- To bring government information and services closer to the people;
- To promote access to opportunities and facilitate cooperative governance as a basis for improved livelihoods, particularly to those in rural areas;
- To build sustainable partnerships with government, business and civil society;
- To create a platform for greater dialogue and a two-way communication between citizens and government;

- To provide access to integrated, cost-effective and responsive government information and services, particularly to those in rural areas, and enhance the quality of life in under-serviced communities;
- To properly manage and control government resources (e.g, financial and human resources);
- Provide access to and use of Information and Communication Technologies;
- To enhance co-operation amongst the three spheres of government in terms of delivery;
- Enhancing the decentralization of government services and improving community participation in government decision-making process; and
- To improve community participation in government decision-making processes

(<http://www.thusong.gov.za/about/what/index.htm>).

Other objectives include:

- Local economic development;
- Integrated service delivery in line with requirements of the Municipal Systems Act;
- Improvement by delivering infrastructural development which support provision of government's information and services within an hour to all South Africans by 2014;
- Exploring how government can bring innovative ways to accommodate opportunities of generating income;
- Education and skills development through adult basic education and training, and other government programmes that may be introduced at a specific time according to the needs of communities;
- Access to information and services closer to where people live;
- Access to technology: Telecentres provide access to *Batho Pele* Gateway and computer training; PIT machines; and

- Platform for partnerships which empower communities through, for an example, sustainable projects that encourage ownership and self-employment, as well as employment of others
(<http://www.thusong.gov.za/about/benefits/benefits.htm>).

The establishment of the Centres lies with local municipalities that serve as the starting point; hence they should be part of municipalities' Integrated Development Plans. For that reason, communities which lack access to services and information are to approach their local municipality. In order for a Centre to be operational, the following requirements must be met:

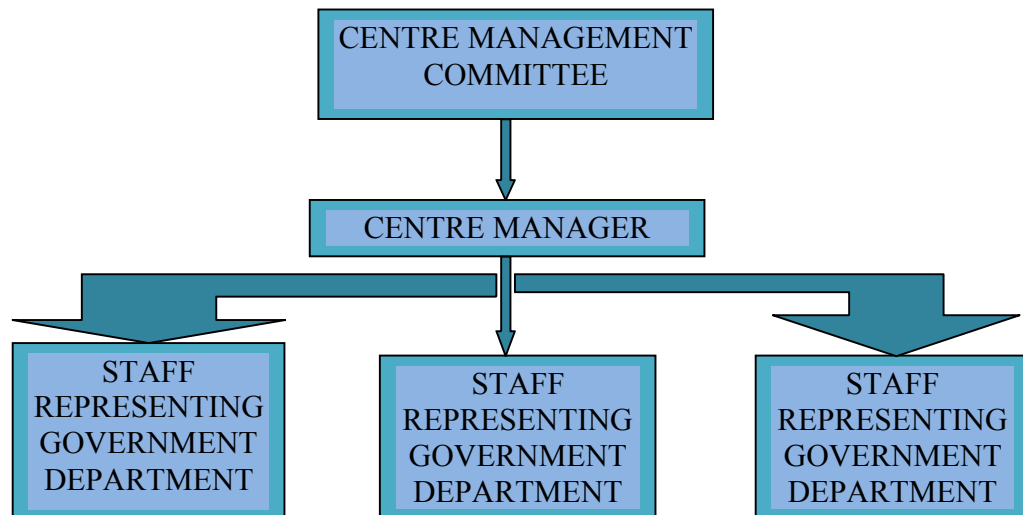
- a management committee must be established: this is a committee that will ensure that a Centre functions properly, and systems are in place to make it possible for effective service delivery to take place. The committee will further look at issues such as maintenance of a Centre, and that resources are available;
- a Centre manager must be appointed: the main duty of the manager is to make sure that a Centre is well staffed, contracts or memoranda of agreement are drawn and signed by the service providers, draw marketing strategies for a Centre, and to have frequent communication with the relevant departments offering services at a Centre;
- a promotional plan must be developed: it is essential for a Centre to be known by targeted clients, and that services offered meet their needs. That requires vigorous promotion of a Centre and services offered;
- service level agreements must be signed with heads of departments;
- lease agreements must be signed between owners and providers of services; and
- minimum service requirements must be met

(http://www.thusong.gov.za/about/establish_process/index.html).

3.7 ORGANOGRAM OF A CENTRE

Each Centre has a management committee that overlooks the smooth running of the Centre, and is responsible for recommending a Centre manager who will be responsible for the day-to-day running of the Centre. In each Centre there are different departments represented by employees or officials who utilise the Centre to serve clients (see Figure 8 below). Although each centre is expected to operate between 8H00 and 16H00, flexibility should be applied where it is deemed necessary to accommodate as many clients as possible.

Figure 8: Organogram of a Centre



To ensure that the Centres adhere to committed service standards and are performing to an expected level, the Office of the Public Service Commission was tasked to put in place systems and procedures that will help in monitoring and evaluating service provision by departments rendering services in these Centres (<http://www.thusong.gov.za/documents/research/multipurpose.htm>).

Bruiner (2003:4) says the Centres are meant for community development, and enhance community involvement in Government, particularly the marginalized

communities. Expanding further on community participation Chiliza (2004:34) comments that community participation does not mean that all community members have to participate in developmental programmes initiated by Government, but it means that all communities have equal opportunity to participate. This is further articulated by Mubangizi (2007:6) by saying that the Government needs to have a people-centred vision of development, development that is based on meeting both the material and non-material human needs.

The target was to establish one Centre in each of the 283 local municipalities in the 46 District Councils, according to the present demarcation by provinces, that will have representatives from various departments who will expedite services to approximately 300 000 people in each area. Services offered would be social grants, identity documents, passports, housing, labour issues being addressed, and any other relevant Government service by the end of the year 2014 (<http://www.thusong.gov.za/about/history/index.html>).

The roll-out plan ran from October 1999 to March 2000 in a form of pilot projects in rural and areas where communities have not been receiving adequate services. Three Centres built within that period were in Tombo in the Eastern Cape Province, Kgautswane in the Limpopo Province (the then Northern Province), and in a town called Worcester in the Western Cape Province. By the end of the year 2008 there were already 101 Centres and satellites in the country (<http://www.gcis.gov.za/mpcc/initiative/overview.htm>).

In his 2004 State of the Nation Address President Thabo Mbeki emphasized that his administration was committed to offer better services to communities, and therefore every municipality must have an MPCC by the year 2014. In March 2007, there were already 96 of these Centres and the services rendered were from Departments of Home Affairs, Labour, Housing, South African Social Security Agency (SASSA), Social Development, GCIS, and Health. Services rendered in these Centres vary according to the needs of the communities, and they are from

the Departments of Home Affairs, Labour, South African Social Security Agency (SASSA), Social Development, GCIS, and the Department of Health. In other areas they will serve as Telecentres, Post Office, Libraries, Agricultural Extension Offices, Municipal Services and South African Police Service Offices. Community Development Workers and NGOs will use these Centres for developmental projects that will empower communities to be economically skilled to fend for themselves, other than depending on government grants and handouts. The Multipurpose Community Centres will ensure that the already existing facilities are optimally utilised (<http://www.thusong.gov.za/about/history/index.html>).

According to the business plan, the government identified six service offerings or 'blocks' of services to be offered at the Centres, and they are:

- Government social and administrative services;
- Office services;
- Education and skills development services;
- Local economic development services;
- Business services and community opportunities; and
- Information and communication activities

(National Treasury 2009:17).

Services offered in these Centres need to be client-oriented and vary according to the needs and demands at the time. They range from giving advice on education to health matters and any other relevant issue to the community. People who come to these Centres are from jobseekers, community organizations that may require information on internet, small businesses that require consultation to get ideas on how to write a business proposal for tendering purposes, development officers that may need telephone, fax and email services (http://www.thusong.gov.za/documents/artic_pres/gov_dev_comm.htm).

Historically municipalities did not consult with communities on their needs, which led to poor participative capacity by such communities (Netswera 2005:21). There was therefore a great need for the Centres to be housed by the municipalities to ensure proximity to communities, and also to address the old practices that excluded them from participation and attaining social and economic development of local communities (Moyo 2002:29). For the reason that they are placed in municipalities, it is incumbent upon the municipalities to make choices for and with local communities on needs and opportunities, and therefore design contextualized programmes that will meet the needs of communities (Sabela 1994:102).

Municipalities' role in the establishment of a Centre is to "...identify the location and infrastructure for the Centres, provide general centre management and staff... and are responsible for the maintenance of the centre", and the role of the provincial. The TSC programme is a funded mandate in which all three spheres of government contribute. The primary month to month funding of the Centres was supposed to be the responsibility of municipalities where these Centres exist to make certain that operational requirements are met. Operational costs were envisaged to come from rentals paid in by service providers, municipal funds and provincial funding. This emphasizes that it is not only municipalities' responsibility to fund a centre, but it is a collective responsibility (National Treasury 2009: 18 - 19).

The intention of Government in establishing these Centres was not only to benefit itself as shown below, but also to benefit communities where such Centres would be established.

3.8 BENEFITS BY GOVERNMENT

The following benefits have been identified:

- To have a national network for even distribution of development information;
- The Government envisaged these Centres as cost saving without compromising the high quality service to communities;
- The whole country growing economically through increased involvement and participation by communities in economic activities;
- Government partnering with other stakeholders in cost sharing initiatives in the development of infrastructure nationwide;
- The MPCCs' infrastructure will provide two way communication channel between communities and relevant stakeholders and the Government;
- Having a well controlled conduit through the Centres will help Government to efficiently channel and the proper control of such resources intended for fulfillment of social responsibility and obligation; and
- Centres will enhance decentralization of Government and its services.

3.9 BENEFITS BY COMMUNITIES

As the main aim of the Centres was to benefit communities, the following benefits were envisaged:

- Bringing economic opportunities to communities through individual's involvement and small, micro and medium enterprises (SMMEs) in economic activities;
- Community participation in Government initiatives;
- Having quality services rendered to communities and ownership;
- Receiving a wide range of services without traveling long distances;

- Communities having access to a free market; and
- Access to latest technology and the use of such to enhance quality of life of citizens

http://www.safrica.info/ess_info/soc_glance/social_delivery/mpcc.htm

3.10 BENEFITS BY STAKEHOLDERS

Stakeholders will benefit from these Centres in the following manner:

- The Centres as one of the national networks that contributes to the dissemination of information that will help as far as development is concerned;
- There will be two-way communication between stakeholders and communities;
- Affordable variety of services will be provided in the Centres;
- The involvement of stakeholders with the Centres will improve the personal & communal economic status of South Africans by promoting SMMEs; and
- The resources meant for social responsibility will be channeled directly to the needy, as these Centres will be built where people are

[\(\[www.gcis.gov.za/docs/publications/thusongplan/1999/chap2.pdf\]\(http://www.gcis.gov.za/docs/publications/thusongplan/1999/chap2.pdf\)\)](http://www.gcis.gov.za/docs/publications/thusongplan/1999/chap2.pdf).

3.11 BRIEF PROFILE OF CENTRES

They are “one-stop, integrated community development Centres” that offer poor and disadvantaged communities an opportunity to access Government services and resources that are relevant to their needs, thus enabling them to engage in the programmes that are offered by Government in order to improve their lives. In these Centres communities get empowered through access to information not only to Government services but also to NGOs, parastatals, business and any other

relevant institution. Each Centre is expected to have a minimum of six Government departments that will offer a variety of services to clients (<http://www.thusong.gov.za/about/history/index.html>).

3.12 DESCRIPTION OR SPECIFICATION OF CENTRES

According to GCIS, the Centres need to be buildings that have a public area that serves as a waiting room, with other rooms that can serve as gymnasium, community hall, kitchen, toilet, computer facilities and tele-centre. They often have a security fence around them and a gate to control access (http://www.thusong.gov.za/documents/artic_pres/gov_dev_comm.htm). The Centres can be categorized as follows:

3.12.1 Service Counter Model (Shared Service Delivery Approach)

It has a large waiting room that has a number of counters that offer different but specific services according to Government Departments. There are frontline officers representing those Departments. There is also a back office where difficult issues that cannot be handled by frontline officers are referred to. These types of Centres have a computer room and space for other necessary amenities.

3.12.2 Cluster Approach (Local Area)

These have a number of services offered in separate buildings located in one site or locality. Other communal facilities are also available on site as stand-alone buildings.

3.12.3 Cluster Approach (Wider Areas)

This is a Centre that has a number of services offered in separate stand-alone buildings, but the buildings should be within a radius of 1 km.

3.12.4 Mobile Capacity

The Centre is supplied with a vehicle that travels from the Centre to wards in the district council to offer outreach educational programmes.

3.12.5 The Six-Block Service Model

For the reason that they are Centres that have different activities and offer a variety of services, the activities and services are structured according to the Six-Block Service Model which reflects an ideal Centre that is customized to the context and environment of the community. The following services need to be offered:

- **Government Social and Administrative Services:** these include grants, personal documents and housing applications.
- **Office Services** such as telephone, fax, scan, copy, print desktop, publishing and postal services.
- **Education and Skills Development Services:** Adult Basic Education and Training, Further Education and Training and Specialised Training.
- **Local Economic Development (LED) Services:** Small business advice and development.

- **Business Services and Community Opportunities:** Small, such as retail and Automatic Teller Machines (ATMs).
- **Information and Communication Activities:** Government information, on-site guidance regarding services, and community information and awareness (<http://www.thusong.gov.za/about/what/index.htm>).

According to the business plan, there are supposed to be three categories of TSCs which offer six types of integrated services, and they are hubs, satellite and mobile service units. These categories were identified on the basis of different services offered, the frequency of offering those services, and also on the availability of infrastructure and facilities. The infrastructure of the hub and satellite Centres can be offered in different forms. For instance, it can be one big building that offers a variety of services under one roof, separate buildings that are very close to one another, or buildings scattered in a wider area, preferably utilising existing infrastructure to cut the costs. The Government proposed that such Centres may be established in already existing buildings such as shopping Centres or buildings that are privately owned. Mobile units may be based at a hub but not bound in one position; they have to be moved from one place to another, stopping at defined points. The population density determines what type of centre to be provided to a particular community (National Treasury 2009:18).

Since it is the responsibility of Government to provide infrastructure for such Centres, the following methods had to be considered:

- If there are existing functional buildings but cannot cater for such integrated service, government has to upgrade such buildings and optimize utilization of such;
- If there are buildings but are dilapidated and not used, they have to be revamped;
- Where there are no buildings at all, new structures have to be erected;

- In other instances, if there is a lack of space in an already established TSC that may result in departments being discouraged in using such a Centre on a full time basis, and there is doubt that clients may not necessarily be in need of that department's services at that time, departments are encouraged to offer services on a rotational programme until the client base is established and increased. If there are cases like these, departments are encouraged to use boardrooms, halls and other facilities that may be appended to the Centre to offer services on certain days

(http://www.thusong.gov.za/documents/artic_pres/gov_dev_comm.htm).

3.13 MPCC STRUCTURES

Three consultative forums that were formed by GCIS in order to coordinate the activities of the Centres, and they are National Intersectoral Steering Committee (NISSC), a national structure that comprises of twenty eight government departments, eight parastatals, NGOs, academic institutions and private sector representatives; the Provincial Intersectoral Steering Committee (PISSC) which is a provincial structure that mirrors the national one; and the Local Intersectoral Steering Committee (LISSC) at the municipalities that constitutes the centre management committee that has to look at important matters such as sustainability of a TSC. These structures have been mandated to perform the following responsibilities:

- marshalling roll-out plans of stakeholders involved in the Centres;
- ensure that the roll-out plans are more efficient, integrated and co-ordinated;
- these roll-out plans of the Centres improve Provincial Growth and Development Strategies and Integrated Development Plans at the local level;
- that each Centre established has electricity, telephone lines, telecentre, and government departments;

- that the LISSC ensures that a centre is properly managed, and all stakeholders such as traditional leaders, local government, local businesses, and communities are fully involved in the activities of a TSC;
- the LISSC is also supposed to ensure that the TSC is properly launched, as this helps in the marketing of the Centre

(http://www.thusong.gov.za/documents/artic_pres/gov_dev_comm.htm).

3.14 CONCLUSION

Multipurpose Community Centres came as a South African government's initiative to reach communities that were deprived of services. The GCIS was given the mandate to spearhead their establishment, working together with other departments and municipalities in the utilisation of these Centres. These Centres were placed in municipalities where service delivery is supposed to take place, and the minimum number of government departments represented should be six. These Centres needed to be established using different descriptions or specifications and profiles. The Centres were envisaged at benefiting government, communities and stakeholders. There were structures like NISSC, PISSC and LISSC that were formed by GCIS that serve as consultative forums. The structures were to ensure that Centres are sustainable and that activities of Centres are well coordinated.

The goal of the MPCCs is to provide every South African citizen with access to information and services within a walking distance from a place of residence. The Centres are also meant to render excellent service to the communities, equip them with necessary skills so that they can be able to contribute to their own development and the nation's growth, to foster relationships between government and all other stakeholders in order to promote integrated delivery of services, and expose communities to apposite technology that will enhance their communication skills.

CHAPTER 4
MULTIPURPOSE COMMUNITY CENTRES:
AN INTERNATIONAL PERSPECTIVE

4.1 INTRODUCTION

The idea of MPCCs is not new in the international arena. They have been in existence in the first world countries for some time, and later introduced in the developing countries. The Centres were introduced for a variety of reasons, depending on the need of the community at the time.

The chapter begins by giving some international historical background as far as MPCCs are concerned, and the reason behind the establishment of such Centres. The chapter provides a definition of a telecentre, and further presents information on how different countries use these Centres. The discussion highlights the use of such Centres in most developed countries like Canada, Sweden and the United States of America, and proceeds to discuss developing countries outside of Africa like Brazil, Turkey, India and Pakistan. The chapter further looks at how Centres operate in African countries such as Ethiopia, Mozambique and Ghana, and concludes by giving an evaluation of some and different trends exhibited by Centres in Africa, and what South Africa can learn from neighbouring countries.

4.2 BACKGROUND

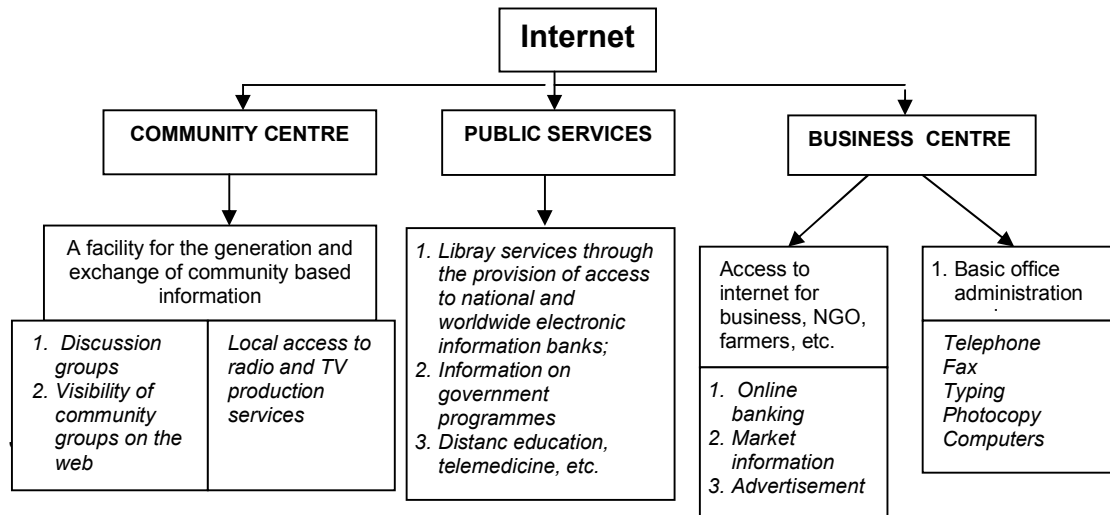
In different countries the MPCCs are known by different names, but all having same basic functions. Colle and Roman in Benjamin (2001: 35) identify over 30 different names used for such Centres, and they include names such as "... telecottages, multipurpose community centres, community technology centres, digital clubhouses, *cabinas publicas*, *infocentros*, *telestugen*, community access

centres, electronic village halls, telehaus and televillages”. They are used for recreational activities, internet and fax facilities, arts and crafts activities, educational programmes for communities, and also used as rendezvous for social and cultural exploration. In many countries, except South Africa, such Centres are referred to as multipurpose community telecentres (MCTs).

According to Nassali (2009: 1) a telecentre is “a public place where people have access to computers, the internet and other information and communication technologies that enable them to gather, create, learn and communicate information for social and economic development. ... telecentres provide an opportunity for accessing and using appropriate digital technologies to solve problems so as to promote human development”.

As stated further by Benjamin (2001:34), telecentres were aimed at “...providing access to ICTs, particularly in developing countries”. They were first established as learning experiment in the 1980s in Scandinavia to promote advancement in the use of ICT, and later introduced in many European countries such as the United Kingdom and North America. The project was not much on developing communities on basic computer skills, but rather more on ‘computer and online application’. The body that was entrusted with the project was the International Telecomms Union (ITU), the wing of the United Nations. The economic gap between the rich and the poor created advantages to the poor in accessing technology, and the gap could be narrowed by the introduction of telecentres. MCTs concept was based on the three basic functional areas which are community centre where a community can meet to exchange information and also to access radio and television services; a place where a community can access public services such as, amongst others, clinics, education centres and libraries; and also acting like a business centre for basic office administration and enabling communities to access internet, online banking, telephone, faxing, and the like, as depicted in the Figure 9 below.

Figure 9: Functional scheme for an MCT



Source: Rose (1995:2)

It is further mentioned by Benjamin (2001:35) that in the 1990s the ITU embarked on the project of introducing such Centres in developing countries, and Africa was no exception. The success of the project depended on the participation of international donors, and international donor that participated in Asia and Latin America was the International Development Research Centre (IDRC), which is also known as PAN. The very same organisation is known as Acacia in Africa. By the mid 1990s MPCCs were already established in 24 countries. According to Milner (2009: 1) such Centres were set up by governments of countries to expose the most socially and digitally deprived communities to opportunities, benefits and conveniences that can be brought by technology.

4.3 WHAT IS A TELECENTRE?

A telecentre “is a place where public access to communication and information for economic, social and cultural development is provided through IT” (Zongo 1999 in Benjamin 2001: 34). The emphasis in this definition is to craft or fashion a society

that would be actively participating in the economy of its country, and also improving the social and cultural fibre of the society by providing education through information technology (IT). Simmins (1999) in Benjamin (2001: 34) however argues that the word telecentre has a commercial connotation; it would be assumed that such Centres were established more for commercial reasons than for social and educational reasons. Oestmann and Dymond (2001: 1) furthers say that telecentres are well equipped structures placed in well calculated place, supplied with the latest technology in order to offer IT services to local communities such as telephone, fax, photocopying, email, computers, printers, CD-ROM, and other multimedia hardware and software such as television, radio and video cassette recorders. They are also places to be used by entrepreneurs and business people for enhancing their skills. Telecentres were established for the following reasons:

- to enable community to have access to telephony;
- to improve information and communication at local level through public and individual meetings within the centre, making posters and newsletters available to the users of Centres, and electronic dissemination of information;
- to provide tailor-made basic services to meet the needs of communities, services such as health, education, business support, and to serve as a link between government and community projects;
- to be Centres that will enhance local telephone connections as they will serve as hubs for local telephone exchanges; and
- to provide information literacy skills to communities, such as computer literacy, web page design and other relevant skills (Benjamin 2001: 44).

4.4 TELECENTERS IN DEVELOPED COUNTRIES

The establishment of telecentres in developed countries came as an initiative to enhance the lives of citizens, and was seen as a tool for their development. The Centres have been operated either to generate income or profit by individuals or cooperatives, and are also referred to as Commercialised Centres, or are used as hubs for the benefit of communities without such Centres having any financial gain. Although the Commercialised Centres are run by profit-making individuals or NGOs, they also ensure that they offer certain developmental programmes at a generally affordable fee charged to communities who serve as their clients. The challenge with such Centres is that their price structures for services rendered vary, therefore creating some kind of competition that will make others not to survive. Community-based Centres, on the other hand, are often built in areas that have been disadvantaged in order to be used to develop communities. Such Centres generate their funds through government subsidies, donations from private sector and other stakeholders. They are put in place in order for ordinary citizens to access government services, and also help serve as a mechanism that aids governments to be transparent and accountable to citizens who are also referred to as clients (<http://www.ictregulationtoolkit.org/en/Section.3185.html>).

The countries that will be discussed in this section are Canada, Sweden and the United States of America.

4.4.1 Canada

It is the second largest country in the world but rated number 33 in the world as far as population is concerned. The country has a population of 33,873,357, and the Aboriginal peoples who are Indians, *Inuit and Métis* being just over 1.3 million, only 4.4 % of the total population. Eleven percent of Aboriginals live in crowded homes, with more than one person in a room, and most of their dwelling places need major repairs. Seventy percent of the population, mostly non-Aborigines,

lives in urban areas, with only over a half of Aboriginal peoples staying in various urban and affluent areas (<http://www.cbc.ca/canada/story/2008/01/15/aboriginal-stats.html#ixzz0faXIO6EF>).

The Aboriginals aged 25-64 do not have proper educational achievement with approximately 34% not having reached high school as compared with 15% of non-aboriginals of the same age. The adult literacy rate in the country is about 99%. A Report that was released in 2002 has shown that about 43% of the age group of 25-64 has received post-secondary education. Later on the percentage increased to 51% among the people belonging to the age group that ranges from 25 to 34 (<http://telecentrecommunity.ning.com/group/pacificcommunitynetworksassociationpcna/forum/topics/canadas-roll-in-global-ict>).

It was for that reason that the Canadian government established The Remote Community Services Telecentres (RCSTs) project, a wireless multifunction telecentres which were envisaged to better the lives of remote rural people by providing healthcare, education and “economic development services”. The project was seen to be the effective way in the delivery of services, and to create a sustainable and viable network to support rural socio-economic growth. Although some Centres were already in existence since 1994, they were only used for telecommunication with no extended services such as health. A few years ago there were more than 9,000 Telecentre Sites across Canada, and more than 1000 telecentres only in the Pacific Region, British Columbia. Currently telecentres that have been established in Canada are estimated to be a little over 3500 (<http://telecentrecommunity.ning.com/group/pacificcommunitynetworksassociationpcna/forum/topics/canadas-roll-in-global-ict>).

The year 1997 was the year when a conceptual model of wireless telecentres was developed by a working group from two Information technology companies namely Futureworks Inc. and Collaborative Network Technologies (Colabnet). The third company TETRA was drawn into the picture to formalise the new telecentre

concept, whilst at the same time making contacts with Telesat Canada, a national satellite company, to assist in the project. Other companies brought on board in 1998 were Industry Canada's Communications Research Centre and QTECH Inc. to offer additional technological support (Sheppard 2001:41-45).

The Centres were deemed necessary and built "... to ensure that all Canadians are able to participate in community-based communications and electronic information services by promoting local community network initiatives" (http://www.telecentre.org/group/telecommunitiescanada?xg_source=activity).

Sheppard 2001:41-45 states that Government made sites available and validated them as satellite sites, and the first Centres were functioning by March 1999. The RCSTs have focused but not limited to the following six areas:

- telemedicine;
- tele-education;
- government services;
- Internet services;
- business/community services; and
- other.

The first telecentre to be erected was in Newfoundland, the most rural and poorest province in Canada through the intervention of Fuchs, the man who grew up in Newfoundland. He helped in establishing six telecentres in a community that depends on fishing with an average of 250 to 500 people, with the biggest population being 3 000. The establishment of the Centre was seen as means to alleviate poverty, to enhance the wellbeing of communities, and the betterment of the education levels. The same model of a Centre used here is the same model that was used in some African countries. Although Canada is regarded as a first world country, there are still some parts that are very poor and backward when it comes to civilisation, and Newfoundland is one of them. Fuchs, a man growing up

in Newfoundland, when disputing the myth that first world countries are better off as compared to third world countries says, “What people don’t realise is that there are many parts of the ‘developed world’ that are still underdeveloped, where poverty and low education attainment exists and where telecommunications and ICT are not developed” (http://www.acacia.org.za/WEBTIMES/richard_fuchs.htm).

The success of Canada in establishing telecentres as mentioned by Colle (2000: 9) is attributed to the fact that “ ... the Canadian Government went beyond the rhetoric of an Information Society and committed human resources and funding to making the Internet affordable in rural and urban communities across the nation. It made a six-year commitment, providing start-up money, guidance, and an infrastructure to help local organizations establish Internet access sites. While the resources offered were not sufficient for complete comprehensive multi-purpose telecenters, the *imprimatur* of the national government combined with some predictable financial support significantly motivated a nation-wide community-based effort that commanded provincial, regional and local participation in the creation Canada's vast array of rural and urban information access points”.

4.4.2 Evaluation of Canada

According to Sharma (2009: 1), although the establishment of Centres took off well, there were few challenges that rendered the Centres ineffective, and they are as follows:

- **Capacity Building**

- Although Centre managers were trained, the training was not sufficient, and did not consider capacitating managers to match the ever changing technology and information environment. There is a great need to have more training seminars and workshops in this regard; and

- The training should not only be provided to centre managers, but also centre leaders to be professionals, and also to handle and serve their constituencies in an efficient manner.
- **Knowledge sharing**
 - Although each centre needs to operate independently of the others, there is, however, still a need of sharing knowledge between telecentres so as to empower those centers that are considered marginalized because of language and information barriers; and
 - There is little sharing between networks, and that does not help up-and-coming networks to advance in network best practices that are applied in other 'developed' Centres so that there is harmony in the delivery of services, and more control of services offered in each Centre.
- **Research and documentation**
 - There is no assessment made on the impact Centres have on the communities they serve, and therefore cannot determine whether targets that were set for each centre are reached. There is a need to have measurable outputs to evaluate the successes and failures, and how these two impact on future establishment of other Centres.
- **Sustainability**
 - Telecentres seem not to be sustainable and therefore pose a threat as far as reaching their goals is concerned. Individual Centres need to be sustainable technologically, economically and socially, particularly on social entrepreneurship. Therefore it is necessary that telecentres' networks need to:

- Build appropriate partnerships;
- Collaborating with the government;
- Support innovators; and
- Develop local content: each centre must customize each service to clients' needs. In other words, services must be contextualised to the communities' needs and environment.

4.4.3 Sweden

Occupying the eastern part of the Scandinavian Peninsula, Sweden is the fourth-largest country in Europe. Its population in the year 2009 rose to 9,220,986, because of a rapid increase of 84 000 persons in one year, and 85% of its population is urbanised. Although it has a parliamentary system of government, it also has a constitutional monarchy. The country, because of its highly developed economy, it is ranked first in the world in The Economist's Democracy Index, and ranked seventh by the United Nations as published in the United Nations' Human Development Index (http://www.scb.se/Pages/PressRelease_284816.aspx).

It is compulsory for children aged between 6 and 16 to attend school, and 90% of learners who have completed grade nine proceed to do additional three years in upper secondary school that serves as a gateway to either job qualification or university entrance. Over 40% of young Swedes who are at the age bracket of 16 to 25 have the highest performance level in practical literacy. An adult literacy survey conducted indicates that Sweden is well ahead as compared to other developed countries like Canada, Denmark, Germany, the United Kingdom, and Switzerland (<http://www.conferenceboard.ca/hcp/details/education/adult-literacy-rate-high-skills.aspx>).

The first telecentre to be launched was in a farming rural community of Velmdalen in 1985. The rationale of introducing telecentres in this developed country was to “introduce new information and communication technologies to isolated areas and provide people with the skills to benefit from them”. The targeted people were farmers, teachers and entrepreneurs who were in remote areas, equip them with necessary skills on how to use and value modern technology to better their output rate in their respective fields. Once a centre is established, local communities would be shown how they can make use of available electronic paraphernalia and facilities to be of use to local community, to make them aware of the importance of information and how to access it, to impart skills through training communities on how to be up-to-date on developments as far as “software, hardware and networking technology’ is concerned, and to introduce communities to basic computer skills that will assist them access vital information and to communicate via internet (http://www.unesco.org/courier/2000_03/uk/connex/txt1.htm).

In order for a centre to be effective, a minimum level has to be met which includes computers, video-conference systems, educational videos, a small café, an employed manager, a web-server, software for e-mail and electronic conferences (http://www.idrc.ca/en/ev-10643-201-1-DO_TOPIC.html). In 1998 there were already twenty five telecentres. There is no public funding of centres available, and therefore they operate strictly on commercially basis (Falch 1998: 3).

4.4.4 Evaluation of Sweden

Sweden has proven to be successful in the establishment of telecentres and maintenance thereof. The following are lessons other countries can learn from the Swedish telecentres:

- (a) Human resource: the success of telecentres depend on human resources, that is, people working in them, particularly managers. They must have good communication skills, innovative and need to be assertive in making

telecenters successful in accomplishing what they were meant for, and that all services reach communities. Sweden has employed the strategy of employing, training staff of Centres to equip them with necessary skills;

- (b) Sustainability: Centres were able to sustain themselves because of prompt and consistent revenue collection from the users of the Centres since they do not get public funding;
- (c) Innovation: staff working in Centres needs to be innovative by always being “technically and intellectually curious” and be on the alert on new technical developments taking place worldwide, particularly in software and hardware. This can be accomplished if staff of one centre frequently communicate and come together with staff from other Centres to share ideas and give support to one another;
- (d) Infrastructure: in Sweden Centres are effectively used, they became hubs that attracted technologies and gave good service to users, and therefore their (Centres) use was in demand because of the relevant product they were offering to remote areas. For instance in Sweden telecentres managed to install the first ISDN lines; and
- (e) Policies: In Sweden government policies that had to deal with education, rural development and telecommunications “...were influenced and often led by our telecentre pioneers”, and government made it a point that the policies are implemented in an effective way. In other words, there was proper monitoring and evaluation of the policies to ensure that they goals for which they were created are reached

(http://www.idrc.ca/en/ev-10643-201-1-DO_TOPIC.html).

4.4.5 Australia

Many telecentres were established in Australia in the early 1990s. A number of such Centres were mostly built in rural towns of Western Australia. Whilst others were equipped with basic technology facilities through funds coming from the Telecentres Program of the Department of Primary Industries and Energy, others were funded by local communities and governments of the states

Western Australia is a large state that is 2,500,000 square kilometres and covers about one third of the country's 7,682,300 square kilometres. It has a small population of 1.2 million, and 80% of the population live around its capital Perth. Although much of the economy is derived from mining and agriculture that is mostly in rural areas, there is a challenge as far as provisioning of education is concerned which is posed by demographics and population (Oliver and Short 1996: 1).

According to Short (2002: 17) the telecentres came as a result of the Western Australia Office of Higher Education to improve access and provide support for students who want to further their post-compulsory studies in remote and rural Western Australia through technology. The first pilot phase started in the same year with the National Board of Education, Employment and Training providing funding, Murdoch University accommodating the co-ordinating office, and Western Australia Distance Education Consortium to overseeing the project in the initial two years of its inception. In early 1993 there was a name change of the project to Western Australia Learning Network (WLAN). The reason for the name change was that the focus was no longer exclusively on formal education programmes but also on labour market and community programmes.

The first telecentre to be erected in Australia was the Walcha Telecottage in 1992 through collaboration between the University of New England and the Adult Learning Association. It was intended to serve the Walcha community with a

population of 1 700 people. The Centre received funding from Innovative Rural Education and Training Program and it was only a "technology based community education and training centre". By 1996 the centre was the largest employer in Walcha, having employed a total of 30 people. The Centre gained good reputation by obtaining telework contracts (http://www.idrc.ca/en/ev-10638-201-1-DO_TOPIC.html). Through the support of Associate Professor MacKay the Centre received basic office equipment in the form of facsimile, answering machine, seven computers, desks and chairs. It served as an adult education centre as it was based in an old primary school that was not used (<http://www.keychange.com.au/ABARE.PDF>).

By the middle of 1990 there were already 100 rural telecentres established in rural areas of Australia, and each functioned differently from the others because of different needs of different communities. In Western Australia the sustainability of these Centres was threatened as they faced collapse because of lack of funding when government stopped supporting them financially after two years of their inception. These Centres had to work together to solicit help from the Department of Training to support to supplement their income. Telecentres that shared ideas were able to work together had great benefits from such network. The Western Australia Department of Training which was later in 1996 known as the Department of Commerce and Trade helped telecentres by providing them with a Telecentre Support Unit (TSU), a Team Leader, secretariat and Regional Coordinators for the development of telecentres so that they become effective in providing goods and services in their respective communities (<http://www.communityaction.coop/files/teleservicessite/history.htm>).

Some of the rural telecentres, like the Northcliffe Telecentre, are community organisations that appoint a local management committee that will run them. The Centres provide services that allow communities to have access to internet by using computers that have fast broad band and a variety of software. In such Centres there are also printing facilities, training programmes that enable users to

have typing and computer skills, and provide a variety of projects, services, equipment and activities that contribute to economic emancipation of the impoverished. The Centres were also envisaged to have facilities such as banking, leisure, education, post office, car licence application and renewal, and other important business facilities that were relevant to that community (<http://www.northcliffe.org.au/Telecentre%20site/index.htm>).

4.4.6 Evaluation of Australia

Australia succeeded in establishing telecentres throughout the country, especially to rural areas that were unable to access information through technology. A number of telecentres has been successful in the delivery of technology-based services in the following ways:

- Many households were able to be connected to internet;
 - More people received training in basic internet skills;
 - Many people have visited telecentres and gained computer-usage skills;
 - School children were able to access internet for referencing material outside of school hours; and
 - Video-conferencing equipment provided in telecentres equipped teachers with useful information and medical practitioners for their professions
- (http://www.regional.org.au/articles/development/coolah_revitalisation.htm).

However, there were few challenges telecentres were faced with. The following are some of the challenges stated by Colle and Roman (2002: 4), and they are as follows:

- **Development of content**

Some Centres could not survive because they seemed not to provide services and information that were relevant to their communities. In other words they were not

driven by the demands of communities. For instance. Centers in rural areas, although equipped with latest technology, did not respond to agricultural and health challenges rural people had.

- **Unfamiliar language**

The terminology and language used in the internet may not be relevant to certain communities. Many Aboriginals find it hard to access information because of the English language used. There was no attempt by government to translate information into a language that is understood by the users.

- **Awareness of telecenters**

Some communities were not aware that there are telcentres in their neighbourhood. It is not only awareness of such Centres but also the inability of community figures such as teachers in using technology in conducting their lessons. This is due to the fact that there was no training provided to them on how to use hardware and software that was purchased for teaching and learning.

- **Funding**

Funding of the telecentres in Australia, as in other countries, is initially provided by government. Centres here were supported in the two first years of their inception, and later are left to fund themselves from rental fees paid in by service providers. Instead of seeing Centres thrive through such funds, they often do not survive the economic hard conditions. Survival of Centres cannot only depend on cash generated from rentals. Telecentres can only be said to be viable if it is able to sustain themselves financially through public funding, cash earned through stakeholder contribution and any other financial support that comes from the private sector and NGOs.

- **Sustainability**

McConnel (2001: 3) brings another aspect that needs serious consideration by governments that initiate telecentres, and that is sustainability. He suggests components that are necessary for sustainability, and they are as follows:

- **Technical component:** this has to do with equipment like telephone lines, electricity and other important equipment that enables users to access internet and information;
- **Cultural component:** the history, demographics, social and cultural issues such as education and traditions of the community must be taken into consideration;
- **Economic component:** this includes the income levels and the ability of communities to pay for services rendered; and
- **Political component:** community participation is also an important part that need not be overlooked, as it fosters good relationships between government and the electorate.

4.5 TELECENTRES IN UNDER-DEVELOPED COUNTRIES (TRANS-AFRICA)

The countries that will be discussed in this section are Brazil, India, Pakistan and Turkey.

4.5.1 Brazil

It is one of the countries that is most populous in the world, and has the biggest population in Latin America. There are 193 countries in the world and Brazil in

2003 the population was at a staggering 178,470,000 which made it to be number 5 in world population. According to the United Nations statistics released in 2008, Brazil's population grew to 191,971,506. People living in poverty make 40% of the population and fall in the lowest category of social classes. These cannot mingle easily with the affluent, whereas the middle class which is half the country's population mingles easily with both the affluent and those considered poor (<http://www.nationsencyclopedia.com/Americas/Brazil-POPULATION.html>).

Although 88,6% of the population are literate as per 2009 statistics, a greater number of literate people is in the urban areas, and 66% of those in the areas are illiterate (<http://en.mercopress.com/2010/02/08/brazil-s-middle-class-is-half-the-population-but-destitute-remain-at-40>).

Brazil has the largest number of telecentres that are supported by an institution called Association of Information and Business Telecentres (ATN) that "... provides services for the implementation and management of telecentre networks; digital literacy; professional courses; financial services; collaboration and business networks; and support to public development policies, among others". ATN has formed partnership with other international organizations that help financially. According to statistics there were already 4848 telecentres by the year 2008, and ATN aimed at introducing World Academy of Telecentres that will advance "an open and continuous learning system to telecentre networks, universities and governments around the world" (Kawamura 2008: 1).

In 2001 a number of telecentres were erected in San Paulo, with municipality playing an important role in the process. By mid 2005 the number of Centres went up to fifty and they served approximately 30 000 people from the Amazon region to the outskirts of established large cities. Although most Centres offer only basic communication services and internet access, there are others that offer software application, administrative and financial training not only to telecentre coordinators and trainers, but also to society at large. It was estimated that in 2010 there were already 16 000 telecentres that were established and operational in Brazil

(<http://www.developingtelecoms.com/telecentres-in-brazil-training-builds-strength.html>).

The country has also established what is known as urban service delivery malls in the state of Bahia that ensure services are provided to clients in an environment that is affable, with well-trained staff, and operate in flexible hours (www.dpsa.gov.za/documents/networks/2ndconversation/Richard_Levin.pdf).

The Bahia community is a “fusion of Africans, Native Americans and Europeans”, and one of the communities that is faced with a lack of basic infrastructure; there is no sewage system and treated water. Schools are poorly maintained and a lack of proper transportation exacerbates the situation. The level of unemployment is high, as a result there is abysmal poverty, alcohol abuse and drugs (<http://www.globeaware.org/Content/trips/brazil/brazilprogram.php>).

The Centres were established as a means to reach those that were unable to easily access government services and live in abject poverty. Such Centers would have information and communication amenities that are contemporary and up-to-date, and expose communities to basic skills as far as tele-communication, management and general office administration are concerned (<http://www.telecom.net.et/~wolisso/telnews1.html>). It is also through government's partnership with civil society and organisations like Rede de informações para o terceiro setor, National Information Technology Institute and Petrobrás, the national petroleum giant that make the project of establishing telecentres successful. The partnership proves to be successful primarily because they consider such structures pillars of societal empowerment. These Centres are described as "intensive information technology project to fight poverty that intends to guarantee the citizens' digital privacy and security, and the strengthening of local development" (<http://www.developingtelecoms.com/telecentres-in-brazil-training-builds-strength.html>).

Lessons learnt in Brazil as far as these Centres are concerned are:

- That the presence of telecentres does not necessarily mean that the social and economic status of the community will automatically improve; and
- The introduction of telecentres and digital inclusion was not necessitated by economic and technological problem, but rather by an education challenge facing the country; it becomes a futile exercise if the centres focus only on the economic and technological problem without firstly addressing the education problem (Kawamura 2008: 1).

4.5.2 India

With the population of 1.15 billion people, India is the second largest country after China, and represents 17 percent of the world's population. It is estimated that by 2015 the population would have reached the 2 billion mark. The majority of the population dwells in rural areas, whereas those living in developed cities and towns are less than 30 percent of the total of country's population. The number of villages in India is 638,596, of which 593 731 occupied and 44 865 being uninhabited land (<http://geography.about.com/od/obtainpopulationdata/a/indiapopulation.htm>).

According to Muralidharan (2007: 1), although there has been growth as far as literacy rate is concerned, India still has almost half of its population illiterate, the majority being women. It is not illiteracy that is a challenge but also the health system is deteriorating. A survey conducted in 2003 by Harvard University in a sample of 3 000 public schools and 1 5000 primary health Centres across India revealed that 25% of teachers in schools run by government and 45% of health officials in government institutions were absent from work. The study also showed that another 25-30% of those teachers at school did not teach. That compromises both education and health service delivery, which in turn has negative impact on

the lives of ordinary citizens (<http://casi.ssc.upenn.edu/iit/muralidharan>). Service delivery is not only lacking on the two services mentioned above, it is also lacking in other services because of the corruption of government. Lack of service delivery prompted government to look for alternative ways, and the MPCCs were seen as an appropriate alternative.

The MPCCs, also referred to as Multi-purpose Community Telecentres (MCTs), are structures that will help in enhancing telecommunications, mostly in rural areas. The initiative of establishing MCTs was set in motion in 1994 by government in order to promote integrated rural development. One of the role players in the establishment of such Centres was United Nations Educational, Scientific and Cultural Organization (UNESCO) that has been instrumental in pioneering development in third world countries since 1996. UNESCO did not only look at India as a country that needed such Centres, but also establishing them in various developing African countries (http://portal.unesco.org/ci/en/ev.php-URL_ID=5341&URL_DO=DO_TOPIC&URL_SECTION=201.html).

The Telecommunications Centres were established to serve as a key aspect in promoting sustainable integrated rural development programme (http://www.itu.int/ITU-D/univ_access/mcts/india_mcts.html). The vision of the country in establishing these Centres was to "... encourage and support communities to manage their own development through access to appropriate facilities, resources, training and services". The local government that is closest to the communities was given the responsibility of ensuring smooth running of such Centres. They are termed community Centres as they should be owned and accessed by communities where they have been established. They are established in public or community libraries so as to enable communities access government and general information to enhance an effective "...dialogue between citizens and local/national institutions" (http://portal.unesco.org/ci/en/ev.php-URL_ID=5341&URL_DO=DO_TOPIC&URL_SECTION=201.html)

These Centres are regarded as cost-effective shared telecommunication facilities that would provide a variety of services ranging from education, health, offering business related training that will assist in opening doors for trading opportunities in order to alleviate poverty and improve the socio-economic status of rural communities, and other related community services. These kinds of services would be offered through several technologies (http://www.itu.int/ITU-D/univ_access/mcts/india_mcts.html). What would make implementation of a community telecentre project successful would be the involvement not only of communities, but also the cooperation of a wide range of local organizations and the private sector. They can contribute by supplying equipment and support activities of communities, setting up the facilities and contributing to the production of “content” and applications (http://portal.unesco.org/ci/en/ev.php-URL_ID=5341&URL_DO=DO_TOPIC&URL_SECTION=201.html).

In India the proposed pilot project in Rajkot District involved establishing 12 MPCCs in rural areas of Gujarat. Through this and other pilot projects participating in this global programme, sustainable models for provision of access to advanced information and communication services, such as tele-education and tele-health and the Internet, for rural population by means of MPCCs were developed. These were then replicated at the national level.

India’s MPCCs provide the following set of services:

- Tele-medicine for health care;
- Tele-trading for selling agriculture produce;
- Tele-administration for implementing the rural development programmes of the state government;
- Tele-customer service for telephone bill collection and registration of new connections;
- Tele-education and computer education; and
- Miscellaneous services, e.g. fax, photocopying and word processing.

(www.dsir.nic.in/pubs/itt/itt9803/multi.htm)

4.5.3 Pakistan

With a population of 149 million, Pakistan is said to be the second largest country in South Asia and its largest share of growth domestic product (GDP) comes from agriculture that contributes about 25% to the economy, and employs about 45% of the total workforce. The land covers about 800 000km and is regarded as the tenth most populated country in the world. Approximately 61% of the population lives in rural areas and lack basic services such as clean water, proper sanitation, health care, education, apt communication services, and lack of employment opportunities. By the year 2005 a survey conducted revealed that approximately two thirds of the population of Pakistan inhabiting rural areas are far behind the rest of the worls as far as economic and social development are concerned. This necessitated government to introduce community Centres that would be used for a variety of programmes, and one of the programmes was to introduce ICTs. This was a move envisaged to bring technology closer to the people, expose rural communities to facilities, services and resources like computer usage and other forms of communication, and help communities in skill and capacity development through training. ICTs, if properly used, can assist in improving the social and economic conditions of the people, and therefore alleviate poverty (Mahmood 2005:205).

Libraries were supposed to be Centres where free information is shared and education opportunities brought closer to communities, but they lack facilities, particularly ICT facilities. Libraries are buildings that have only few newspapers for reading by the communities. These libraries were then identified as Centres that would be used as telecentres in order to improve communities' knowledge and information (Khan and Bawden 2005: 534). As further stated by UNESCO (2004: 1), MCTs were envisaged as to contribute to the development of Pakistan "...by providing the government access to IT services". It was not only libraries that were identified to provide such services, but also Family Welfare Centres. According to the Ministry for Population Welfare, The Family Welfare

Centres which are the cornerstone and most extensive service delivery infrastructure going to be upgraded to Multipurpose Service Centres where activities such “...literacy classes/computer classes, local handicraft and other income generating activities’ can be offered on an ongoing basis (<http://www.mopw.gov.pk/event/Initiative/MPSC.html>).

The first telecentre was opened in the 1980s in Sweden and followed by many countries as a pilot project run by UNESCO. These Centres are used as technology hubs in which communities can set up programmes and access services by rural farming communities that will provide social and economic development. The Centres were used to provide services, training, creating job opportunities, and were seen as a way to expand equitably the telecommunications network and give rural communities a chance to “...adopt ICTs to their benefit, strengthen social ties within the community and economic ties with the outside world” (Mahmood 2005: 205, 206).

Through these Centres there has been some change in the lives of rural Pakistan population; there has been some growth in numbers as far as computer literacy is concerned, but the growth is slow due to the fact that poverty inhibits others access to such facilities as they have to walk long distances to reach such Centres. Although the government tried to introduce computer laboratories in both rural and urban schools to ease congestion in the Centres, statistics show that less than five percent of rural schools have computers laboratories as compared to a quarter of schools or educational institutions in urban areas (Mahmood 2005: 209).

The government saw a need of utilizing a parastatal which provides fixed line telecommunications called Pakistan Telecommunication Company Limited (PTCL), in which Pakistan government owns 88%, to make the multipurpose community telecentre project successful. Other companies joined forces also with the government, and they are National Telecommunication Corporation and

Special Communications Organization which have made the expansion of the project possible. PTCL has worked vigorously to establish more tele-info-centres in semi-rural, rural and remote areas through the Strategy and Plans Wing with the aim of promoting access to basic telephone, internet and IT services. There are, however, challenges faced by the communities, and they are:

- Low level of literacy: two thirds of the villagers are illiterate, and only ten percent of women who are half of the population are literate;
- ICTs were introduced in rural areas to contribute to the betterment of the lives, but most rural people are not aware of their existence. Most youngsters who are aware of such use internet for entertainment, watching pornography, which caused parents and village elders prevent children and women from having access internet;
- Language barrier: the language mostly used in internet is English, and 99% of the rural population does not know English;
- Service providers who erect the Centres in villages do not gain as much as they do in semi-urban areas, therefore the level of commitment on their side leaves a lot to be desired;
- Electricity: only 58% of villages have access to electricity and in some villages power is available for only ten hours a day;
- Sustainability: for the reason that the venture does not offer any profit to the providers of ICTs, there is a chance that these Centres will collapse;
- Rural development volunteers are not informed concerning the use of ICTs, therefore cannot promote effectively the use of ICTs by communities in the villages; and
- Political will is lacking as far as the provisioning of information services is concerned, the concentration is on provision of health, education, electricity, clean drinking water (Mahmood 2005: 215).

4.5.4 Turkey

According to the 2008 census the population of Turkey is 73,914,000. The literacy rate in 2009 was 87,4%, this is due to the fact that primary and middle school education is coeducational and also compulsory. Although schooling is compulsory as mentioned before, the ministry of National Education find it difficult to enforce attendance in rural areas because parents who were supposed to help government in this regard often keep children at home, particularly girls (<http://countrystudies.us/turkey/50.htm>). One out of five women in rural Turkey cannot read as they were denied the opportunity to go to school by their parents. As a result, when they migrate to towns in search of a better living style they are isolated and marginalised (<http://www.globalgiving.org/projects/turkey-literacy-for-women/>). It then became imperative for government to set up telecentres in rural areas to fight illiteracy.

Primary schools, especially rural ones, have been mandated by government to serve as telecentres that will not only be utilised by students but also by the communities where these schools are. Schools are considered Centres of learning in each village and town where they have been placed, and therefore have the obligation of educating not only learners who use the school on a day-to-day basis, but also the employed and unemployed elderly that need to learn after hours. Such schools are identified as Village Institutes by the Village Institutes Law passed in 1940 by the Ministry of Education, and are considered as institutions that are responsible for the development and improvement of the region where they are situated. Principals of these schools have the responsibility of ensuring that schools are operational twenty four hours a day to serve the purpose. The principal also must ensure that there is enough security and that all activities taking place at school are relevant to the needs of the users. Activities in such schools include the use of library, computers and any technological tool available, seminars and workshops, and the use of internet facilities. If there is a telecentre in a school, it is the principal's duty and prerogative who to hire to work

in a telecentre, according to the needs of the centre. Teachers from the same schools can be employed to operate the centre, and his/her services can either be free or paid by the school, depending on the decision by the school board based on the board's budget. It is emphasised though that if the teacher is from a school, the activities of the Centre should not negatively affect the school (<http://info.worldbank.org/etools/docs/library/91628/telecentres/telecentres/workshop/sbt-pdf/case-studies/LegalTurkey.pdf>).

In addition to Village Institutes the government also constructed MPCCs (commonly known as ÇATOMs) that were first launched in 1995 and at present there are 30 ÇATOMs active in nine provinces. These are placed in "district Centres and centrally located villages. Inhabitants of these neighbourhoods are mostly persons working informally in marginal, temporary, seasonal and precarious jobs for minimal wages/incomes". In the establishment and management of ÇATOMs, local requests are observed and co-operation is made with local lines of the Government while technical assistance is provided by the Development Foundation of Turkey. The buildings are provided by Province or District Governments or Municipalities under co-operation agreements. Government lines also provide trainers again under similar co-operation agreements. Programmes implemented under ÇATOMs include the following:

- Training programmes;
- Health programmes;
- Programmes for Income Generation and Promoting Female Employment/Entrepreneurship;
- Pre-school Training programmes;
- Children's support programmes;
- Social support programmes;
- Programmes for Social Responsibility; and
- Cultural and Social Activities.

(www.gap.gov.tr/English/Sosprj/catom.html).

The objectives of ÇATOMs are as follows:

- Creating opportunities for women to become aware of their problems and launch initiatives for their solution,
- Ensuring that women take part in public sphere and benefit more from available services,
- Enhancing female employment and entrepreneurship,
- Contributing to equal opportunities by empowering women,
- Starting the process of gender balanced development and developing replicable models relevant to local circumstances for participatory community development

(<http://www.gap.gov.tr/English/Sosprij/catom.html>).

Major achievements of Turkey's ÇATOMs include the following:

- ÇATOMs have reached the poorest and most disadvantaged population groups and contributed to social justice. They acted as facilitators and intermediaries in directing the poor to available social services, which eventually ended up in the development of participatory community development models;
- Based on local community participation and organisational partnerships, the ÇATOMs Model with its multiplier effect presented a justifiable ground for other projects focusing on participatory local development; and ÇATOMs and their activities contributed to the emergence of an understanding and awareness that women's inclusion in development projects is a must in terms of human rights and a factor which strengthens economic and social development. (www.gap.gov.tr/English/Sosprij/catom.html).

4.5.5 Evaluation of Telecenters in Developing Countries: Trans-Africa

The establishment of telecentres in other developing countries outside the borders of Africa has been hailed as a step forward in closing the digital divide in various communities, and seen as the solution to bring services to the people. The project in some parts of these countries has met some challenges that render Centres not very effective in accomplishing what they were intended for. The following are some of the challenges faced by Brazil, as expressed by Richard Kyle, the President of the Regency Foundation and Telecentros Brazil, who is also the founder of *Telecentros Brasil* in October 2002:

- **Selection of Center managers**

The recruiting and selection of telecentre managers was not carefully done, and one of the reasons for sloppy selection was that Centres are community-based, therefore there was pressure from the community side that local community members with no hands-on experience, who have limited skills be employed to work in the Centres. The other reason is that there were no proper and effective systems in place that would ensure that selection of recruits that work in the Centres is based on skills and experience. If they are not, then training programmes be introduced to equip them with necessary skills.

- **Funding of telecenters**

Funding the Centres has been a challenge, as they are expected to run themselves through funds generated by charging for services rendered, and also by collection of rental fees from tenants. Although various companies from the private sector had been approached to offer financial support and to donate supply necessary equipment, there has been little response. There has been some improvement in developing partnership with the Brazilian

shopping expo to offer financial support and stalls to increase telecentre visibility.

- **Following the pace of the communities**

The establishment and expansion of Centres was done speedily without understanding the culture, social and economic situation of communities. Some communities were skeptical when these telecentres were introduced, which caused them not to support them as we expected. Understanding the rhythm of the communities where telecentres have been built is crucial, as it helps one understand whether there is a need to expand rapidly or not. Another reason is that the employed staff at the Centres was not ready to be identified as employees of *Telecentros Brasil*.

- **Partnerships and trust**

At first it was very difficult to build relationships with communities, private sector and other organisations because the concept of telecentres was not known, and raised some eyebrows. It took some time to gain their confidence and convince them that sharing and exchanging of information and ideas will be mutually beneficial. The participation of communities in decision-making and other levels is vital, as it has an effect in building trust and confidence. What also worked was to employ community members to be consultants, and the trust grew (telecentres.isoc.am/references/info/jdc-kyle.doc).

- **Community participation**

In some areas, for instance India, some communities cannot use services offered in Centres because programmes introduced in Centres are not relevant to the needs of those communities. There was no proper communication and community involvement in determining what programmes need to be rendered,

they were imposed. As stated by McGrath (2003: 2), "... the programs should be planned around the most effective communication strategies available ... Injecting new technology into a community that has no use for it because it is irrelevant to their needs is a common and tragic mistake ... [as such a community] cannot use [that] technology because they have no frame of reference to imagine a developed, non-impooverished life". Those who establish Centres need to share their innovative ideas with communities on a continuous basis. It is important, therefore, to involve all stakeholders for a programme to be successful.

4.6 UNDERDEVELOPED COUNTRIES IN AFRICA

The three countries that will be discussed in this section are Ethiopia, Uganda and Mozambique.

4.6.1 Ethiopia

The first centre to be built in Ethiopia was Wolisso Telecentre sponsored by the British Council after extensive consultation with Oromiya Regional State Council, Oromiya Culture and Information Bureau, West Shoa Culture and Information Department and Wolisso City Council. The modern library was chosen to be such a centre because of it is a place where the local community can access information through the basic library services offered, and also "... because of its background in use and exchange" (<http://www.loc.gov/rr/international/amed/ethiopia/resources/ethiopia-education.html>).

The town of Wolisso is in the Oromiya region, founded at the time of Empress Zewditu's reign in 1923. The population depends on trade. The main purpose of such Centres is to develop communities in order to have better chances of

employment <http://www.telecom.net.et/~wolisso/telnews1.html>. Other objectives are:

- to make the world's pool of electronic information accessible to the community through the use of ICTs;
- to develop the awareness of the community members of the information resources and their utilisation for their daily life;
- to assist the educated members of the public by providing up-to-date information in various areas online (through Internet) and from CD-ROM information resources, etc. and access to e-mail which in turn will enhance research undertakings, education, personal development;
- to strengthen and improve communication between the government and citizens through the use of ICTs thereby contribute to the development of e-governance;
- to act as a model centre where the experiences gained out of its operation might be used in encouraging similar local initiatives in the future;
- to contribute towards overcoming the discrepancies between rural and urban areas, and to encourage greater local autonomy and accountability for planning and decision-making by way of making information resources accessible to the local community and administration; and
- to support distance learning through self-access and proactive information services including future telemedicine opportunities

<http://www.stockholmchallenge.org/project/data/multipurpose-community-telecentre-wolisso>).

Basic services to be offered in the centre would be general information on community issues, government services, how to start a business, how to improve agricultural practices, education, health and welfare. For the Centres to benefit

communities they need to be community-orientated. The formal and informal business sectors have to acquire useful information so as to increase employment opportunities <http://www.telecom.net.et/~wolisso/telnews1.html>. Other services offered at the Centres are internet, e-mail service, faxing, access to telephone service, CD-ROM service, word processing and desktop publishing, computer literacy, and library service (<http://allafrica.com/stories/200310240661.html>).

By August 2005 UNESCO had already established six Centres in Ethiopia, the sixth being the Harar Community Telecentre which has five computers connected to internet. The community can also access digital photography, scanning and printing. At a later stage the centre was also going to offer training on ICT usage, starting with the beginners course and progress to advanced training programmes that have been designed to "... support social development and capacity building" (http://www.noticias.info/Archivo/2005/200508/20050825/20050825_93139.shtm).

4.6.2 Uganda

The population of Uganda as estimated in 2007 was 30.9 million and an annual growth of 3.3% with 88% depending on subsistence farming and living in rural areas. Its population density regarded as the highest in the southern regions (bureau of African Affairs 2010: 1). Although literacy level is estimated at 67%, the illiteracy rate is 55,1% among women as compared to men who are at 36,5%. In rural areas the gap is larger as literacy rates are lower. There was therefore a great need of introducing programmes that would improve adult literacy. Adult literacy programmes were seen as playing an important role in educating women in Uganda, as they will help them acquire reading, writing and numeracy skills, and one of the strategies was to introduce telecentres (International Fund for Agricultural Development 2000:1).

The first telecentree to be built was Nakaseke. It was a big project that actively involved the local community, local companies such as Uganda Telecom Limited

and public Libraries Board, and also received funding from international donors to the amount of US\$500,000 (Mayanja 1999, Mopuku & Mensah 1999 in Benjamin 2001: 39). The telecentre is about 50 kilometres north of Kampala and serves villages with a population of 31 000. Building the telecentre was spearheaded by Harnessing Information Technology for Development, a wing of the United Nations System-wide Special Initiative for Africa. Other international sponsors were IDRC, ITU, UNESCO and the Danish aid agency called DANIDA. The MCT served as a pilot project and “facilitated by the enactment of the 1997 Ugandan Communication Act, which among other issues provided for the liberalization of the communications sector. That was due to the fact that the infrastructure of Nakaseke was extremely damaged by the 1980-1986 civil wars. The construction of such a centre was seen as part and parcel of reconstruction.

It was also necessary to introduce MCTs in Uganda to narrow the digital divide. Nakaseke was not the only MCT built in Uganda, there were others in Nabweru and Bunyoro. These Centres are equipped with televisions, video cassette recorders, computers for basic computer skills, internet and email services, printers, telephone lines, scanners, fax machine and photocopiers (Mayanja 2001: 107).

The launch of MCTs was a success in many villages and was seen as a step towards digital and information liberation by Ugandans that were adversely affected because of their remoteness from civilization, and also because of direct involvement by community in the erection of MCTs structures. The following are factors that have led to the success of the project:

- It is not only the communities that were actively involved in the establishment of the Centres, but also the local leadership that supported and committed themselves in making it a reality;
- The MCT is the only such centre in the areas where they have been erected, which gives them the monopoly position;

- The involvement of all stakeholders, including international donors developed formidable partnership and strategic alliances; and
- The commitment, devotion and innovation displayed by staff in the Centres to serve communities made a difference in the lives of communities (<http://www.comminit.com/en/node/147704/307>).

Although the launch of MCTs was hailed as a success, particularly with the involvement of local communities, there were some challenges the MCTs faced, and they are:

- Poor telecommunications infrastructure has hampered some service delivery into regions where Centres are:
- The power cuts that happen quite often disrupt services;
- High rate of illiteracy in the community and restricted accommodation for facilities; and
- Low usage of the centre by women because of men who do not use such Centres, and therefore prevent their spouses from using them

(<http://www.comminit.com/en/node/147704/307>).

4.6.3 Mozambique

Situated along Africa's southeast coast, Mozambique occupies 801,590 km². It has northern neighbour Tanzania, Malawi, Zambia, and Zimbabwe in the west; and South Africa and Swaziland in the south. The country has a population of 21,669,278, and its literacy rate is 47,8%, with males at 63,5% whilst females at 32,7%. It is estimated that about 60% of adults are unable to read or write. The low literacy level, particularly amongst the youth and female, can be attributed to shortage of schools and skilled and/or qualified teachers that would make education a reality due to the civil war that ravaged the country. For the reason that a number of young people are unable to access education, they are then

faced with few employment opportunities or with none at all (http://www.usaid.gov/stories/mozambique/cs_mozambique_literacy.html for).

With monopolistic telecommunications company, one cell phone operator, and limited access to newspapers, radios and television, communities fall behind on ICT communication development. The government aimed at remedying the situation by creating telecentres that would primarily be in rural areas. In 2000 two telecentres were launched in the Manhiça and Namaacha provinces with the help of Eduardo Mondlane University Informatics Centre (CIUEM) and IDRC with the aim of exposing rural communities to digital communication, and educate them for better employment opportunities. Services found in these Centres are facsimile, telephone, use of computers for basic typing, data processing, entertainment, emailing and use of internet to communicate with “relatives, friends, commercial partners, and counterpart institutions” (http://www.idrc.ca/en/ev-56550-201-1-DO_TOPIC.html).

As stated by Etta (2002: 1) the main aim of telecentres “...is the public provision of tools to enhance communication and the sharing of information... and is one answer to the prevailing condition of uneven and unequal access to information and communication technologies in rural and or remote areas”.

Since the introduction of telecentres in Mozambique there has been some improvement or change in the lives of certain communities. There are, however, some challenges that need to be addressed before the telecentre project can be hailed a success, and they are:

- Illiteracy serves as a huge stumbling block for communities to access these Centres;
- Centres have not been publicized, and as a result many people do not use them. There needs to be a marketing strategy employed by government and centre managers to market the Centres;

- Some Centres expect communities to pay for their use, particularly the internet, photocopying, phoning and faxing. The charges quite often are unaffordable, since the unemployment rate is high;
- Some buildings were in a poor condition, small, cramped, dirty and unhealthy, causing users not to be at ease using them;
- Lack of equipment such as adequate computers made it quite difficult for many users to participate in different activities that require a computer.
- Power failure often disrupts services offered at the centre;
- Human resource is still a big challenge. Centres are run by 22 year olds who only have high school education, and no training on management skills; and
- Not all people can access the Centres because of the time factor; Centres do not operate after hours to cater for those who are employed

(http://www.idrc.ca/en/ev-56550-201-1-DO_TOPIC.html).

4.6.4 Lessons learnt from Africa

Studies have shown that challenges facing African countries as far as telecentres are concerned are not unique to Africa, but are also experienced by developed countries, and they are as follows:

- **Sustainability**

In many Centres established there was no comprehensive sustainability plan in place. Governments initiate and fund Centres but fail to continue supporting them. The private sector shows less interest in giving financial support to Centres (Mayanja 2009:2).

- **Centres not appealing to rural women**

A survey conducted in East Africa by an NGO called UgaBYTES based in Uganda discovered that only a small percentage of rural women utilise Centres. This is due to the fact the majority of women is not employed and illiterate, and therefore cannot afford to pay for services rendered in Centres and cannot access computers because of the low literacy level. Those that can access computers and internet do not find gender-specific content. Topics that women are interested in are health issues, more especially those related to HIV and Aids, counseling, and they need guidance as far as business skills are concerned. Other issues such as gaining business skills and exposure to small business scheme for additional income, including education bursaries for those who cannot afford tuition fees topped the list. Other related issues were food security, helping those learners that are dropouts by training them in career guidance, and also expose them to organisations that provide with skills development (http://www.genderevaluation.net/mygem/news/telecentres_uganda_do_not_appeal_rural_women?1407269383=1).

- **Lack of resources and basic ICT infrastructure**

The majority of telecentres are faced with resource constraints. In many African countries there are no effective structures that have been built to facilitate networks. For the reason that there are no proper network structures in place, communities cannot use knowledge sharing opportunities to build and nurture effective relationships with other centre users. It is not only Centre users that do not benefit from lack of information sharing, but managers also. It is therefore imperative that before such Centres are erected, there should be proper infrastructure put in place, as that will promote effective communication of network activities.

- **Relevance of services**

In some instances such Centres are funded by donors from developed countries. This poses a challenge in that donors dictate how the Centre should run, imposing models that have worked in developed countries without taking context into consideration. What worked in one country may not necessarily work in another country. There is often lack of clarity on what services are offered by telecentres, as some just offer telephone service, and others offer support information services. The main focus of developing communities in various skills through training is lost, and will never be realised (<http://www.comminit.com/en/node/147690/308>). Rathgeber, the Joint Chair of Women's Studies Université of Ottawa/Carleton University Ottawa in Canada says, "... the emphasis has been on the provision of hardware and on solving the technical problems of connectivity. Like other technological innovations before them, TSCs were imposed without considering local needs, capacities and preferences" (siteresources.worldbank.org/INTGENDER/Resources/16Gender.ppt).

- **Funding**

There is no financial commitment from governments, particularly policy makers, to ensure that telecentres are sustainable. As observed by Roman and Caulle (2002: 5), it is prevalent in African countries that some politicians who are interested in self-serving that serving communities do not see the importance of empowering communities by connecting them "... through the modern tools of the Information Society, and follow that commitment with funding and organisational support for multi-year programmes". It is crucial that governments commit and make money available, and create the necessary infrastructure to make such Centres work.

4.7 CONCLUSION

MCTs are seen as one of the development solutions around the world in bridging the digital divide that have been in existence for long in societies and communities. In the developed countries like Canada and in Europe where they were first piloted they have been hailed as a success because communities that were not able to access information, and were not exposed to digital communication can do that locally without travelling long distances. In those areas where these Centres were piloted they were found to be useful. Although the introduction of such Centres in the developing countries has been successful and helpful, particularly in the remote areas and in communities that were previously disadvantaged as they brought, to a certain extent, economic and social improvement, access to information, education, health and other relevant basic services, there has also been some challenges that make some Centres fail in fulfilling the purpose they were meant to fulfil. Some of the reasons for failure is not providing proper infrastructure, lack of equipment and electronic devices for such Centres to be successful, lack of skilled personnel in running the Centres, and lack of proper funding that threatens their survival.

CHAPTER 5

RESEARCH METHODOLOGY

5.1 INTRODUCTION

For any research project to be done and completed successfully there needs to be a sound research design, as it is a tool used to properly structure the major components of the research project in order to get the desired outcomes as per the research objectives and key questions that need to be addressed. The purpose of a research design is "... to ensure that the evidence obtained enables us to answer the initial question as unambiguously as possible" (<http://www.nyu.edu/classes/bkg/methods/005847ch1.pdf>). As stated further by Welman *et al* (2005: 52) a research design "... is a plan according to which we obtain research participants (subjects) and collect information from them" , and explains "... what we are going with the participants, with a view to reaching conclusions about the research problem"

The aim of this research was to determine if the MPCCs had a positive impact in bringing services closer to the people, and whether service delivery has improved since they were introduced. It was therefore important to have a research design and methodology that will offer accurate and reliable information. The chapter gives a description of the methodology used to gather data and its justification thereof, and it covers the following areas interalia:

- Objectives of the study;
- Key questions to be asked;
- Nature of the Research;
- Method of Data Collection;
- Presentation and Analysis of Data; and
- Limitations.

5.2 OBJECTIVES OF THE STUDY

The key aims of this study are to, *interalia*:

- Analyse the rationale of establishing the MPCCs;
- Evaluate whether these Centres are adequately resourced to meet the needs of communities;
- Determine whether these Centres are accessible to ordinary citizens, and the kind of services offered;
- Identify public institutions using these Centres and the environment in which they operate;
- Unearth the challenges to maintain and sustain these Centres as important vehicles of service delivery;
- Compare and contrast similar Centres by citing case studies from an international context; and
- Devise a model of an MPCC to inculcate a people-centred and sustainable approach to enhance service delivery.

5.3 KEY QUESTIONS TO BE ASKED

The following key questions have been identified:

- What is the rationale of establishing the MPCCs?
- Are these Centres adequately resourced to meet the needs of communities?
- Are these Centres accessible to ordinary citizens, and what kind of services are offered?
- What public institutions are using these Centres and the environment in which they operate?

- What challenges are there to maintain and sustain these Centres as important vehicles of serviced delivery?
- What are international trends and challenges with similar Centres and the lessons for South Africa?
- What recommendations can be proposed to develop a more people-centred and sustainable MPCC model?

5.4 NATURE OF THE RESEARCH

The research was of an exploratory nature that required the researcher to be in different places to collect and analyse data that would be used to evaluate if the introduction of MPCCs in South Africa has improved service delivery, particularly in areas that were disadvantaged during the apartheid era. The researcher saw it necessary to use both the qualitative and quantitative approaches.

5.4.1 Qualitative approach

Van Maanen in Welman *et al* (2005: 188) describes qualitative approach as a term that covers various interpretive techniques that "...describe, decode, translate, and otherwise come to terms with the meaning of naturally occurring phenomena in the social world". In other words, a researcher goes out into the field to gather data through observation and asking questions in the environment's natural state, and later analysed in a variety of ways to get answers. It was therefore vital for the researcher to use questionnaires, observation sheet and interview schedule to generate data.

The approach is scientific in nature and uses observation, in depth interviews and focus groups for research purposes. It is used to obtain answers to a question by systematically utilising "predefined set of procedures to answer the question and collect evidence". The collection of evidence in this approach is

to make known findings that were not predetermined and are “applicable beyond the boundaries of the study”

<http://www.fhi.org/NR/rdonlyres/etl7vogszehu5s4stpzb3tyqlpp7rojv4waq37elbvei3tgmc4ty6dunbccfzxtaj2rvbaubzmz4f/overview1.pdf>).

5.4.2 Quantitative approach

The quantitative approach employs scientific methods and techniques designed in a way that will ensure the research is objective, general and reliable. The researcher has to be external to the research, and the findings must remain the same when a different person conducts the same research (<http://www.social-marketing.com/research.html>).

One of the characteristics of a quantitative research is true experimental research that identifies groups to be interviewed through random sampling. In random sampling “groups are assigned to the different levels of the independent variables ... (and) the various ways in which we can randomly assign individuals to groups, for example by tossing a coin, or by using a table of random numbers (Welman 2005: 80). For the purpose of this research a table of random numbers was used to determine the MPCCs to be visited in the three provinces.

5.5 METHOD OF DATA COLLECTION

In order for the research to weight in terms of the findings, the researcher saw it fit to use a variety of data collection methods. As stated by Patton (2002: 207), conclusions drawn from data collected through the use of a single method may be misleading, and therefore cannot be trusted, but collecting data using various methods gives the researcher a broad perspective on the matter being investigated. The use of interviews, observation, primary and secondary sources

combined validate the findings. For this research the following data collecting methods were employed:

5.5.1 Sampling Method

A stratified random sampling will be a suitable method to be used because of the different population that will be divided into relevant strata based on one or more attributes. The sample will be representative of all population groups to avoid biasness. The researcher used two different types of samples, and they are the beneficiaries of services who are also referred to as clients, and officials who are responsible to render services to clients. The latter represents the knowledgeable population because of experience, position, and information in the field of service delivery. They are officials who hold senior position in the public service and are directly involved with policy development, implementation, monitoring and evaluation. The former represents citizens who benefit from services rendered. It was crucial to get information from them as they experience service delivery first hand on a daily basis.

5.5.2 Sources of Information

According to Yin in Furuma (2000:31) there are six different sources that are used to gather information for research purposes, and they are interviews, physical artifacts, archival records, participant observation, documents and direct observation. Cohen *et al* (2000: 112) further state that for a study to be credible and well-balanced it is vital to apply methodological triangulation (the use of more than one method of data collection).

Murray (1999: 1) says that the use of methodological triangulation helps improve validity because accurate conclusions can be drawn only when there has been more than one technique used in gathering information. He further says that it has been proven that the use of more than one method of data collection has three

benefits. The first benefit is that it makes the researcher to have a careful comparison of quantitative and qualitative data which will add support for 'variables under investigation'. The second benefit is that if there is comparison, then in-depth dimensions about phenomenon will be brought to surface and understood. Lastly, methodological triangulation 'provides insight into revisions for the quantitative instrument'. According to May (2002:199), using various data collection methods ensures that researcher does not become bias, and it gives the researcher an opportunity of an improved understanding of facts. The following sources will be used to gather information:

5.5.2.1 Primary data:

Primary data will be gathered using the following methods:

(a) Interviews

Primary data was acquired through person to person interviews. Masango (2001:21) states that it is important, however, to note that interviews in some cases cannot guarantee accuracy of the information gathered and could be bias and inconsistent. That may be the result of either misinterpretation of the responses by the interviewer, deliberate lies provided by the interviewee or concealment of information by interviewee.

Both structured and semi-structured were used to identify two types of interviews, namely structured and unstructured. According to (Welman *et al* 2005: 164-165, 197-198) structured interviews are informed by questions compiled from an interview schedule, and these are directed to a participant face-to-face. The interviewer only asks questions that are written down in their correct order as they appear on the interview schedule, giving him little freedom of deviating from them. It is worth noting that questions need to be

asked in the same voice tone to prevent biasness. This kind of an interview demands a strong interaction between the interviewer and the respondent.

On the other hand semi-structured interviews are of exploratory nature and provide more information as compared to other methods of data collection. This method can either be in a form of in-depth interviewing and participant observation. The advantage of unstructured interview is that it gives the interviewer the latitude making a follow-up on previous questions asked to get more clarity. The questions asked usually should be directed to interviewee's first hand "...experiences, feelings, beliefs and convictions about the theme in question", and are meant for specific purposes such as:

- To identify important variables in particular area;
- To formulate penetrating questions on them; and
- To generate hypotheses for further investigation

(Welman *et al* 2005: 197-198).

It therefore became imperative in this study that the researcher should use a structured interview schedule that was directed to Government officials. The schedule had Sections A and B. Section A composed of nineteen questions that focused on biographical details of respondent, and Section B with seven questions meant to inform the researcher about the types of resources available at the Centres. The following key role-players and strategic stakeholders were interviewed:

- Two GCIS officials who are decision makers.
- Three provincial officials who are Senior Communications Officers in each of the three provinces where the study was conducted.

These are in direct contact with various Centres in provinces where they have been placed, and have in-depth information on the operation of Centres;

- Three managers in each province who run these Centres on a day-to-day basis. A total of nine managers were interviewed; and
- 18 Government officials working in Centres who interact face-to-face with clients on a daily basis.

All the interviews were conducted in strict confidentiality. None of the respondents' names will be released without the respondent's permission. All the documents related to interviews, including recorded tapes are kept in a safe place for future reference, and may not be used for any other purpose other than this research.

(b) Questionnaires

As another form of gathering data, questionnaires were distributed to clients of these Centres at selected municipal offices where Centres are based, taking into account the geographic representation from rural, semi-urban and urban areas. These questionnaires were administered to ± 60 clients of the service Centres that comprise of urban, semi urban and rural areas in each of the three provinces (a total of ± 180 questionnaires). This was done in order to draw comparison between external clients' views on service delivery and those of officials with respect to customer satisfaction, and officials' understanding of efficient and effective service delivery. The questionnaires were designed to obtain information relevant to the objectives of the research. The administering of questionnaires also depended on the approval from the Centres themselves.

(c) Observation Sheet

Observation is one of the methods used in research to gather, analyse and interpret data in order to evaluate whether the objectives of the research has been achieved or not. According to Welman *et al* (2005:171-173),

direct observation is a powerful tool that can be used to obtain accurate information. Direct observation is when the researcher is there personally to observe and record proceedings or participants in an actual environment. The researcher can also use mechanical aids such as a digital camera, video or audio recorders to capture behaviour. It is important that the user of such equipment should be someone who knows how to use them in an effective manner. The advantages of such data collection are as follows:

- The behaviour is studied and recorded as it happens, first hand. Unlike questionnaires, this method ensures that the researcher does not have to rely on participant's often unreliable or misleading account of events.
- The method gives the researcher an opportunity to rate behaviour and chooses the behaviour he/she would like to use for the research. If the behaviour is recorded, it can be used by different raters at a later stage, and it is likely that the result of the raters will be the same.

There are also disadvantages in using such a method, and the disadvantages are:

- When the observer's presence may influence the behaviour of the respondent;
- The observer may be prejudice, and that may affect his/her observation, and consequently affect the reliability of the results;
- There is minimal interaction of the observer with the respondent; and
- Subject error can occur if the researcher chooses to observe, for instance, sales in a retail shop when the weather is unfavourable, or

when there is a strike action by those who ferry clients if clients depend on transport coming to the store.

In this research the researcher used a structured observation sheet. A similar sheet was used to record how Centres operate, the infrastructure, surrounding environment, how staff treat clients and general observations about the functioning of the Centres. The sheet was divided into the following sections:

Section A: the section focused on the geographical details of the Centres. This aspect covers aspects such as the distance of the Centre from the community, mode of reaching the Centre by the clients, and the accessibility of the Centre to clients.

Section B: it focused on the surroundings such as security fence, availability of litter bins, the paintwork of the building and marked directions leading to the buildings.

Section C: the section focused on whether the buildings were accessible to the physically challenged, the general cleanliness of the Centre, and ventilation within the buildings. It also looked at the availability of furniture, help desk, health and safety equipment like fire hydrants, furniture in the waiting room, whether the vision and mission of the Centre and *Batho Pele* principles were displayed on the walls.

Section D: this part was concerned with the general behaviour and attitude of personnel towards clients and other visitors of the Centres.

(d) Secondary data

The data was obtained through surveys and studies already conducted in this field, and from government legislation and policies. Review of the relevant existing literature in the form of books, journals, periodicals, news media and any other relevant literature will also be used.

5.6 ANALYSIS OF DATA

It was important to analyse data by grouping each response according to themes and patterns from the questions asked in the questionnaire, and from personal contacts. As stated by Welman *et al* (2005: 211) theme identification in the process of analyzing data is the fundamental component in a research. Themes are “described as an ‘umbrella’ constructs which are usually identified by the researcher before, after and during the data collection”.

The researcher used information from the primary and secondary sources and grouped it into specific themes. The following techniques, as mentioned by Welman *et al* (2005: 212), were used in identifying themes:

- Word analyses: this includes counting indigenous terms and key words used in context, and also by words that were repeated by respondents throughout interviews that expressed sentiments and attitudes.
- Reading of larger units by comparing answers given by respondents in interview schedules and questionnaires. In some instances the researcher had to search for some missing information by comparing and contrasting the information gathered through various means such as tape recorders, or even going back to the field to get missing answers and information.

- Analysing the linguistic features of respondents' answers, as some interviewee used figures of speech such as, among others, metaphors, simile and analogies. The role of the researcher is to request the respondent to explain the figure of speech without the interviewer making assumptions.
- The researcher, in order to understand and familiarise himself with the content of questionnaires and interview schedule, had to read their content thoroughly and mark certain different viewpoints expressed by respondents that are key phrases by using highlighters with different colours.

The above techniques made it easier for the researcher to scale down the huge amounts of information into smaller parts that made the information gathered easy to understand and interpret. The information gathered from the research was recorded, analysed, and conclusions drawn on whether the objectives of the MPCCs were met.

5.7 ETHICAL CONSIDERATIONS

As the study was based on human subjects, the research ensured that ethical issues were taken into consideration. According to Welman *et al* (2005: 1810), ethical consideration is important in research. Issues like honesty in reporting findings and respecting the rights of individuals should guide the researcher when collecting data and writing up a research report, as the violation of such may lead to litigation and render the research null and void. Principles that need to be taken into consideration ethical considerations are that no respondents will be harmed by the study, and they voluntarily participate. They should be told that they have the right to refuse to participate. There are three stages of research project in which ethical considerations comes into play, and they are:

- When respondents are recruited;
- During the intervention and/or the measurement procedure to which they are subjected; and
- In publicising the results of the research.

Welman et al (2005: 182) continue to say that the following ethical issues also need to be taken into consideration:

- **Competence:** it is unethical for a researcher to engage himself/herself in a research that requires a certain skill, and yet he/she does not possess the skill. That may cause harm to participants/respondents and may lead to the abuse of participants' goodwill, therefore damaging the reputation of the institution that gave the researcher permission to do the research. Time and money may also be wasted in the process;
- **Literature review:** before any research is undertaken, there should be a thorough review of the literature to ensure that a similar research has not be conducted elsewhere;
- **Plagiarism:** the researcher should avoid using other authors' data without acknowledging them. In some cases there is a need to obtain written permission prior to the use of such data; and
- **Falsification of results:** misleading or falsifying results is considered highly unethical.

The Economy and Environment Programme for South-East Asia has the following ethical standards or principles when gathering information for research purposes:

- Before individuals are subjected to research, it should be made known to them the aim, methods, benefits and possible dangers of the research;

- Participants to be told of their rights to object, abstain or terminate their participation any time when they decide to; and
- They need to be assured confidentiality of the information they provide, and also withholding their identity, keeping it strictly confidential (http://www.idrc.ca/en/ev-65406-201-1-DO_TOPIC.html).

It therefore became imperative that the researcher obtains Ethical Clearance from the University to undertake the research. The researcher also gave respondents an informed consent letter before the interviews were conducted and questionnaires given that notified them of the aim of the study, and that they may abstain from the research at any given time. The letters were read and signed by participants. A copy was left with respondents and another kept by the researcher.

5.8 LIMITATIONS OF THE STUDY

The research confined itself to the evaluation of the MPCCs and how their establishment impacts on the services rendered by government to its citizens. The research wanted to assess if these Centres accelerated service delivery to millions of South Africans that were disadvantaged because of the apartheid regime, and whether services rendered to communities by the Centres are relevant to communities where they have been established. The research also looked at the shortcomings of these Centres and provides suggestion on how to convert the shortcomings into strengths.

5.9 CONCLUSION

For any research to be valid and reliable it is imperative that the researcher employs various data collection methods. It is noteworthy that data collection has a direct bearing on the outcomes and analysis of the findings, and therefore

demands that the researcher knows the objectives of the study, chooses appropriate data collecting methods, plans and execute the plans properly, keeps accurate record of the data collected and the findings, and make an informed conclusion.

This chapter gave an overview of the research methodology used for the research. It started by mentioning the objectives of the study and the key questions asked. It went further to state the kinds of methods used that would enhance the validity, reliability and objectivity of the research findings. The methods employed were sampling, interviews, observation and questionnaires. The chapter ends by stating the limitations of the study.

CHAPTER 6

PRESENTATION AND ANALYSIS OF DATA

6.1 INTRODUCTION

This chapter presents the findings of the research. The data collected was done mainly through observation sheet, questionnaires, and interviews. The application of the observation method was to evaluate the day-to-day operation of the Centres, including the attitude and behaviour of staff towards clients. The method was also employed to assess the functionality of Centres by examining the infrastructure and the environment in and around each Centre.

The interviews were conducted with different government officials that are directly and indirectly involved with the Centres. The officials directly involved with the Centres are the centre managers, supervisors who are assistants to the Centre managers, and the different representatives of government departments within the Centre. Those that are indirectly involved with the Centres are Senior Communications Officers that are not necessarily based in the Centres but visit the Centres on a continuous basis. Questions asked during the interviews focused on the effectiveness of the Centres in fulfilling government's objective of speeding up service delivery.

The questionnaires were directed to clients that utilise Centres on a day-to-day basis, particularly those that were previously disadvantaged and could not access proper basic services, and to determine if service delivery has improved since these Centres were introduced.

The first part of the chapter will give a historical background of the three categories of Centres visited in each of the three selected provinces. The data was gathered

using the observation sheet and interview schedule. The background information will be arranged in the following manner:

1. The background of the Centre;
2. The management of the Centre;
3. Resources:
 - Physical resources and maintenance thereof.
 - Human resources;
4. Accessibility of the Centre to ordinary citizens and the kind of services offered; and
5. Systems put in place to ensure the Centre is effective in the delivery of services.

The third part will present data from questionnaires and interviews conducted between July 2009 and February 2010. There were 19 and 23 questions on the questionnaire and interview schedule respectively. Most questions were in a five-item Likert scale, and information was converted into pie charts according to their themes. The researcher used the pie chart because of the following advantages:

- Multiple classes of data can be displayed according to their relative proportions;
- The size of the circle can be made proportional to the total quantity it represents;
- A large data set can be summarised in visual form;
- The chart can be visually simpler as compared to other form of graphs;
- It gives an allowance for a visual check on exactness of calculations;
- It explains itself without requiring detailed explanation; and
- Easily understood due to widespread use in business and the media

(<http://geographyfieldwork.com/DataPresentationPieCharts.htm>).

The researcher visited the following Centres which, for the purpose of this study, were grouped in three categories, *videlicet*, Centres in rural areas, Centres in semi-urban areas, and Centres in urban areas.

6.2 BRIEF HISTORY OF CENTRES

The following discussion gives a brief history of Centres visited in the three provinces namely KwaZulu-Natal, North West and Gauteng:

6.2.1 Centres in Rural Areas

Centres falling under this category are placed in remote and isolated areas of the country, mostly are in farms. These areas are struck by poverty, high rate of unemployment, and have limited access to basic services. As stated by Herselman (2003: 945), communities residing in these areas live below living subsistence, and have no access to basic economic and development infrastructure. The three Centres situated in such areas in the three provinces as mentioned above are Nhlazuka Thusong Sevice Centre in Richmond (KwaZulu-Natal), Lerethlabetse Thusong Service Centre in Hamanskraal area (North West), and Onverwacht Thusong Service Centre near a diamond mine in Cullinan (Gauteng).

6.2.1.1 Nhlazuka Thusong Service Centre – KwaZulu-Natal

The Centre was visited on the 14th of July 2009 and the following is the Centre's brief history:

(a) Background

The Centre is situated in a rural area, about 34km from the main town. From the main road there is no sign that shows direction to the Centre, and one has to travel about 15km on a smooth gravel road before reaching the Centre. It is surrounded by 7 villages that are targeted for services, and the furthest is about ± 7 km from the Centre. It was established in 2006 and launched in 2007 as a fully fledged Centre. It is a modern double-storey building that has a single entrance with a reception office that has attendants that help in directing clients to a relevant office. There are a number of offices arranged in a rectangular form but attached to one another, toilet facilities designated for both clients and officials separately but with no water. Some offices are located on the first floor, and only accessed through steps.

There is electricity, telephone lines and access to internet. The local municipality is responsible for the Centre. Since there have been a number of burglaries the municipality hired the services of a security company to keep a watchful eye on the Centre on a 24 hour basis.

Although the Centre seems to be functioning normally, there is a problem of water that does not often reach the Centre because of electricity that goes off time and again, affecting the machine that pumps water to the reservoir.

(b) The management of the Centre

The Centre manager expressed a concern that decision-making is still centralized. He feels disempowered as all decisions pertaining the running of the Centre and the hiring of staff are done by the local municipality without his active involvement in the process. The only time he will be called in is when interviews are

conducted. Even then he has no say as he assumes the status of an observer. He feels that his being there is just to manage and maintain buildings. There are also frustrations caused by the tedious process of procurement that causes

maintenance of buildings to be delayed. For instance, the Centre has a telecentre that has been vandalised several times but he is unable to operate the telecentre as the municipality cannot provide computers anymore. Request after requests has been made by the manager but nothing has been forthcoming.

(c) **Resources**

The following resources will be discussed:

- **Physical resources and maintenance:** the building is a modern one, arranged in a rectangular shape with many offices used by different public service providers, a kitchen, a hall usually hired or given out to communities for events such as weddings, community meetings, parties and concerts, and toilet facilities. The building is well maintained by the local municipality.
- **Human resources:** the manager has a junior degree in Public Administration and Management, and works with capable staff who are employed by different departments, and who usually go for training for the particular job they are doing. There are also interns that come from local communities where Centres are situated. Most staff have either a diploma or a degree, even though some degrees are not related to the jobs they are doing.

(d) Accessibility of the Centre and the kind of services offered

The Centre is accessible to all communities in its surroundings. Those in the nearby villages are able to walk to the Centre, and those who stay a distance away usually use bicycles, buses, taxis and cars. The service providers currently available are a post office, library, South African Police Service customer care centre that operates only from 8H00 to 16H00 as all other offices, the Department of Home Affairs (DHA), SASSA, Social Development, a dysfunctional tele-centre, a circuit office for the Department of Education (DoE), Department of Justice (DoJ), and a hall used for various community functions. Many departments use the Centre as a satellite; the main service is offered in the town offices. For instance, there are no birth certificates applications offered in the Centre, clients have to fill in forms which will be processed in town offices and then the client will have to collect the certificate after some days.

(e) Systems in place to ensure effective delivery of services

Although the Centre manager has no control over the departments' officials, he ensures that they arrive on time and on the set dates. They have to give him their timetable and also inform communities on their days they will be available for service. The manager has to report those officials that do not adhere to their timetable to their immediate senior in the Head Office. For the personnel that is directly under him, they have to sign in and out at the agreed upon times in the time book. The manager monitors and evaluates staff on a regular basis and ensures that the performance agreement documents are filled in and signed.

Table 11: SWOT Analysis of Nhlazuka Thusong Service Centre (KwaZulu-Natal)

<u>STRENGTHS</u>	<u>WEAKNESSES</u>
<ul style="list-style-type: none"> • Roads leading to Centre make it easily accessible. • Modern structure with necessary facilities. • Electricity and water available. • 24 hour security service. • Telephones for communication with outside world. • Flatlets within compound. • Capable personnel with relevant qualifications. • Adequate office space. • Availability of hall for community activities. • Internet access. 	<ul style="list-style-type: none"> • No visible signs leading to the Centre. • Manager not having control over departments' personnel. • Frequent electricity and water supply cut off. • Non-functioning computer laboratory. • No integrated service delivery. • Other communities traveling long distance to access Centre services. • Information inadequately shared with surrounding communities. • Building not catering for the physically challenged. • Centre is a satellite • Stakeholders not fully involved.
<u>OPPORTUNITIES</u>	<u>THREATS</u>
<ul style="list-style-type: none"> • Big yard that can be used for projects to empower community. • If computer laboratory can be equipped, it can be used to enhance community computer skills and internet usage. • Flatlets can be rented out to generate income for Centre • Centre capable of processing applications 	<ul style="list-style-type: none"> • Lack of involvement of stakeholders often causes friction between chiefs, and departments offering service. • Frequent water unavailability may lead to health hazards. • Electricity cuts disrupt services and may render Centre ineffective.

6.2.1.2 Lerethlabetse Thusong Service Centre – North West province

The Centre was visited on the 6th of June 2009, and the following is background information of the Centre:

(a) Background

The Centre was established in 2001, the first to operate in the North West Province. It is situated in the Moretele Municipality in a village \pm 100km north of Pretoria, and about 90km west of the only township in the district. The nearest town is about 70km on the north. A little dirt road that stretches from the main gravel road that is used by public transport leads to the Centre, and clients have to walk about 500m to reach the Centre. It is in the heart of a village that is under a chief, and the closest public institution is a high school that is adjacent to the Centre. The name of the Centre is derived from the seventeen villages that it serves; the furthest village is about 30km away.

The Centre has one modern building that was previously used by the high school as a boys' hostel that has been converted into offices. It is a well secured building that has one entrance. The building is rectangular in shape and a steel and corrugated iron shelter has been erected to cover the inner area of the Centre that is used as a waiting section, and has a television set that keeps clients busy whilst still waiting to be served. There are nine offices that are occupied by different departments, a standalone mobile office that is used by an NGO, separate toilets for both males and females, and a kitchen.

(b) The Management of the Centre

The current person in charge of the Centre has a junior degree in Social Science, and has been acting in this capacity since 2009. Before acting she was an administrator, and is still paid the salary of an administrator by the municipality.

Her duties are to ensure that there is service delivery in the Centre, and that various departments' officials arrive on specified days and on time. She cannot be permanently appointed as the person who is has been appointed to manage the Centre is based in the municipality office, about 30km away, and is not prepared to come to the Centre because he has to perform municipality duties and that of a Centre manager. The municipality, as the body that pays his salary, seems to have no power in compelling him to be based at the Centre.

(c) Resources

The following resources will be discussed:

- **Physical resources and maintenance:** the Centre is well equipped with the latest technology like computers and air conditioners. There are offices that are vacant that can be used by other interested departments. Although the tele-centre has computers, there is still a need of more computers as the number of computer users is increasing. The municipality maintains the buildings, although toilets still have to be well maintained, and the yard still needs to be attended to.
- **Human resources:** the number of general workers is 4, which is insufficient for such a busy Centre. The general workers do not only maintain the cleanliness of the environment but also help in directing clients to the right offices and manning the queue. They are equipped with necessary skills to perform their duties as they are often trained. The departments' officials are qualified for the jobs they are performing. However, there are departments that still need to increase the number of personnel because of the large number of clients that access services each day.

(d) Accessibility of the Centre and services offered

The communities where the Centre is and the surrounding villages have access to the Centre. The nearby communities walk to Centre, and those from distant villages use different modes of transport like donkey carts, bicycles, cars, taxis and buses. The manager only communicates through her cell phone. There are no fax facilities. The departments represented are:

- SAPS that deals with affidavits and other legal cases such as common assault, domestic violence, and also refers clients to court for protection orders. The officers in the Centre communicate regularly with the local police station on major offences and whenever a van is required to transport an offender. The office does not operate on a regular basis but only when a need arises. It is the duty of the Centre manager to phone the police station to send officers whenever there is a need.
- DHA: officials come only on Tuesdays and Wednesdays to help clients on various issues including identity documents applications, birth certificates, death certificates, and passports.
- SASSA: office opens only on Tuesdays and Thursdays, twice a month. The Department processes application forms from the community that have to do with old age grant, child support grant, disability grant, grant-in-aid, foster child grant, and care-dependent grant.
- GCIS: the office is manned by the Senior Communications Officer from the Department, and has to ensure that the Centre functions properly on a day-to-day basis.
- A tele-centre: it is run by an NGO that is composed of three local community members. It has 10 computers and a printer, and users are

able to access internet at a fee. Formal computer classes are conducted from Monday to Friday each week at a cost of R560. The main purpose of the tele-centre is to equip local community members with basic computer skills.

- DoL: it used to be at the Centre on Thursdays of each month, but stopped in March 2009 because of lack of sufficient personnel.
- Public Protector and Independent Complaints Directorate: these address complaints from the community concerning services they receive from government, and the protection of consumer rights. The Public Protector comes only twice a month.
- NGO: using a portable accommodation made of prefabricated material, it helps community members that have problems with substance abuse such as drugs and alcohol. The Centre operates every Mondays to Fridays.
- DPSA: it had officials (consultants) in the Centre that used to utilize one office as a General Service Counter to check if each client of the Centre on a queue has the right documents, and refer the client to the relevant department. The consultants had a task of educating clients that are in a queue waiting to be served on issues like HIV and Aids, and consumer rights, through the use of digital versatile disk (DVD), and also helped other departments' officials whenever there was staff shortage. The Department and its consultants have since been withdrawn from the Centre without any tangible explanation.

(e) **Systems in place to ensure effective delivery of services**

The acting manager has a time book that is signed by personnel under her control in the morning when they come in and in the afternoon before they leave. This is to ensure they arrive and leave on time. She does not have control over other departments' personnel; however, if they are not punctual or leave clients behind without attending to them, she communicates with the Head Office and informs the relevant supervisor or head of department of such behaviour.

Table 12: SWOT Analysis of Lerethabetse Thusong Service Centre (North-West)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Availability of electricity supply, although not frequent. • Modern buildings that accommodate a number of service providers. • Fully functional tele-centre used to develop communities from different surrounding villages. • Security service available. • Cell phones used for communication. • Adequate empty office space to accommodate additional service providers. • Capable acting manager • Internet access. 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Centre a distance from main road. • No visible signs leading to the Centre. • Manager not having control over departments' personnel. • Inconsistent water supply • No integrated service delivery • Communities from surrounding villages travel long distance to access services. • Building does not cater for the physically challenged. • Not all stakeholders participate in making Centre sustainable. • No projects offered for economic development of communities.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Centre can be developed to be a fully fledged service point that processes all documents. • More projects can be introduced to develop communities in various skills. • Library can be introduced for nearby school learners to benefit. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Lack of funds threatens survival of Centre. • Inconsistent water supply may lead to health hazards. • Thugs mugging recipients on their way to the Centre.

6.2.1.3 Onverwacht Thusong Service Centre – Gauteng Province

The Centre was visited on the 27th January 2010, and the following discussion gives the brief history of the Centre:

(a) Background

The current building used as a Centre was first built in 2003 by the Department of Sports and Recreation. It was meant to take care of the sporting activities of the community, and the main aim was to promote different sporting codes such as soccer, cricket, netball, and volleyball in the community. Rugby was recently introduced together with indigenous games such as *kgathi*, *mrabaraba*, *incubi*, *intonga*, and the like. A need arose from the community to have extra services from government, and in October 2007 a TSC was introduced.

One has to travel 15km from the small mining town to the Centre on a tarred road. There are \pm 300 households in the community. The Centre is surrounded by a concrete wall and next to the only school that has grades R to 7 in the vicinity. The area was previously designated to Coloureds, but is now densely populated by Africans. The majority of residents are unemployed, and those who are employed are farm labourers.

(b) The management of the Centre

The centre has no manager, only care-taker manager that has been employed on a full-time basis as an assistant librarian; he does two jobs but paid for one. He has been managing the centre since 2005, but the local municipality does not want to give him managerial status. He is responsible for the running of the Centre and its maintenance, in charge of the booking of the hall within the Centre, helps with distribution and collection of sports equipment to community members who usually come every working day in the afternoons. He is also responsible of recording

every visitor that comes to the Centre, including service providers, and monitors them and the services they provide.

(c) Resources:

The resources are as follows:

- **Physical resources:** the building has six offices that are sometimes shared by service providers. Service providers provide their own furniture. There is no landline and the manager has to make use of his personal cell phone. There are only two computers; one in the library used only by the assistant librarian, and another used by the Department of Sports official. The wing of the Department of Education, Gauteng-on-line, brought three computers to be used in the library, but are not used because there is no satellite dish that would make users access internet. There is also a community hall that has its own kitchen and toilets used by clients of the Centre. The hall is used for various functions by both government and the community. There are also other toilets next to offices used by both clients and officials.
- **Human resource:** the manager who has been employed by the municipality has no general workers assisting him in the upkeep of the Centre. He relies on volunteers who come as they wish, and has no say over them. Although the walls are well painted, there is still a need to clean them quite often. Service providers also complain about being overloaded with tasks because of shortage of staff.

(d) Accessibility of the Centre and services offered

The Centre is accessible to the community, and the majority of clients walk a short distance to the Centre. The service providers utilising the Centre are:

- DHA: the personnel only comes on Tuesdays and Thursdays each week to help clients with filling in of applications forms concerning birth and death certificates, identity documents and passports. The forms are then sent to the town offices where they are processed.
- SASSA: the officials come twice a month, and the dates are not fixed. They phone the manager in advance to inform him of the date they will be coming. This office deals with applications concerning social grants, also processed in the head office.
- DoL: the Department only dispatches personnel to the Centre only on Fridays, and
- Department of Agriculture: once a month, the manager phoned in advance concerning the date.
- DSD: the Department used to come quite often but stopped since September 2009 with no explanation given to the Centre manager.
- Department of Sports and Recreation; they come Monday to Friday each week. They promote sporting activities.
- Clinic: it is situated next to the centre and offers a variety of health services.
- Library: serves all community members regardless of age and status, but often used by school children for research.

(e) Systems in place to ensure effective service delivery

Service providers fill in the time register when coming in and leaving. The manager has no control over service providers as they are directly under the control of their various departments. If they do not pitch up at the Centre on the

agreed-upon dates, the manager phones them to enquire about their whereabouts. Since there are no other workers who are in direct control of the manager, there was no need for the implementation of performance evaluation systems. The manager is evaluated by the librarian who is based in another town which is 25km away.

Table 13: SWOT Analysis of Onverwacht Thusong Service Centre (Gauteng)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Department of Sports is active in bringing various sporting activities.. • Availability of 24 hour security service. • Available landline used for communication. • Adequate office space. • Physically disabled catered for. • Hall for community activities • Use of library by community and learners from nearby primary school. • Centre accessible to community. 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • No visible signs leading to the Centre. • Manager does not have control over departments' personnel. • Pulling out of other service providers without notification and explanation. • Service not meeting expectations of community in projects and programees for its development. • No manager but only caretaker. • No general workers, community volunteers to clean and maintain Centre.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Illiterate community members can use nearby school and library for improving their literacy level. • Projects can help in developing communities in various skills, and improving their economic status. • Funding can be augmented by hiring out of the hall for occasions like concerts and other fund-raising activities. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Lack of funds threatens survival of Centre. • Poverty and high unemployment rate can breed burglary and theft of equipment in the Centre. • Service providers who pull out may also contribute to ineffectiveness of Centre. • Inconsistency and frequent absenteeism of service providers damages reputation of Centre. • Inadequate personnel, if not attended to, can have negative effects on service delivery

6.2.2 Centres in Semi-urban Areas

The semi-urban Centres are placed in informal settlements and small townships that do not have all basic services as compared to those in urban areas. These areas are also struck by poverty, crime and high rate of unemployment. According to <http://www.hst.org.za/healthstats/11/data>, semi-urban areas "... are not part of a legally proclaimed urban area, but adjoin it... (and) are further away from towns and cities".

The following is a discussion on Centres situated in semi-urban areas:

6.2.2.1 Bhamshela Thusong Service Centre (KwaZulu-Natal Province)

The centre was visited on the 07th of August 2009. The following discussion gives an overview of the Centres:

(a) Background

It is situated 45 km from the main town and over 100km from the main city. Surrounded by a business area, it buzzes with activities. There is a taxi rank about 10 metres from it that serves as a departure and arrival point of minibus taxis that ferry people to the nearest town and further places. There are also shops, business offices and stalls used by informal traders. What separates it from the rest of the surrounding area is a high fence, with only one entrance controlled by a guard that leads to the buildings.

The Centre has a small waiting area at the reception section, and clients are ushered to relevant service provider after being interviewed by the receptionist. There are a number of services offered in the Centre, and all offices are located in one building that is rectangular in shape. It has mixture of a modern building and

old school type building. It has a number of offices used by different service providers at different times. Each office has either a counter/counters or desks that are occupied by departments' representatives where specific services are offered. One office that is being used by the DHA has a back office where difficult issues that cannot be handled by frontline officers are referred to. Offices are electrified, have a landline and internet is accessible.

The yard is well paved and some buildings are new. There are separate toilet facilities that are used by both clients and officials and in good order except that water is sometimes a problem. Those used by clients are pit toilets whereas those of officials are modern flush toilets. There is one small litterbin that is being used by both the public and officials. Generally the yard is kept clean although the garden still needs attention. There are adequate fire hydrants, and windows have burglar guards. The Centre services over ten villages and the furthest is about 25km.

(b) The Management of the Centre

The Centre manager who represents GCIS, although employed by the local municipality, is responsible for the maintenance of the buildings, and to see to it that each department is there on scheduled days and on time, although he does not have direct control over the various departments' personnel. He also serves as the representative of the municipality as he attends to clients' complaints regarding services such as rates and taxes, electricity and other municipal services that may be required at that time.

(c) **Resources**

The Centre has the following resources:

- **Physical resources and maintenance:** The modern building houses a municipality customer care office that is occupied by the Centre manager and his assistant. Other services offered are from the Department of Labour, DoE, and GCIS. There are other offices that are still vacant, and SAPS is expected to occupy one office in the near future. A board room that is also used for training and other activities is available and well furnished. The local municipality is responsible for maintaining the building. There is also a standalone communal facility used as a tele-centre that is run by an NGO, offering services such as faxing, public telephones, photocopying, and computers that are primarily used to train community at a fee. Other government departments such as SASSA and the Department of Social Development are also available on site in the old type stand-alone buildings.
- **Human resource:** there are two departments that seem to have sufficient manpower to handle a great number of clients that flock to the departments for services, namely the DHA, SASSA and DSD. In strengthening personnel the DSD has students that serve as interns, and therefore ease the load of a permanently employed social worker. The Department of Labour and DoE each has one official. The former comes once in a week, on a Friday, and attends to many clients, whereas the latter comes on a daily basis. Both do not have assistants and therefore are often overwhelmed by the number of clients that tends to be too exhaustive for one person.

(d) Accessibility of the Centre and services offered

The Centre is next to the main road, and one has to ask about its location. The road sign pointing to it is not visible enough because of its size. Even when asking about it, community members do not seem to know its location as it is called 'Home Affairs' instead of Thusong Service Centre (although on the sign board it appears as such). There are ramps that have been built to take care of the needs of the physically challenged. For effective communication with the outside world, there is a telephone line and fax facilities.

The Centre serves many villages, and the furthest being 25km away, the clients still have to use public transport in order to reach the Centre. There are no local mini-buses; instead they use cabs that charge each person R8.00 for a single trip. With the unemployment rate being so high, it becomes a challenge for many to reach the Centre.

Generally clients get the required services in the Centre, but most clients are dissatisfied with the kind of treatment they receive from one SASSA official who does not show any respect to clients. Another complaint is leveled against the Department of Labour that does not adhere to times. Clients claim they always arrive at the Centre at 08H00 expecting to be attended to, but the official arrives at about 10H00 and sometimes later than that.

(e) Systems in Place to Ensure Effective service delivery

The Centre manager does not have control over the various departments' officials who render services in the Centre; he only monitors general workers that are paid by the local municipality. They are monitored on a daily basis by the manager who keeps a record of their arrival and departure time. The officials working in the Centre are remotely monitored by their seniors who are about 45km away.

Table 14: SWOT Analysis of Bhamshela Thusong Service Centre (KwaZulu-Natal Province)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Centre accessible to communities. • 24 hour security service available. • Landline and emails used for communication. • Adequate office space that can accommodate additional service providers. • Physically disabled catered for. • Board room that is utilized for meetings and training sessions. • Internet facilities available. • Public transport readily available. 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • No visible signs leading to Centre. • Manager's powers limited over departments' personnel. • Availability of adequate water still a challenge. • Serves as a satellite Centre. • No projects and programmes for community development. • No involvement of local village chiefs in matters of the Centre. • Community knows the Centre as Home Affairs.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Centre located in business area, therefore funding should not be a problem. • Introduction of developmental projects can open employment opportunities for community members. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Lack of adequate water supply may be a health hazard to service providers and clients. • Lack of courtesy by officials discourages and angers clients, if not attended it can result in violent protests.

6.2.2.2 Tshedimoseitso Thusong Service Centre (North-West Province)

The visit to the Centre took place on the 21st January 2010, and the following is a brief history:

(a) Background

It is situated in a small informal settlement that has ±550 households 14km north-west of a small town. The road from the town is tarred for 12,2km, and clients have to travel the remaining kilometers on a rocky and muddy gravel road. There are sign posts from town that lead to the Centre.

Prior to 2003 the building was used as a farm house. It is a two-storey thatched roof building with eleven rooms that have since been turned into offices. At the entrance one is greeted by the general services counter that is manned by two officials who are the ones responsible for directing clients to the right offices. The Centre was launched in September 2004, although it was already functional since January 2004. The name of the Centre is derived from seven villages surrounding it, the furthest village being 25km. The Centre is well known as Home Affairs because it is the first service provider to utilize the Centre as a service point. It is well secured with burglar doors and windows, and the yard is surrounded by a security fence.

(b) The Management of the Centre

The manager was appointed permanently by the local municipality in 2004 after having served as a volunteer in 2003, when the Centre was still in its conceptual stage. Although having a diploma not related to management, his main responsibilities include the maintenance of the building, acts as a liaison between the communities and the service providers, organizes events in the communities and in the Centre with community leaders as per the request of the service

providers, promote services that are rendered at the Centre through road shows, identify community needs and inform service providers on those needs in order for service providers to give tailor-made services, also responsible to monitor personnel in their performance of their duties, and to ensure that service providers adhere to the set dates of coming to the Centre to render services.

(c) Resources

- **Physical Resources:** although the Centre has a telephone, borehole water and electricity, it still lacks technology. There are only two computers used by both the manager and the NGO office, and no access to internet. Although technicians came to install internet lines in 2008, the job was left incomplete, that makes it impossible for Centre users to access the internet.

There is an adjacent building that is used by Love Life, where counseling of clients on HIV and Aids takes place. There are outside toilets used by clients, but not functional because of lack of water. Water is usually drawn from the borehole by an electric pump, which functions only when electricity units had been loaded to the electricity meter. The community has to buy a prepaid card for the electric pump to function. There are other toilets within the Centre that are usually used by personnel and service providers, but also used by clients in emergencies. There is also a functional kitchen and three offices that are empty because of service providers that have left the Centre. The Centre has a security fence that minimises burglary and theft.

- **Human Resources:** although service providers come regularly to offer services to clients, there is generally shortage of officials because of great numbers that come on the set dates. The personnel employed by municipality is under qualified, except for the manager, only possessing grade 12. There are no general workers to clean the premises; the manager has to ask for volunteers from the community to come and help.

When the manager approaches the local municipality with request to allocate more staff, the answer given is that there are budgetary constraints. Service providers also complain about being overworked as they have to serve a large number of people with only a few staff.

(d) Accessibility of the Centre and the services offered

Accessibility is still a challenge to those staying in villages that are far from the Centre. Even those in nearby villages have to travel a long distance, over four kilometers to access services. Sometimes they are turned away because of a service provider that did not pitch up. When it rains the gravel road becomes very muddy and there are puddles of water for the two kilometers leading to the Centre.

The Centre is a double storey building, and there are only narrow steps that lead to the upper level. There is no provision for the physically challenged. Service providers that utilize the centre are:

- DHA: the department comes once a week on a Thursday for those who want to apply for identity documents, birth certificates, death certificates, and any other matter that requires the attention of the Department.
- DoL: handles issues that have to do with unfair labour practice at work, and for those who want to apply and have problems with the Unemployment Insurance Fund (UIF). The Department comes only twice a month, but not on set days; they only inform the manager before hand of their showing up, who in turn informs the community.
- Health Department: two nursing sisters come on Wednesdays and Thursdays each week. They run a clinic that handles different maladies, including a maternity section.
- Social Development: a social worker comes on Tuesdays and Thursdays to deal with social problems.
- DoJ: comes only on Thursdays, but it is not frequent. This causes inconvenience to clients.

- Public Protector: started to operate in June 2009, and deals with clients' complaints against service providers and government services in general. The communities feel the Department does not serve them well because there has not been any improvement on services, even after complaining.
- SAPS: only come when they are called by the manager telephonically, only if clients are more than five. If they are less, and also require to make affidavits, then they are advised to go the nearest town, spending R20 return on transport, it does not matter how small the matter is.
- GCIS: help in ensuring communities receive required services in the Centre. The Department is a link between government and communities. The visit is only on Fridays, but not as frequent as clients would love to see them.
- Premiers Office: the officials come only on Thursdays to listen to the complaints and needs of the communities, and direct them to the Premier who ensures that complaints are attended to.
- NGO: there is the Home-based Care office that takes care of the frail, the aged and the disabled. It has Care Givers that go out on a daily basis to visit homes of the frail and the aged, particularly those who cannot do things on their own and have no one to take care of them.
- Telecentre: it used to be functional but computers were stolen in 2005 and never replaced, it became a white elephant until the Love Life personnel came and took over the offices.
- SASSA: the office handles social grants applications.

(e) Systems in place to ensure effective service delivery

As in all other Centres, the manager has to monitor the performance of personnel employed by the municipality, but has no power to fill in the evaluation forms. Only his senior can be able to do that, even though not based at the Centre. However, there is a time register that should be filled in by both municipality employees and service providers, whenever they come, to monitor time-keeping.

Table 15: SWOT Analysis of Tshedimoseetso Thusong Service Centre (North-West Province)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Building well-secured. • Available landline and internet used for communication. • Adequate office space. • Hall for community activities. • A number of services available. • Electricity and water supply available. 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Lack of accessibility to distant communities. • Pulling out of other service providers. • Very few services rendered. • Serves as a satellite Centre that does not have full functions of service Centre. • No projects and programmes for community development. • Manager not having control over departments' personnel. • Lack of funds. • No general workers, community volunteers to clean and maintain Centre. • Physically disabled not catered for. • Under-qualified personnel. • No tele-centre.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Introduction of projects can contribute to skills development of the community. • Introduction of tele-centre can improve community's computer skills, and internet used for job hunting by those who have matriculated and graduated from colleges and universities. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Lack of funds threatens survival of Centre. • The high rate of unemployment and prevalent may be a threat to equipment in the Centre. • Other service providers paralyse the effectiveness of the Centre by retracting their services.

6.2.2.3 Diepsloot Thusong Service Centre (Gauteng Province)

The Centre was visited on the 12th February 2010, and its brief history is as follows:

(a) Background

It was launched in 2003 right next to the entrance of the informal settlement. The first accommodation was of shipment containers converted into offices. There were three departments that utilized the Centre; the DHA, DoL and DoJ. The services were short-lived as service providers withdrew their services one by one. The reason put forth was that the place was not conducive to work in as there were no safety measures put in place that would guarantee occupants' safety. The abandoned space was used by an NGO to accommodate people with disability, engaging them in different projects. Since that time there is no proper TSC, each department occupies different and scattered municipality buildings within a radius of 2km.

(b) The management of the Centre

There is no Centre manager; each department runs its own programmes in different offices of the Centre, and every Department is independent of the other.

(c) Resources

The following resources were identified:

- **Physical resource:** building used by departments are modern buildings that have offices. For instance DSD uses one huge building that has a number of offices used by social workers and other officials. Some buildings have halls that are used by elderly community members for

baking, sewing and cooking projects. Although the buildings are furnished, there is no proper maintenance taking place. Grass is growing tall in the yards and also on the beautiful paving.

- **Human resources**

As said previously, each department employs and trains its own staff. With some departments there is there is staff shortage, and that hampers their effectiveness in the delivery of services and dampens their morale and motivation. Most officials have gone beyond grade 12 but not necessarily trained for the work they are doing.

(d) Accessibility of the Centre and the kind of services offered:

All the Centres where different services are offered are accessible; they are right inside the location and next to the main road that is used by taxis and buses, and some people walk. Services offered are:

- Library: mostly used by students and members of community.
- Clinic: caters for primary health care, and does not operate on weekends.
- SASSA: comes only on Mondays and Thursdays.
- DoL: comes only on Fridays, and uses a mobile unit but stationed in one place.
- Metro Police: housed in a big building right at the entrance of the location. There are different offices within the yard that caters for many units of metro police.
- DSD: takes care of all social grants applications from the community, and provides projects for the community.

- Bonalesedi Disability Centre: it is where training of the disabled is conducted on a daily basis.
- People Centre (Customer Care): all complaints concerning municipality services are directed to this Centre.
- Community halls: used for different community activities.

(e) Systems put in place to ensure the Centre is effective in the delivery of services

Monitoring and evaluation of the efficient and effective functioning of the Centres are done by the respective departments, using the relevant departments' policies.

Table 16: SWOT Analysis of Diepsloot Thusong Service Centre (Gauteng Province)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • Buildings well-secured. • Physically disabled not catered for. • A number of services available. • Electricity and water supply available. • Qualified personnel. • Modern buildings situated at the entrance of the township, making them accessible to community. 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Scattered buildings make it difficult for clients to receive services under one roof without having to walk distances. • Serves as a satellite Centre that does not have full functions of service Centre. • No projects and programmes for community development. • Lack of funds to run Centres effectively. • No tele-centre. • Staff shortage in other departments.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Introduction of projects can contribute to skills development of the community. • Introduction of tele-centres can assist in improving community's computer skills. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Lack of funds threatens survival of Centre. • The high rate of unemployment and prevalent may be a threat to equipment in the different buildings. • Lack of redress often results in unrests..

6.2.3 Centres in Urban Areas

These are Centres that are situated in areas formerly known as townships. A township is a residential area that was meant for Blacks during the apartheid era. According to <http://www.ifaletu.org.za/dmdocuments/Townshipart.pdf> a township is residential development meant for the indigenous people of South Africa to confine them to places regarded as far away from where White communities resided, and were built near industrial areas. During the time of apartheid these areas were regarded as 'rural' because they were without proper basic services and densely populated. They are now referred to as 'displaced urban' or even 'displaced suburban'.

6.2.3.1 Archie Gumede Thusong Service Centre (KwaZulu-Natal Province)

The Centre was visited on the 22nd July 2009, and the historical background is as follows:

(a) Background

It is located in a township, approximately 5km from the nearest town and about 15km from the city. It is a local area cluster approach in which there are stand-alone buildings with a number of services. The buildings are located in one site or locality. There are also other communal facilities available on the site. The Centre started to operate as a TSC in 2005 and has not been launched as yet, and thus the community does not know much about it. There is electricity, running water and toilet facilities in each building.

(b) The management of the Centre

The manager is not based in the Centre but in the nearest town as she is responsible for managing a number of other Centres which are not TSCs. The person who really monitors the day-to-day running of the Centre is the supervisor who also attends to complaints by the public on municipal services. He also does not have control over the officials from other departments except those that have been hired by local government to help him.

(c) Resources

The resources identified in the Centre are as follows:

- Physical resources and maintenance: the building that houses a lot of service providers is fairly new, and looks well taken care of. There are general workers that ensure cleanliness in and outside the building. There are visible fire hydrants and each office has either a fan or an air conditioner. There is also an auditorium that is often used for conducting community and officials' workshops, conferences, training and meetings.
- Human resource: offices are well equipped with computers that are used by both the departments' officials and the municipality personnel. Other departments are short staffed, as one official has to attend to very long queues of the recipients of services each day.

(d) Accessibility of the Centre and services offered

The Centre is in the township, a walking distance from residents' houses, and serves a community that has a population of approximately 12 000 people living in and around the township. The services that are provided on a regular basis, although not every day are:

- DHA: assists community with application of identity documents, birth certificates, death certificates, passports and any relevant documentation.
- SASSA: the Department ensures that qualified people who apply for social grants obtain such grants. It is only an office that receives applications that are processed at a different venue.
- DoJ: helps the community with any legal issue, and educates them on various issues such as human rights as captured in the country's Constitution.
- Metro Police Customer Care: it only serves to provide clients with affidavits and minor offences. It also provides services such as certifying of documents and making oaths before the commissioner of oaths. It only operates between 08H00 and 16H00.
- GCIS: the office is occupied by the Senior Communication Officer who also ensures that services are rendered promptly and on a continuous basis. The Senior Communication Officer is the representative of Government Communication and Information System.
- Post Office: for postal services such as faxing, selling postage stamps, courier service, payment of accounts, phoning service
- DSD: the Department helps the community on matters related to domestic violence, abuse, and assists clients on how to apply for grants.
- Municipality Customer Centre: this serves as a pay point for basic services supplied by the municipality.

- Library: any community member that needs a quiet place to study and write assignments, amongst other things, use the library. It is not used by those who attend school, but also elderly people who are keen to have information on various matters. The Library is the information centre of the TSC.
- Clinic: used by the community for various ailments including treatment of TB and HIV & Aids.
- School of the disabled: it is run by an NGO but registered with the Department of Education, and works independently of the other service providers.
- Telecentre: it is well equipped with computers but non-functional because of internal politics.

(e) Systems in place to ensure effective service delivery

Like other Centres, the GCIS official, working hand in hand with the Centre manager daily monitors the running of the Centre. The municipality is responsible for the maintenance and the running of the Centre, and therefore provides policies that assist in maintaining discipline and good conduct. When the memorandum of understanding was signed by service providers, they committed themselves to provide a roster that indicates their availability. The municipality employees are monitored and evaluated on their performance on a quarterly basis.

Table 17: SWOT Analysis of Archie Gumede Thusong Service Centre (KwaZulu-Natal Province)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • 24 hour security. • Physically disabled catered for. • A number of services available. • Electricity and water supply available. • Qualified personnel. • Modern buildings situated at the entrance of the township, making them accessible to community. • Well equipped Library. • Auditorium used for workshops, conferences, training and meetings 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • Serves as a satellite Centre that does not have full functions of service Centre. • No projects and programmes for community development. • Lack of funds to run Centres effectively. • No telecentre. • Staff shortage in other departments. • Manager not stationed at the Centre. • Other departments short-staffed. • No projects for community.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • Nearby factories can assist in the funding of the Centre. • The re-introduction of a telecentre can assist in improving community's computer skills and generate funds for the Centre. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Unemployment and poverty may be a stumbling block t the introduction of telecentre, equipment may be stolen. • Lack of redress, consultation and sharing of information hampers effective service delivery.

6.2.3.2 Mamelodi Thusong Service Centre – Gauteng Province

The site was visited on 10 February 2010, and its history is as follows:

(a) Background

The Centre is right at the entrance of the township, and on the west of it there is a shopping centre that was built recently, and on the south stands another shopping centre attached to a railway station. There is also a lot of informal trading taking place around the Centre ranging from vegetable to clothing vendors. Before the Centre was established, the building was only used as the customer service centre for the local municipality that also housed the office of the mayor.

It is one of the largest Centres in the province and boasts several offices that are in different buildings in one site or locality. Clients come from the township, some near the Centre and others a 10km distance away. Although the nearest city is about 20km away, there are elite suburbs a stone throw away. The TSC serves two formerly black townships and one Coloured township. The population of the main township is \pm 1,000,000.

(b) The management of the Centre

The manager is to ensure that the Centre runs normally on a daily basis, and monitors the service providers if they fulfill their duties according to memorandum of agreement, that stipulates days on which service providers need to come.

(c) Resources

The following resources were identified in the Centre:

- **Physical resources:** it is a Centre that has a number of offices that are occupied by various service providers. It is surrounded by a fortified wall. A number of offices are well equipped with necessary furniture that have been bought by the City Council. Although fire hydrants are available, they are not adequate considering the size of the building. Flushing toilet facilities are available for both clients and officials. The waiting rooms/areas for clients are large. Most of the offices have computers, which makes accessing information and processing of documents easier. There is no telecentre, only officials can access internet facilities.
- **Human resource:** although there are staff members who qualify for the jobs they do, there are others that are not. In-service training programmes are run on a quarterly basis to sharpen the skills of personnel. Most staff are paid by the municipality and those employed by various departments have gone beyond grade 12, they either have a diploma or degree.

(d) Accessibility of the Centre and services offered

The Centre is accessible to the communities it serves, as there taxis and buses in abundance, and the railway station is about 200m away. The first service provider to occupy an office was the Department of Home Affairs, and the other departments followed. The following are service providers utilizing the Centre:

- SASSA: officials come only on Wednesdays and helps clients with applications for all government grants.
- DoL: its offices operate every working day (Monday to Friday) from 07H30 to 16H00. It help clients on labour applications of Unemployment Insurance Fund (UIF), labour complaints, inspection of companies operating around the area, and compiles a database of job seekers.
- DSD: the Department has outreach programmes related to early childhood development.
- DHA: open offices only on Thursdays between 10H00 and 14H00. Helps customers with applications of identity documents, passports and birth and death registrations.
- Integrated Community Development (Social Development): The department assists the community to establish and develop programmes and projects to address the needs of youth, children, aged, women and people with disability.
- Tshwane Metropolitan Municipality: the municipality is concerned with building maintenance and cleaning services.
- Electricity Customer Services: the unit attends to all electricity queries, especially the card system. The office also with other queries on water, sewerage, roads, waste and parks.
- DoH: assists clients who are HIV positive and conduct community education programmes related to HIV and tuberculosis and other diseases. There are times allocated for counseling of clients affected by HIV.
- Department of Sports and Recreation, Arts and Culture: they are responsible for maintaining sports facilities.

- Department of Housing: Deals with issues related to human settlement, including housing applications and issuing of title deeds.
- Office of the Speaker: it acts as a liaison with ward councilors, the Community Development Workers and ward committees.
- Municipality Customer Services: the section handles credit control, and attends to all queries related to municipality services.
- Metropolitan Municipality: the municipality is concerned with maintenance of buildings and cleaning services.
- Electricity Customer Services: the section handles the card system electricity queries, and also addresses problems related to water, sewerage, roads, waste and local parks.
- Finance: all payments of municipality services are paid in this section.
- Hospice: it renders services to people with chronic diseases like HIV/AIDS and cancer, and also offers home-based care.
- Success: an organization that gives support to people living with HIV/AIDS, and renders counseling them.
- Mental Health: the office helps with foster care applications, deals with children who are neglected, helps with marital problems and offers community and group work.
- Independent Municipal and Allied Trade Union (IMATU) and NGOs: the union attends to Municipality employee's grievances, and strives to find an amicable solution.
- Tateni Home-based Care: it is an NGO that is rendering a home-based care and also helps in community skills training.

- Tele Security: provides security to municipal property.

(e) Systems in place to ensure effective service delivery

Like other Centres mentioned previously run by the local municipality, the manager has no authority over service providers and their performance. Her job is to ensure that services are offered by service providers as stipulated in the memorandum of understanding. As it is a big Centre, the manager has a task that proves to be difficult to supervise over 100 municipal employees and close to fifty provincial and national departments' employees who occupy the Centre. The policies initiated by the municipality serve as the tool to discipline and evaluate employees in their performance, and like any other TSC the manager does not have control of other employees who are not in the municipality payroll.

Table 18: SWOT Analysis of Mamelodi Thusong Service Centre (KwaZulu-Natal Province)

<u>STRENGTHS</u>	<u>WEAKNESSES</u>
<ul style="list-style-type: none"> • 24 hour security. • Physically disabled catered for. • A number of services available. • Electricity and water supply available. • Qualified personnel. • Modern buildings that are well-maintained. • It is situated at the entrance of the township next to the station, taxi rank and big shopping mall, making it easily accessible. • Most personnel qualified for positions they are holding. 	<ul style="list-style-type: none"> • No adequate fire hydrants. • The elderly stand in a queue for a long time before they are attended to, particularly at the tills where municipality services are paid. • No telecentre in the vicinity. • Staff shortage in other departments. • Manager seldom at the centre as she has to attend meetings. • Community does not know of any project offered by the Centre • The Centre is not known as a Thusong Service Centre, only known as the municipality offices. • Poor redress is a concern. • It cannot adequately take care of all the community needs as it caters for a big township
<u>OPPORTUNITIES</u>	<u>THREATS</u>
<ul style="list-style-type: none"> • Its proximity to factories and shopping complexes can assist in the funding of the Centre. • Has capacity of catering for more service providers 	<ul style="list-style-type: none"> • Unemployment and poverty may be a stumbling block to the introduction of telecentre, equipment may be stolen. • Lack of redress, consultation and sharing of information hampers effective service delivery.

6.2.3.3 Monakato Thusong Service Centre – North West Province

The visit to the site was on the 29th January 2010, and its brief history is given here below:

(a) Background

It is a Centre that is in a small township that is approximately 45km from the city. The road leading to the Centre from the main road is well paved and stretches for 5km. The Centre serves the local population that is estimated at 12 000 and also serves the surrounding eight villages, the furthest village being \pm 20km from the Centre. The building is owned by the local municipality, and has been in existence since 2000. It was initially erected for municipal services such as payment of rates and taxes, water, sewerage, refuse and electricity. In 2007, it was converted into a Thusong Centre, which made it possible for other services to be rendered.

(b) The Management of the Centre

The local municipality employs a manager that ensures that there is smooth running of the Centre, and also responsible for the maintenance of the Centre. The manager is in charge of seven other employees who are also paid by the municipality. The manager has to make certain that service providers who use the Centre sign the memorandum of understanding, which binds them to pay the monthly rent for the use of the facilities, and also to make it a point that they (service providers) come on the allocated days. The manager does not have control over the officials providing services in the Centre, as they report directly to their line managers in their respective departments, but is able to communicate with the officials' immediate seniors regularly. The manager takes and keeps statistics of all clients that have been served in the Centre and compiles a report that is submitted to the municipality. All complaints on services in the Centre are

reported to the manager who has to address them, involving affected service providers.

(c) Resources

The following are resources available in the Centre:

- **Physical resources and maintenance:** It is one huge building that houses about nine offices, a kitchen, a telecentre, a boardroom, a storeroom and toilets for both male and female staff. There are other toilets outside of the building that are for clients. Some of the toilets are not functioning properly. Also on the outside there is an electricity kiosk where customers who use a card system to purchase electricity. The Centre belongs to the local municipality, and therefore the municipality has direct control of all equipments, furniture and offices in the Centre. The yard and the building are well taken care of, as there are two general workers, paid by municipality, that are responsible for the upkeep of the environment. Each office is provided with a desk and chairs for the use of service providers.
- **Human resource:** There is a capable manager that makes it a point that the Centre provides the necessary services to clients on a daily basis. The two general workers are directly supervised by the Centre manager, who also supervises the helpdesk officer, the cashier, the telecentre operator, and the information officer. The different departments' personnel are also involved in ensuring that clients that have come for services are attended to appropriately.

(c) Accessibility of the Centre to citizens and services offered

The Centre is located in the township; the local residents have easy access to the Centre as they do not need transport coming to the Centre. There is a telephone line and fax facilities that make communication easier. The challenge is with those staying in the surrounding villages, particularly those that have to travel 20km. The challenge faced by local communities is that there is no reliable public transport; only bus services are provided, there are no taxis. There are two buses for the day; one in the morning and the other late in the afternoon. If a client misses the morning bus, there is no way he/she can reach the Centre. As some service providers come once a month, it becomes almost impossible for those clients to get services for that month, options left are either to take a bus that goes to the city that is about 65km away, or hire a car. The service providers and services provided are as follows:

- **DHA:** the services from this department are offered only on Wednesdays. Their services are issuing of birth certificates, identity documents, death certificates and passports. The office serves as a satellite; all filled in forms are sent to the city office for processing.
- **SASSA:** the office helps in the filling of all application forms that have to do with government social grants. This office also serves as a satellite.
- **Social Development:** A social worker is available also on Wednesdays. The main function of the Department is to help communities with advice on social related challenges and family related disputes, and also works hand-in-hand with the police service on issues that involve violence and assault.
- **DoL:** the Department assists communities with projects that help communities generate money and the development of skills. The Department also comes on Wednesdays.

- Telecentre: although the Centre does not have access to internet, there are community members that come for training as far as basic computer skills are concerned. Ten computers have been made available by USASSA, and community members are offered a first level beginners course that costs R250. Since the start of the programme in 2009 there were 10 learners that graduated. The running of the Centre depends on the funds that have been raised by the telecentre officer with the help of the committee that has been assigned that duty.

The Centre will soon accommodate the DoJ, the police who have applied to use the Centre, and the Independent Complaints Directorate

(e) Systems in place to ensure effective service delivery

The Centre manager has authority to monitor the running of the Centre, and also closely monitors the service providers if they adhere to the agreed upon dates of providing services. Although the officials report directly to their immediate seniors, they have the responsibility of fulfilling their duties whilst still in the Centre. The manager, however, cannot discipline the official as they are not under her control. For the personnel employed by the municipality, she has direct authority over them. The municipality's policies are utilized to instill discipline. The manager has to monitor and evaluate the performance of the personnel under her, and submit the report to the municipality.

Table 19: SWOT Analysis of Monakato Thusong Service Centre (KwaZulu-Natal Province)

<p style="text-align: center;"><u>STRENGTHS</u></p> <ul style="list-style-type: none"> • A variety of services available. • The physically disabled are catered for. • 24 hour security. • Electricity and water supply available. • Most personnel are qualified. • Adequately furnished modern buildings with all necessary equipment. • Board room used for meetings conferences and training. • GCIS official based at the Centre. • Well-equipped tele-centre. 	<p style="text-align: center;"><u>WEAKNESSES</u></p> <ul style="list-style-type: none"> • No projects and programmes for community development. • Lack of funds to run Centres effectively. • Serves as a satellite Centre. • Staff shortage in other departments. • Manager not stationed at the Centre. • There are no projects brought for the development of the community. • Other services not offered on a daily basis.
<p style="text-align: center;"><u>OPPORTUNITIES</u></p> <ul style="list-style-type: none"> • The Centre has potential of growth and expanding on the services. • Tele-centre can be effectively used to develop community skills on computer and internet usage. 	<p style="text-align: center;"><u>THREATS</u></p> <ul style="list-style-type: none"> • Unemployment and poverty high, some services like computer training programmes cannot be accessed, thus not empowering community in skills development. • Lack of redress, courtesy, consultation and sharing of information hampers effective service delivery.

6.3 QUESTIONNAIRES

The questionnaire administered to clients consisted of both closed and open-ended questions in order to give respondents an opportunity to formulate their own responses, and that the researcher should not unduly influence the way the respondent answers. The literary level of respondents was also taken into consideration. The questionnaires were designed in three languages, namely English, IsiZulu and SeTswana. The researcher ensured that the questions were short and focused. The questionnaire was divided into three parts as follows:

Part A: this section provided concentrated on the biographical details of clients.

Part B: it focused on the clients' knowledge of the existence of TSCs.

Part C: the section focused on customer service, and would assist the researcher determine if officials adhere to customer service values and *Batho Pele* Principles.

A total of 160 questionnaires were administered in nine Centres in three provinces, namely Gauteng, KwaZulu-Natal and Northwest. Questionnaires that were returned were 134, a response rate of 84%, therefore ensuring the reliability of the findings and a good representation of the clients' views. The questionnaire consisted of 19 questions. Section A had questions on biographical details of respondents, and Section B had both closed and open-ended questions, with the latter giving respondents an opportunity to express their views in their own words.

6.3.1 RESPONSE OF CLIENTS TO QUESTIONNAIRES

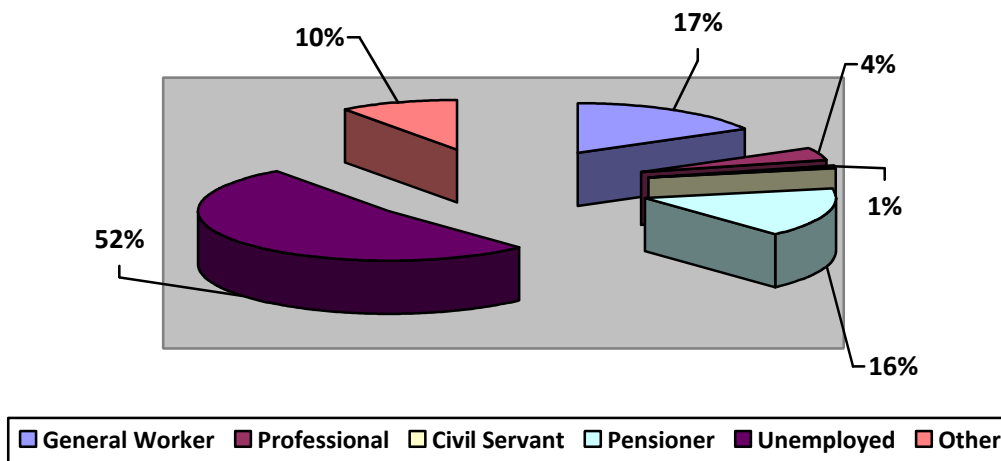
The first part of the questionnaire sought to obtain the biographical details of respondents, as that would help the researcher with information that will be useful in understanding the respondents' background on matters, among others, relating to education level, occupation, race, age, marital status, gross income and sex.

This part is vital as it enabled the researcher to understand the broader context of the use of the MPCCs by respondents.

6.3.1.1 Occupation

Figure 10 below represents the types of occupation of respondents. It was important to gather information on their occupation as it will give an idea of the profile of people using the Centres on a day-to-day basis. The chart indicates that 52% of respondents are unemployed (refer also to Figure 25), which suggests that the rate of unemployment is growing in South Africa, and that there is a growing need for the Centres to play an important part in job creation by bringing sustainable projects that will make a difference in the lives of where they are placed. According to Statistics South Africa, there was an increase in the number of people unemployed in the fourth quarter of 2009, which was estimated at 4,3 million by the end of the first quarter of 2010. The increase signifies 0,9 of a percentage point that took the unemployment rate to 25,2%. The unemployment rate affected all population groups except the Indian population (http://www.statssa.gov.za/keyindicators/QLFS/Press/Q1_2010_Press_Statement.pdf).

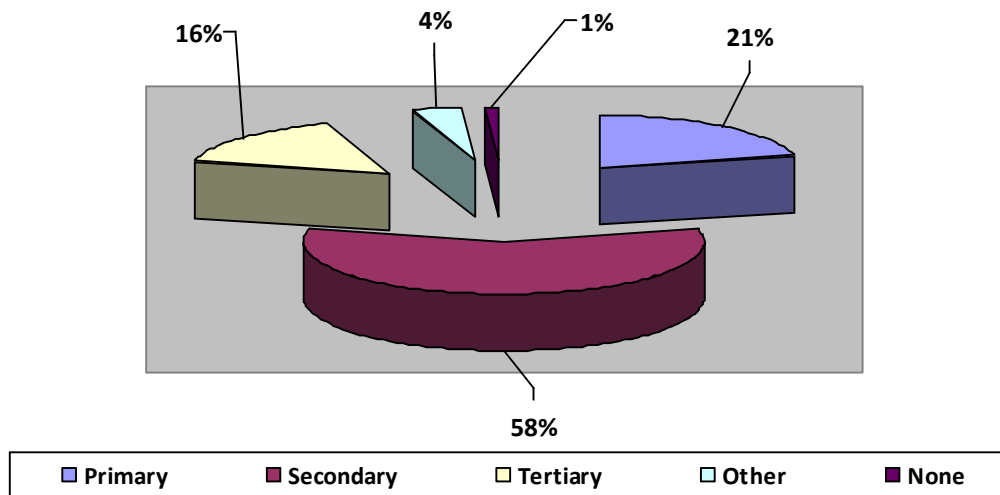
Figure 10: Occupation representation



6.3.1.2 Education level

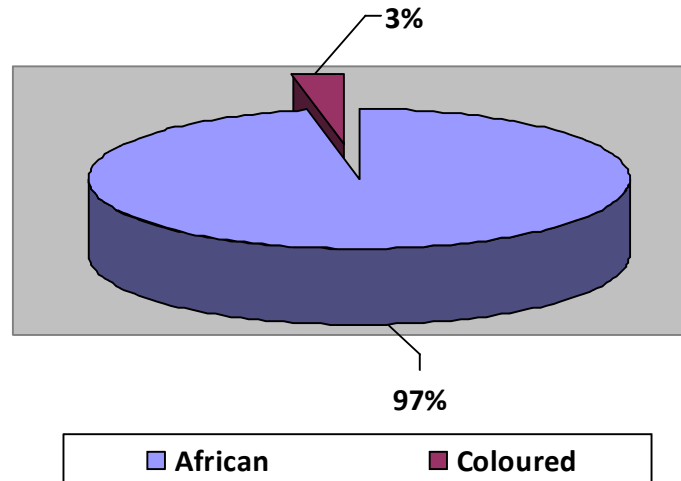
The chart below indicates that only 1% of respondents indicated that they do not have any formal education, 58% indicating that they have secondary education, and 16% have reached tertiary institutions, therefore they can read and write, enabling them to understand and answer the questionnaire. Although the respondents have secondary education, most of them are unemployed. The main reason for unemployment is that these school leavers do not have necessary skills that are needed in the labour market. This unemployment did not only affect those that have secondary education but also graduates who have irrelevant qualifications to the labour market demand for skilled and semi-skilled labour (http://papers.ssrn.com/sol3/papers.cfm?abstract_id=982046). The lack of relevant education to the labour market, according to *Business Day* (5 January 2010), is attributed to dysfunctional schools that are between 80% and 90% in South Africa. The failing education system has fuelled a drop in the pass rate of final year students at high school in five consecutive years from 62,2% to 73,35% in 2003, and therefore depriving them a life of employment.

Figure 11: Respondents according to level of education



6.3.1.3 Race

Figure 12: Race representation



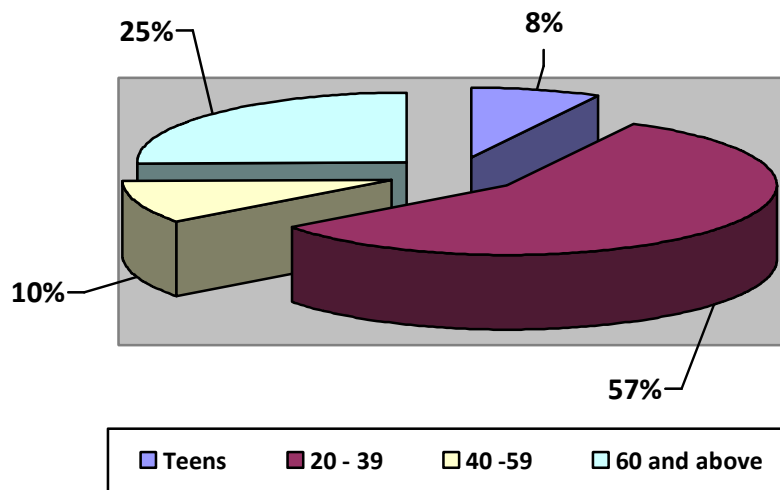
About 3% of respondents were Coloureds and 97% were Blacks. This is due to the fact that the discriminatory laws that were passed by the apartheid regime that promoted inhumane and unjust forced removals that emanated to constellation and classification of inhabitants according to race. Areas that were mostly marginalized are historically black townships, followed by Indian and Coloured residential areas. For that reason, the majority of Centres are placed in formerly black residential areas, as this shows that politics and societies in the democratic South Africa are still shaped by the apartheid architecture.

According to <http://www.thusong.gov.za/about/history/index.html>, the aim of establishing the Centres was "... to empower the poor and disadvantaged through access to information, services and resources from government, non-governmental organisations (NGOs), parastatals, business, etc. enabling them to engage in government programmes for the improvement of their lives".

6.3.1.4 Age

Figure 13 below shows that the majority of respondents (57%) were from ages 20 to 39, and those that are 60 and above were at 25%. Those that fall between the ages 40-59 and teenagers are 10% and 8% respectively. Most teens interviewed said that they visit the Centres either to apply for identity documents or birth certificates, as some were accompanied by parents or guardians. The majority of those that fell between the ages 20-39 solely came for child support grant which was introduced by government in 1999 for persons responsible for looking after a child younger than 15 years old. These parents are mostly single and earn R28 800.00 per year or R2400.00 per month as specified by government, and some are married with a combined salary of R57 600 per annum or R4 800.00 per month. Many of the respondents who fall between 40 and 59 years of age visit the Centres for social grants and also to look for job opportunities.

Figure 13: Age categories

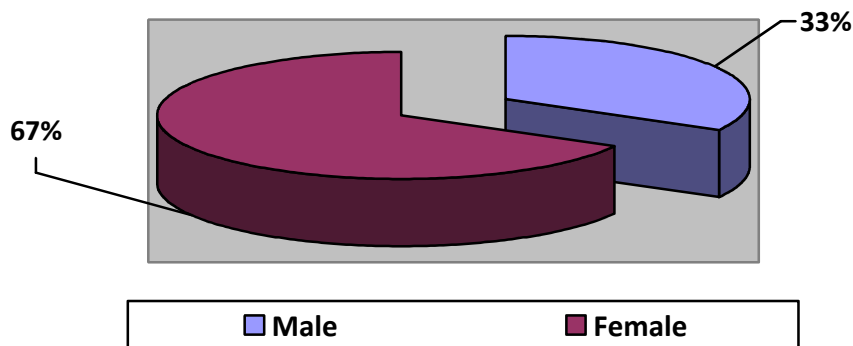


6.3.1.5 Respondents by Gender

Sixty seven percent of respondents were females whilst males were only 33%. This is due to the fact most households were headed by single females that were both young, unemployed (see Figure 14 below) or pensioners. According to Pali Lehohla, the South Africa's Statistician-General and Head of Statistics South Africa, the 2007 mid-year estimates statistics showed that 24.3 million (about 51%) of the 47,9 South Africa's population are female, and that life expectancy at birth for men is shorter than that of women (Statistics South Africa 2007). It is further asserted by Hassim (2005: 1) that households headed by females in rural areas are at 65%, as compared to 54% households headed by males in other areas. They are about 42% of the workforce and only 30% of the employed population. They are vulnerable citizens of the country as they had lower incomes, unemployment rate that is high and less access to assets as compared to their male counterparts. African women who are under the age of 30 are worst at an unemployment rate of 75%.

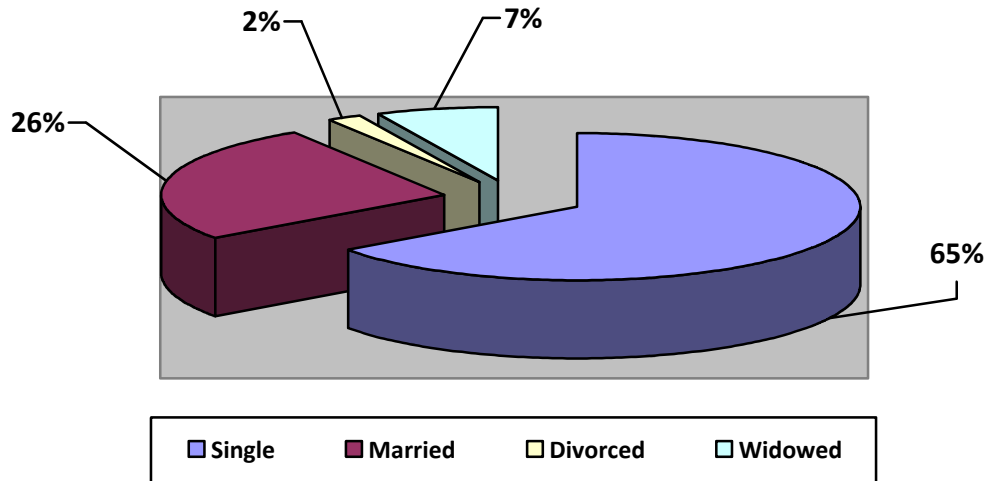
It is also important to note that the visits by the researcher to the Centres and communities took place during the day, and most respondents that were available were women; most males were at work as they are bread winners.

Figure 14: Sex category



6.3.1.6 Respondents by marital status

Figure 15: Respondents according to their marital status



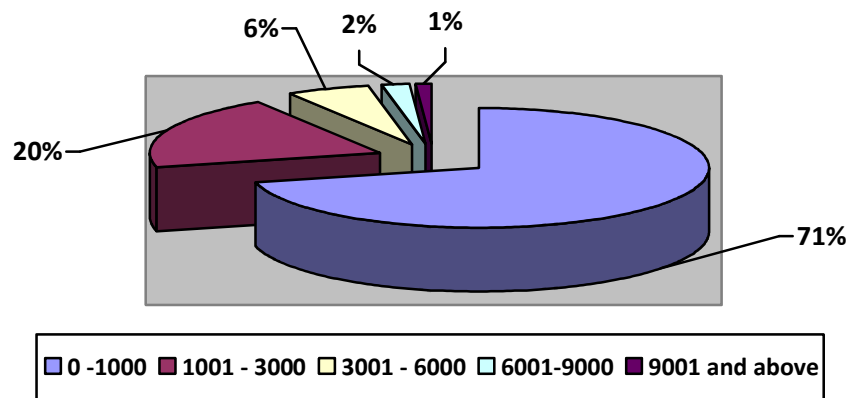
According to Figure 15 above, 65% of the respondents were single, whilst only 25% were married. Those that were divorced and widowed were 2% and 7% respectively. As mentioned before, most households were headed by single female parents. This is not far from national statistics as reflected by South African Institute of Race Relations (2009:47) which states that in 1998 households that had single parents were at 22%; in 2007 households headed by single fathers and mothers with children between ages 0-4 was 5.2% and 40.15 respectively; in the same year 2007 households headed by fathers was at 6.4% and that headed by mothers was at 31.5% (children between ages 5 and 13; and the households with children of the ages 14-19 headed by fathers was at 6.8%, whereas those headed by mothers was at 27%. The above statistics referred to African or Black households only (<http://www.sairr.org.za/research-and-publications/south-africa-survey-2008-2009/demographics/2008-2009%20--%20Demographics%20%28Web%29.pdf>).

6.3.1.7 Gross income per month

Figure 16 below depicts that the majority (71%) of respondents do not have an income that exceeds R1 000.00 per month. This is due to the fact that most respondents are unemployed and do not have steady income (see Figure 8). These are the residents that get less than a dollar per day. They often go to the Centres, particularly to the Department of Labour, with the hope of finding employment. Respondents who get a gross income from R1 001.00 to R3 000 are at 20%, whereas those that fall in the R3 001 and R6 000.00, and those within R6 001 and R9 000.00 categories are at 6% and 2% respectively. Respondents who fall in the R9 001 and above category are at 1%.

According to <http://www.thusong.gov.za/about/benefits/benefits.htm>, one of the reasons in the establishment of the Centres was ensure that there is economic development where they have been placed by helping communities to be self reliant through entrepreneurship projects that would be provided. That has not been realized because of lack of funds to kick start such projects.

Figure 16: Respondents according to their income

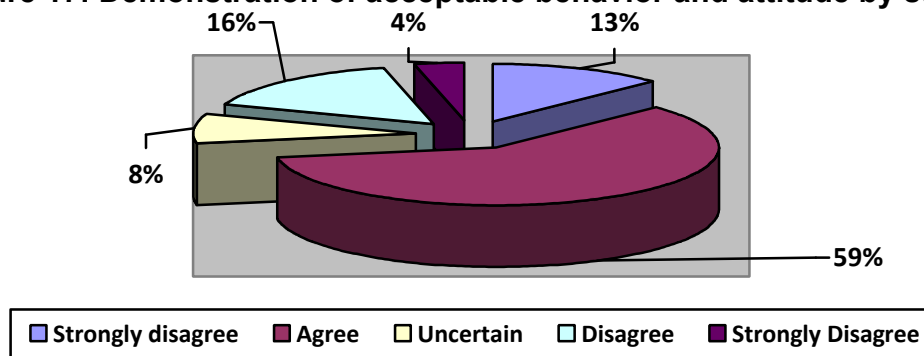


6.3.2 Batho Pele Principles

This part focused on the implementation of *Batho Pele* principles in the Centres. The aim was to determine if the principles were practiced by government officials.

6.3.2.1 Courtesy

Figure 17: Demonstration of acceptable behavior and attitude by staff



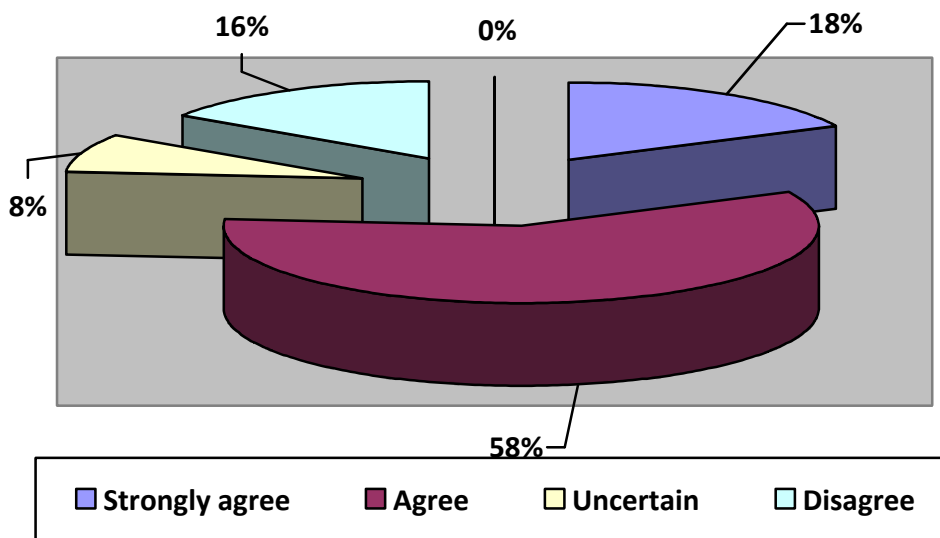
Courtesy is that behaviour or gestures that should be exhibited by providers of services to clients. It can be shown, for instance, in cases where an elderly person needs to be taken by the hand to counters without the person having asked for help, thanking the customer after he/she has been served, or just greeting the customer with a smile. These little gestures convey the message to the customer that he/she is important and valued, and also tells the customer that he/she is noticed. Some of the gestures that can be attributed to courtesy are listening with interest, giving a complimentary word, and saying a word of kindness.

Although 58.9% of the respondents indicated that government officials working in the Centres were very helpful, and displayed an attitude of high-standard caring as depicted in Figure 17 below, there were cases in which clients were treated badly by officials. This kind of behaviour made clients feel as if they were not valued and unimportant. Even though clients claim that the matter was reported to the relevant superiors in the head office, it fell on deaf ears as the disrespectful behaviour of officials still continues.

6.3.2.2 Access

The response given by interviewed respondents shows that the Centres are accessible to community members. There is, however, a concern raised by some community members who are not residing near the Centres that it costs money for them to come to Centres; they have to get either taxis, buses or hire a vehicle to take them to Centres. For instance Centres D and E serve communities who stay \pm 25km away from the Centres, and Centres A and I serve communities who stay over 7km and 4km respectively away from the Centres. As mentioned before, the greatest challenge these villagers are faced with is unemployment, as depicted in Figure 25 that 56% of the people interviewed are unemployed, and therefore cannot afford transport fare.

Figure 18: Accessibility of Centres to all community members



The government stresses that one of the signs of good governance is to ensure that the poor and disadvantaged groups do not encounter physical, legal, financial, socio-cultural and political barriers to basic services; services should be available to all South Africans regardless of race, colour of the skin, creed, and religion. (<http://www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/access-to-basic-services.asp>).

Accessibility also refers to same quality of services being made equally available to all citizens, whether in urban or rural areas, and service delivery Centres placed in areas that can be easily reached by recipients of services without having to walk long distances. According to the *Batho Pele* White Paper, Section 4.3, the national and provincial departments were to strategically draw service delivery programmes that will “eliminate the disadvantages of distance; for example, by setting up mobile units, and redeploying facilities and resources closer to those in greatest need” (White Paper on Transforming Public Service Delivery, Notice 1459 of 2007).

It is vital not to separate accessibility from distance, and distance closely linked to affordability. The further services are from the people, the more they have to pay for transport that ferries them to Service Centres. With the unemployment rate that is high in South Africa, many communities cannot afford transport fees, and that means they will not be able to access those services offered at the Centres.

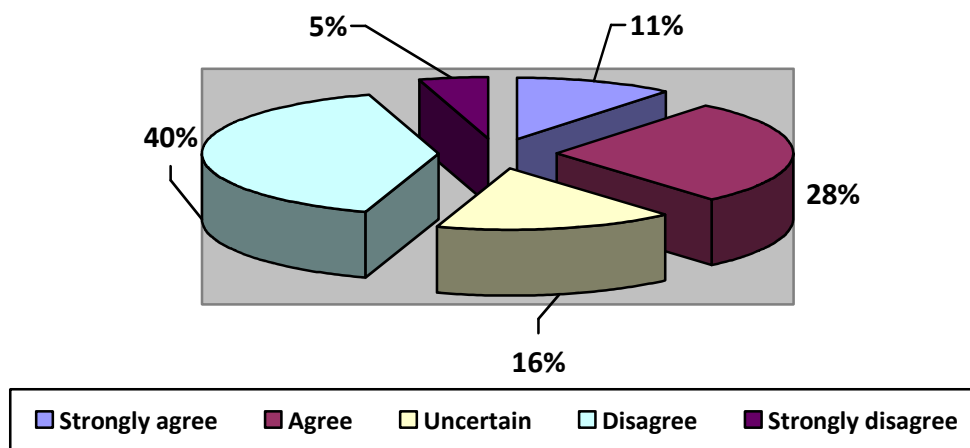
The price tag attached to services also has a bearing on accessibility. If services are beyond the majority consumers’ affordability, then the marginalisation of the poor South Africans that get a \$1 or less per day will still be perpetuated..

6.3.2.3 Redress

Redress is one of the ways that an organisation can be able to evaluate itself as far as service delivery is concerned. One way of knowing whether customers are satisfied or not is to listen to their compliments and complaints. As stated by Hughes and Karapetrovic (2006: 1160), “complaints are an output of doing business”, and may include matters such as the behaviour and attitudes of employees toward clients, the consistency of service, accessibility of organisation’s contact points, empathy and feedback that is active and a speedy response.

In this research study most respondents (40%) said government officials did not address issues raised on services that are poorly provided or on those they do not receive. In many instances complaints are attended to, but very late, which makes clients feel that the service they get is not worth the money they pay. An example, as mentioned by clients, is when sewage pipes leak, it takes an average of a week before being fixed, and street lights generally are fixed a month after they have been reported. It is noteworthy that respondents also mentioned that government officials do not take kindly to complaints.

Figure 19: Complaints addressed by relevant departments

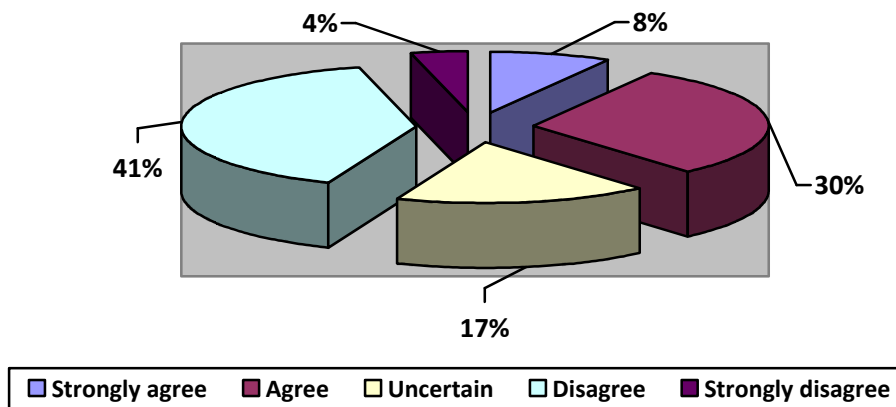


6.3.2.4 Value for money

This is one of the *Batho Pele* Principles that emphasise that recipients of services need to receive quality services according to the monetary value they pay. According to Glendinning (1988: 43), value for money means “not paying more for a good or service than its quality or availability justify” In public spending it also implies that efficiency, economy and effectiveness need to be taken into consideration in order to fully attain the desired and expected results.

The research revealed that the Government is not adhering to the principle. Most respondents felt that services they receive are below standard and do not match the high charges they have to pay as reflected on their monthly statements. For instance, there are still places that use communal taps for water, and do not have flushing toilets but municipality expects them to pay the same as those who live in places where there is proper sanitation. Some respondents said they did not see the reason why they have to pay for services they do not receive and of poor quality. They cited the recent spate of violence that erupted in various townships as a sign that communities are not satisfied to be charged tariffs that do not match the service provided. As shown in figure 20, the majority of respondents represented by 41% expressed their dissatisfaction, whilst only 30% were satisfied and 17% not certain.

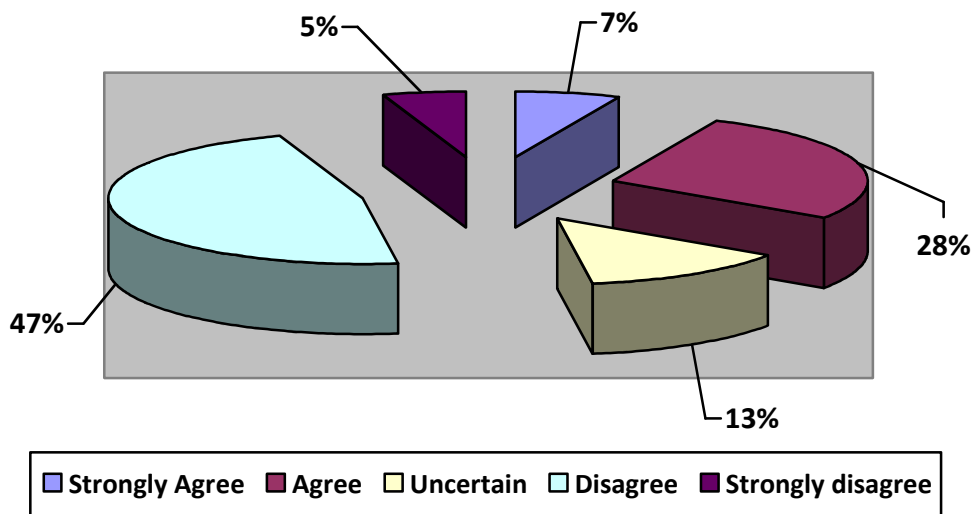
Figure 20: Services worth the money paid by clients



6.3.2.5 Service standards

The present administration expects each government department to set service standards that are very specific, realistic and customer-oriented on level and quality of services that need to be reached. These need to be published in an annual Statement of Public Service Commitment or Service Charter. Figure 21 below shows that clients are not satisfied with the standards of services rendered in the Centres, as shown by 47% of respondents disagreeing and 28% strongly disagreeing. The respondents complained mostly about water that has not been connected to the households. They are still using communal taps, and quite often water gets depleted. The complaint also is about electricity that gets cut time and again, inconveniencing a lot of households. The other complaint about electricity is that it was expensive.

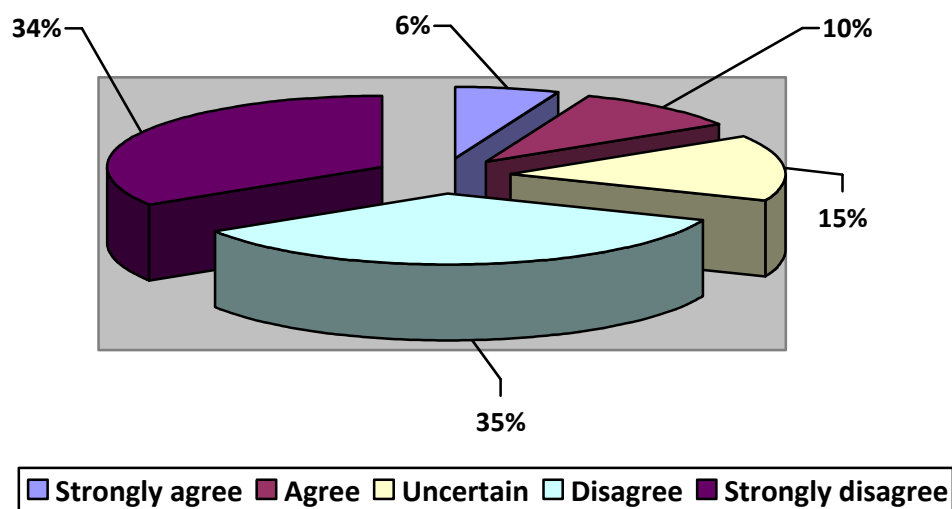
Figure 21: Services rendered matching required and expected standards



6.3.2.6 Openness and transparency

Openness and transparency, as stated by Johnsen *et al* (2009: 273) is an important ingredient in fostering partnership between government and electorate who are major stakeholders, and that partnership entails four attributes namely commitment to the course, proper and effective coordination, interdependence and trust. Wood and Winston (2007: 177) further say that transparent and open organisations show consistency in the treatment of both the internal and external clients, and have the attribute of openly listening to clients' perspectives that may not necessarily be the same as that of an organisation. , always explains why a certain decision was taken, always keeps records that can be easily accessible to constituents, always explains why a certain decision was taken, always keeps records that can be easily accessible to constituents.

Figure 22: Openness and transparency in Centres



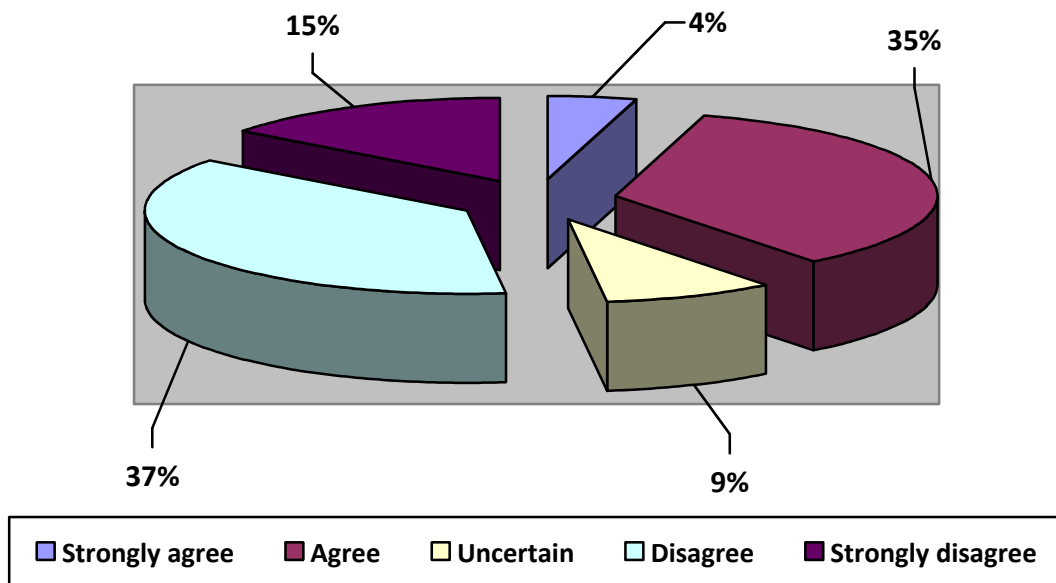
About 35% of respondents indicated that they are not aware of how Centres operate, and 34 percent strongly disagreed, whilst only 10% and 6% agreed and strongly agreed respectively. This is an indication that Centre managers and various departments' representatives inform clients of how Centres operate. What came from clients as one of the reasons this principle is not effectively applied is

the fact that government departments often publish annual reports that are written in English, a language that cannot be read and understood by the masses because of the low literacy level.

6.3.2.7 Consultation

About 37% of respondents complained that there was no proper consultation with all relevant stakeholders, especially the communities, in the establishment of the Centres in their areas. The mostly affected Centres are those in rural areas. Traditional leadership in the form of chiefs, who play an important role in the running of the affairs of the communities in all three rural areas visited where there is such Centres claim that they were not consulted in the initial stages of the establishment of the Centres, and once they have been established they had no role to play in the running of these Centres. That undermined their leadership. For the reason that they were not involved, they often take a back seat in decision-making and other matters affecting the smooth running of the Centres.

Figure 23: Regular consultation with communities on services provided



One chief expressed his dissatisfaction by saying,

We as chiefs were not informed about the establishment of this centre. Our Government has a tendency of imposing things on us without consultation. We always fight but it looks like we are fighting a losing battle. Ultimately we sit back and observe what is taking place. Later on we are accused by Government of sabotaging projects. Who came from Government to conduct a research on the needs of my people? Some services that were offered here were not relevant, and if Government is not careful the centre will die a natural death. For instance, what we need here is proper sanitation more than housing. How is government going to know the needs of our subjects if we are not involved? We act as a mouthpiece of our communities (Chief A, 07 August 2009).

From the above statement it became apparent that government did not have a proper stakeholder involvement strategy in place. The lack of involvement and consultation of the communities concerning programmes meant for them is a concern as *Batho Pele* principles put customers in the centre of service delivery. Chiefs are influential in the communities they serve, and if they are not involved they will not support projects brought by government, and therefore Centres will not serve the purpose they were meant for.

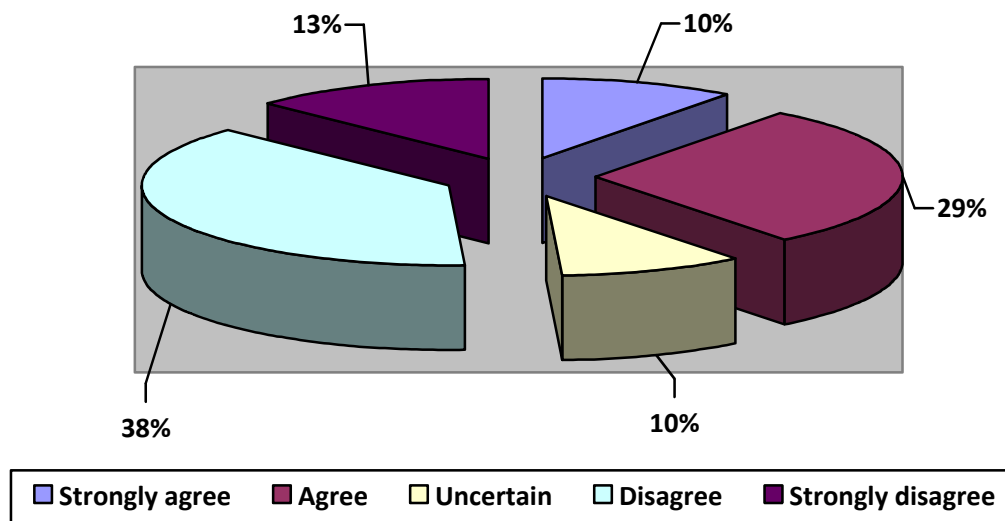
If Government can form formidable partnership with local communities and community-based organisations, that may have a positive impact on economic status of communities, and therefore contribute to long-term economic development for the country.

6.3.2.8 Information

According to Figure 24 below, 38% of respondents said the Centres do not give them up-to-date information concerning services they receive, whereas 29% said they are informed on regular basis, and that the information given them is easy to understand. The latter said there were brochures and information leaflets offered

to them when they visit the Centres. Respondents who strongly disagreed and those that strongly agreed are at 13% and 10% respectively, whilst 10% was uncertain. Those who strongly disagreed contest that there are no road shows that take place, and that in itself is a barrier to information flow. They also alleged that councilors and government officials do not bother bringing necessary information to them.

Figure 24: Centres providing up-to-date and easy to understand information



Again, these Centres were supposed to have fully fledged computer laboratories that would enhance knowledge and bring information to communities on health, education and economy. In some Centres visited the computer laboratories were not functional, and others were not fully utilised because of illiteracy level of communities that served as a stumbling block in the usage of computers. This is not a challenge that is unique to South Africa, but faced by other developing countries as well, particularly Africa. This is echoed by Uimonen (1996: 1) who says,

If half of Africa's children never receive education, then what difference do computers make? If people die from diseases incurred by the lack of hygiene, illnesses which could be remedied by such simple methods as water and soap,

then what difference would on-line access to medical journals make? And if you don't have the necessary infrastructure to transport your goods, then what difference does it make if you can advertise world-wide? And if political participation is not high on the agenda of the mighty rulers, then what difference does it make to have the means to speak your mind (if you are lucky) when no one will listen anyway? (Uimonen 1996).

6.3.3 OTHER CHALLENGES IDENTIFIED

The following challenges were identified from interviews held with Government officials as per the attached Annexure D, and from the observation sheet attached as Annexure E:

6.3.3.1 Personnel

According to Official A some government departments are unable to utilise the Centres effectively due to shortage of permanent staff, and that adversely affects rendering of services to clients. In many instances clients arrive very early at the Centres expecting to be promptly attended to, but they find themselves waiting for a long time in queues to be served, only to be sent back home without getting any help. For instance, in Centre C (Archie Gumede) there was only one official attending a long queue of clients, and that happens on a daily basis.

Although in some Centres there is a number of staff members employed on a three month contract basis, but they also cannot cope with a large number of clients that need to be attended to. Also the uncertainty of the future employment of contract employees whose contracts can be terminated after three months in their respective departments is a concern as it often demoralises them, and therefore causes them not to perform to their optimum level. The lack of permanent staff is attributed to lack of funds and bureaucracy that delays filling of posts.

Another concern raised by respondents is a lack of skilled personnel in customer care that are placed in the Centres. In Bhamshela and Monakato, for instance, recipients of services complained about the treatment they receive from officials who are unfriendly and often rude to them, treating them with disrespect. Although clients have recourse, their complaints to the municipality and/or the department concerning the individual fell on deaf ears.

6.3.3.2 Knowledge of legislation that impacts on Centres by managers

Of the nine centre managers interviewed, six of them did not know of any legislation that impacts on the Centres. That is a major concern as these managers are expected to enforce *Batho Pele* principles, and abide by the Constitution on service delivery matters, but are not aware of the White Paper on Transforming Public Service Delivery (*Batho Pele* White Paper) and have limited knowledge of the South African Constitution, especially Chapter Two that has the Bill of Rights and Chapter Ten that deals with public service issues. The managers blame employers for not offering induction programme to newly recruited managers, particularly on legislation, in order to equip them with necessary knowledge. They are employed, put into Centres and left on their own without proper support. They have to learn through trial and error.

6.3.3.3 Lack of motivation

Firstly, contract staff members are demoralised because of the uncertainty of their future employment in the departments they serve. The issue of low salaries was raised by a number of employees as one of the causes of demotivation. Secondly, the number of clients that outnumber officials by far causes staff members to be overworked, and therefore affects productivity. Finally, staff members allege that they do not get the needed support from their respective departments.

6.3.3.4 Departments working together (Integrated Service Delivery)

Another reason that necessitated Government to come up with the idea of MPCCs was the fact that in many government departments the number of services is limited. This created a situation where certain departments did not know what other departments were doing. That causes a client to travel from one department to the other, and in the process time is lost and there is delay in offering services. Therefore coming under one roof would ease that challenge and it would make departments work better because they would be informed of what is happening in other departments, and also “to facilitate inclusive growth for all by providing services to the citizens at their (clients’) door step in an easy, effective, efficient and transparent manner (www.elitex.in/paper2008/rajkumar.ppt).

Although these Centres are in operation, there is still lack of government departments working together to ensure that the Centres serve their purpose: in some Centres it became evident that departments do not know what programmes are planned by other departments; each department works in isolation and without proper collaboration with other departments. In one case there were community meetings arranged at the same time in the same community by two different departments. Community members did not know which one to attend as both meetings were important to them. In another instance one official from a department was asked if he knew what the other department next door was offering to clients as far as services are concerned, he responded by saying he had no clue. It turned out that representatives of departments each day just come to do what they need to do for their departments, and are not conversant with what other departments are offering or how they operate.

6.3.3.5 Management of Centres

One Centre is remotely managed by someone who is not based at the Centre but in the nearest town. The reason given by the said manager is that she is

responsible in managing a number of other Centres who are not necessarily TSCs. The person who really monitors the day-to-day running of the Centre is the supervisor who also attends to complaints by the public on municipal services.

The other issue is the qualifications of managers. Seven out of nine do not have public administration and management qualifications, with four having degrees, and others just diplomas. They expected to be given in-service training in order to equip them with necessary management skills, but it did not happen. Raising his concern, one official said:

I wish our employer can take this (position of managers) seriously. In-service training is crucial for some of us who do not have relevant qualifications as it will keep us abreast and informed of latest developments in management issues (Manager D: 16 October 2009).

6.3.3.6 Political conflict

Internal politics also hinders some services in the Centres: Centre B manager expressed concern over a telecentre that is well equipped but not functioning because of internal politics. The telecentre has been there for two years but no service provider that would render the centre effective has been chosen as yet as there is still internal strife on who has the authority to offer a contract to the service provider. It became evident from respondents that power struggle within the majority party in the municipality has a negative impact on the smooth running of the Centres, particularly the proper functioning of the telecentres.

The African National Congress (ANC) as the ruling party and its alliance partners have admitted that the infighting for leadership positions within the party in the national structure has filtered down to various municipalities where the ruling party's councillors discredited by members who want to place themselves in the nomination list for 2012 elections. The infighting has caused leadership crisis and

is one of the major reasons for service delivery protests (http://www.iol.co.za/index.php?set_id=1&click_id=6&art_id=nw20100317131229377C608614).

The Eastern Cape ANC provincial chairperson Phumulo Masualle also stated that the infighting among the party's councillors is driving a wedge in the ranks of the ANC, therefore bringing service delivery to a halt. In light of this, the leadership of the ANC in the Local Government Summit in East London declared to get tough with those elements within the party that caused disharmony and 'hiding behind the party's name' in fuelling the infighting. The factions have been identified as one of the causes of lack of service delivery. Qoboshiyane also stated that the intolerance within the ruling party "tends to undermine the sanctity of municipalities and interfere with the fulfilment of their statutory obligations", and assented that That a number of municipalities are faced with "serious leadership and governance challenges which included a weak response and accountability to communities; inadequate and unqualified human resources to ensure professional administration; and high levels of mistrust between mayors, chief whips and speakers" (*Daily Dispatch*, April 28, 2010).

It is also a perception that politicians interfere a lot in the employment of a centre manager, particularly councillors; it is evident that the employment of managers is based on political affiliation. If there are two candidates and one of them belongs to the majority party, he/she will be favoured for employment at the expense of the one who does not belong to the majority party, no matter how good that person can be, and has relevant qualifications, skills, knowledge and experience, It is also alleged that employing relatives, friends and people they know they will benefit one way or the other from them is the business of the day.

The above allegation is confirmed by the ANC leadership which states that the implementation of the deployment strategy failed in that it created a high concentration of its talented and best cadres into "... legislatures and the

executives at the expense of other sectors of social activity”. The lack of a “comprehensive and co-ordinated plan to deploy cadres to other critical centers ... has led to a situation where individuals deploy themselves”. Such an action has led to experienced cadres under-utilised, displaced and deactivated (<http://www.anc.org.za/ancdocs/pubs/umrabulo/articles/cadrepolicy.html>).

6.3.3.7 Marketing the Centres

A number of people who are supposed to be served by the Centres, particularly in urban areas, do not know what those Centres offer, and some do not know that a Centre exists. Some community members who came for the first time to the Centres said it was the first time they heard of the Centre, their being there was just mere curiosity and to observe what services are offered. Senior Communication Officers who represent government often blame Centre managers who do not market the Centres to the communities, and managers in turn blame LISSC that does not play its important role in informing communities about the Centres and services offered. LISSC is being accused of lack of commitment in the affairs of Centres, particularly councilors who were supposed to effectively participate in the marketing of Centres. One manager further argued that some Centres have not been launched, and that open days which were going to help in making the Centres known are seldom held. In one occasion the LISSC that was supposed to play a pivotal role in an open day did not participate because of internal politics. Another factor that contributes to the marketing of the Centres not to be as effective as it should be is the fact that some managers who are supposed to have a big role in the marketing of the Centres do not have the necessary skills to do exactly that. If a manager does have skills, there is also a problem of human and other resources that are not enough or not there at all to assist the manager in the marketing of the Centre. The support from the national, provincial and local governments is not forthcoming as it should be.

6.3.3.8 Resources

Lack of resources such as vehicles which can be used for emergencies is a major setback. Bureaucracy still prevails as a Centre manager has to phone the regional office first to book a vehicle, and then wait for approval to use the vehicle that is not even stationed at the Centre but at the regional office. Other resources like furniture pose a challenge. Each department is to provide its office with its own furniture. There are other departments that do not have adequate furniture, resulting in old people standing on queues for a very long time.

The unavailability or lack of enough equipment like computers, phones, photocopying and faxing facilities also pose a challenge to both officials and recipients of services; officials cannot expedite the processing of necessary documents, and cannot communicate effectively with their relevant head offices if there is an emergency. If clients do not have photocopies of the required documents then they have to go to places that can offer such a service which often are a distance from the Centre and cost money and time.

The number of officials working in the Centres is also a matter of concern. There are few officials that have to cope with great number of people who need attention. For instance, in Archie Gumede Thusong Service Centre there was only one DHA official who has to deal with a number of clients on a daily basis, which is quite overwhelming for him, and often has to turn away clients without helping them within the working/office hours.

In one Centre the infrastructure does not meet the required operational standards; it is a double-storey thatch roof building but does not have enough fire hydrants and emergency exits in case fire breaks out. In two Centres some offices are on the first level but there are no lifts that would cater for the disabled.

Water and electricity has been identified as another challenge. One Centre uses prepaid electricity, and often there is no money to buy electricity because of tenants that do not honour their obligation of paying rent. The manager has to request for contributions from members of the community in the form of money for him to be able to buy electricity. As water is pumped by electricity, if there is no electricity then the use of toilets and availability of water in general becomes a problem. In another Centre the water pump often breaks, affecting the smooth running of the Centre. Where electricity is not bought through prepaid, where it is readily available, there were often unannounced power cuts that interrupted services. A water tank brings water to one Centre on a daily basis, but sometimes it does not pitch up, and therefore toilets will not be used for that day.

Lastly, some Centres do not have enough space to accommodate shared services. Officials have to use one office but at different times. That concerns officials because there is often loss of documents and other valuable information. Some departments vacate these Centres.

6.3.3.9 Vandalism, Burglary and Theft

In three out of nine Centres visited, vandalism, burglary and theft have rendered tele-centres unusable. Centres that have tele-centres and are located in impoverished communities where unemployment rate is high often are broken into many times by thieves who steal computers and other electronic equipment. To burglars, stealing has become an activity that generates income, and therefore repeating the same offence at the same Centre has developed into a booming business. Theft and vandalism has led to the abandonment of computer laboratories and have been replaced by other services that do not require a high volume of electronic equipment.

6.3.3.10 Funding

There is a serious challenge on the funding the Centres. The GSSC that has been entrusted with the establishment of the Centres gave initial funding, but withdrew when the Centres had been established. Tenants have to pay rent for the upkeep of Centres, but do not do that regularly. Collecting rent from tenants has become a daunting task for the Centre manager. Some service providers withdraw from using Centres and that in itself exacerbates the problem. The local municipality that owns the buildings also do not contribute much to the upkeep of Centres, as Centres are generally not perceived to be the responsibility of municipalities. There is a blame game played by all levels of government.

6.3.3.11 Frequency of services

Some respondents would have preferred services to be offered on a daily basis. There are departments that do not honour their appointments with clients. Instead of arriving on the agreed-upon time, they come two to three hours late. Sometimes they do not offer services at all. This makes people unsure whether service providers will be coming or not the next time.

The main cause of service providers' not honouring their appointments is the lack of control over government officials providing services in the Centres by managers. Service providers do not stick to the time table given to the manager. They come and go as they wish; others come late, whilst some often do not come on stipulated dates. This causes despondency in clients as they wonder if going to the Centre will be a fruitful exercise or not.

6.3.3.12 Community needs not taken care of

The issue of community engagement still needs to be taken seriously. There is a communication gap that exists between the elected and the electorate. Politicians

usually think they know what communities need, and therefore bring programmes that are irrelevant. This is a challenge that is not affecting only South Africa, but the whole of Africa. As espoused by Hansson (2007: 1), several of such Centres established in Africa were an initiative that was "... based on technology-focused agendas and questions of appropriateness are commonly underplayed. And as many tele-centres struggle with viability this is consequently bringing a need to learn from shared experiences of tele-centres in their local contexts, of what works and works not".

Through the research, it has been found that South African system of choosing Members of Parliament is flawed; it is not a constituency-based election system. Members of Parliament are chosen from the political party list. This has caused serious problems as far as representation of constituencies and their views in parliament is concerned. It has given rise to politicians, particularly members of parliament not really serving the communities they say they represent, instead serving their own interests. This is evident in the floor-crossing period when members of Parliament trade their representation for recognition, money and to be identified with the powerful party. That has also led to the stage where Members of Parliament become so 'loyal' to the party that they do not air the views of the electorate where it matters most for fear of jeopardizing their positions. Members of Parliament are rarely seen and heard in their constituencies, and some constituencies do not even know their representatives in Parliament. That has caused a gap in communication between Parliament and ordinary citizens (<http://www.afrimap.org/english/images/paper/Masiko-Kambala-SA-electoral-system-EN.pdf>).

Although the South African Broadcasting Cooperation has introduced parliamentary service station in order for citizens to hear what is said in Parliament during the debates, still other citizens that do not have access to electronic media cannot access information. Even those who can afford televisions cannot fully follow debates because the language that is often used is English. Therefore

members of parliament are detached from their own communities, and their lack of active involvement in the Centres makes them not to know what services are needed by communities.

6.3.3.13 Utilisation of Centres

These Centres were supposed to be the nucleus of community development by offering education, knowledge, and providing relevant basic services and projects to benefit communities. Although certain Centres have libraries, schools, clinics and other relevant facilities, some Centres are not optimally utilised. The reason given by respondents is that services rendered are not the ones needed by them, in other words a Centre was placed in the community and services provided were of no relevance to the community. Again, some Centres that have telecentres charge clients for the use of the equipment, and therefore are not accessible to ordinary citizens who do not have money.

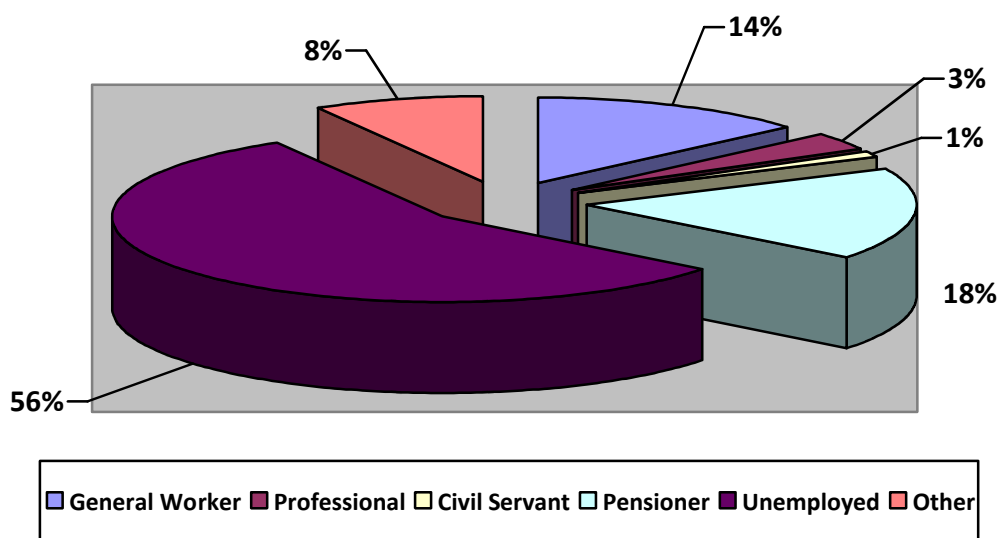
6.3.3.14 Unemployment

South Africa is considered to be one of the countries that has high unemployment rate of 29.1%, and the worst affected are blacks. One of the reasons for job losses is the lack of skills. As shown in the graph below, 70% of the people interviewed are unemployed, and often come to the Centres with the hope of finding job opportunities. Recent statistics depict that the number of jobs lost in July and September of 2009 is close to 500 000, and the total of job losses in 2009 is 1,07 million jobs lost and the number of people with jobs fell by 484 000 to 12.9 million. The research findings are also supported by the survey that made known that between the first and second quarters of 2010 the labour force decreases by 59 000 , and employment by 61 000. The formal sector in the same period laid down 129 000 employees, and the Agriculture and Private Households cut back 32 000 and 14 000 jobs respectively. Job seekers increased by 68 000. The figures indicate that in 2010 the annual decrease in unemployment was at 4,7% as

compared to 4,7% in the same period (1st and 2nd quarters) in 2009 (<http://www.jobs.co.za/recruitment/recruitment-advice/article/149/south-africas-employment-times-jobs-unemployment-and-hiring-statistics-for-q4-2009>).

This has a negative impact on the Centres as burglary and theft that threaten their survival are on the increase.

Figure 25: Employment categories in areas where Centres are

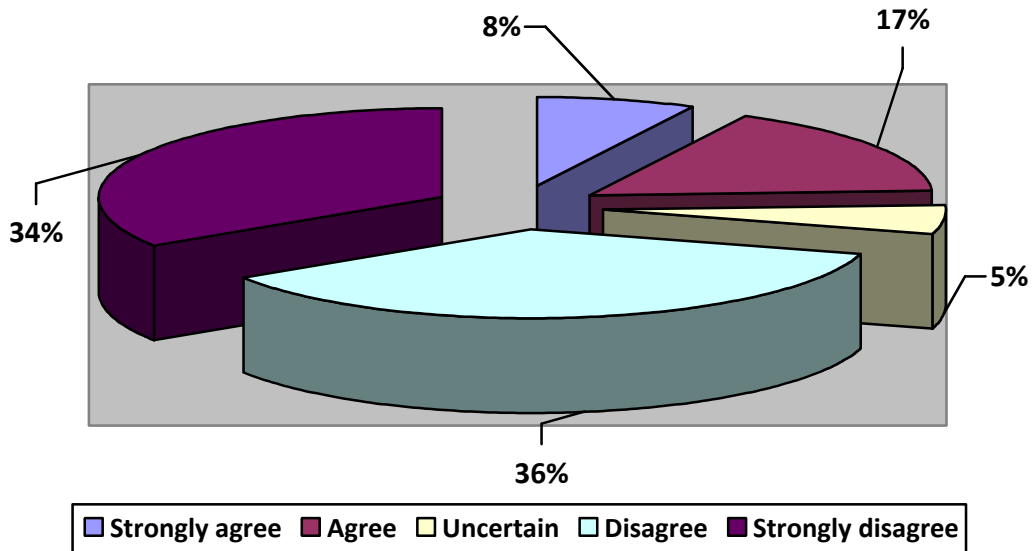


6.3.3.15 Skills Development and Economic Projects

One of the objectives of establishing such Centres was to bring projects that will equip communities with the development of necessary skills that will enable them to be employers. The Centres were also expected to bring about job opportunities that will benefit communities such as construction of roads, erection of toilets and houses by municipalities, and upgrading of the sewage system. The survey, however, showed that Centres seldom brought projects for the benefit of communities. 36% of respondents said there were not enough projects brought by the Centres, whilst 34% said there were no projects brought by Centre. Only 17% said the Centres brought projects, and only 8% said they completely agree that Centres brought projects. Respondents alleged that if there are projects brought

by municipalities through the Centres, corruption becomes the norm; people who often get employment and lucrative tenders in such projects are relatives and friends of politicians in power.

Figure 26: Skills development and projects brought by Centres



6.4 CONCLUSION

This Chapter gave an in-depth description of the conditions of some of the TSCs from rural areas, semi-urban areas to urban areas. What is evident in most Centres is the lack of management and administration skills by managers, and lack of knowledge of legislation that directly and indirectly affect the optimal functioning of these Centres. Respondents generally expressed lack of satisfaction with the services they receive from the Centres, particularly the non-compliance to Batho-Pele Principles by Government officials. Another concern is that these Centres that were established to bring projects to communities that will assist in improving the economic status, as many communities are poverty-stricken because of the high rate of unemployment, are not meeting that objective. One of the reasons for this shortcoming is the lack of funds which render the Centres ineffective.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

The objective of the study was to determine if service delivery was enhanced with the introduction of TSCs, and if there has been any change in the lives of communities where they have been established. The findings could be used as the basis for further research in this area. It is important for GCIS, as the Department in the South African public sector that was mandated to establish TSCs, and all other departments, to make TSCs effective by working together in an integrated manner.

Chapter One introduced the topic of the study by presenting the historical background of the South African public sector and its provision of services to communities during the apartheid era, and further gave a description of the post apartheid public sector and its endeavour in the transformation process to provide quality service delivery to all. The chapter continued to give the description of the problem that still exists in the present dispensation as far as delivery of services is concerned. It also provided the objectives, and research questions that need to be addressed.

Chapter Two outlined the literature review related to public sector service and service delivery. Firstly it looked at the concept of public administration; how public administration relates to public management, and how the two concepts link with service delivery. The chapter also looked at public sector transformation as a global concept and the effects of such transformation in the African public sector. The chapter continued to look at Public Management Theory in relation to New Public Management Theory. Current debates on public administration and their

effect on service delivery were presented. Finally, the chapter provided an argument on New Public Management Theory and its influence on African states.

Chapter Three presented South African perspective on the concept of Multi-purpose Community Centres, and further explained how South Africa utilises these Centres as a vehicle for service delivery.

Chapter Four reflected on Service Delivery Centres in an international context with specific reference to some of the first world countries like Canada, Sweden and Australia. The chapter proceeded to give perspectives from the developing countries like Brazil, Ghana, Ethiopia, Mozambique and Uganda, and some challenges faced by some of the Centres in these countries.

Chapter Five presented the research design and methodology used in this research. Chapter Six presented the findings of the research based on the returned questionnaires, interview schedule and an observation sheet used to gather information, and provided an analysis and presentation of data collected through the empirical study

This chapter therefore presents conclusion and recommendations that were carefully drawn from the analysis of the findings and the entire study.

7.2 CONCLUSION

Provisioning of services in an equitable manner without prejudice and discrimination has been a challenge in South Africa because of the inherited inequalities from the apartheid regime. The Government in an effort to address the inequalities embarked on establishing TSCs. As the study has revealed that although the TSCs were necessary, they did not adequately and effectively address the inequality problem. The proper functioning of the TSCs is dependent,

amongst other factors, on the availability of financial, physical and human resources. However, there were other problems identified by the researcher that impacted on the functioning of the TSCs, and therefore impacted negatively on service delivery.

The major findings showed that although the introduction of MPCCs by government to enhance service delivery in areas that were neglected before by the apartheid regime, the government is still faced with some challenges that make the Centres not very effective.

Since the smooth running of the Centres is primarily the responsibility of GCIS, it should make it a point that Centres as a vehicle for service delivery are a priority. Working together with municipalities and both national and provincial governments is very crucial for these Centres to fulfill the purpose for which they were created. GCIS should ensure that is adequate budget available for running and the maintenance of these Centres. As mentioned before, the former President Thabo Mbeki was determined to make TSCs centers of community life. For this to be achieved there should be sufficient number of such Centres throughout the country, and there should be proper care and maintenance of these Centres. If communities are provided with sufficient number of such Centres, relevant services and sufficient resources, then the lives of people will change for the better.

Government should also vigorously engage donors and sponsors in the funding of Centres. It should be noted however that donors and sponsors can only be willing to be participants only if government invests first in these Centres. If that is not done, then the maintenance and sustainability of these Centres will not be possible, ultimately the provision of services that government was trying to improve will fail.

A survey or feasibility study by municipalities and various departments should be done in order to give relevant or contextualised services to clients. It is imperative that communities should be engaged in deciding for themselves which programmes need to be run in these Centres.

7.3 RECOMMENDATIONS

This part of the study presents recommendations that emanate from the literature review and findings of the empirical study.

7.3.1 Recommendation One

Integrated Service Delivery need to be strengthened, as this plays a major role in improving service delivery

Integrated service delivery is crucial, particularly given the history of disjointed and fragmented system South Africa had during the apartheid era. Government should employ strategies that will make it more effective in the delivery of services to people, and promote “partnership” with other departments. One strategy would be to take staff members in each Centre and train them on different services that are offered in that particular Centre. The versatility would improve service delivery in that providing of information to clients by any other staff in the Centre will be possible. It will also help in improving communication between departments.

Although each sphere of government is unique in its own way, and has the constitutional right to exercise its powers in the execution of its duty, but the right, however, does not in anyway prevent these entities from working together to achieve the common goal of serving the South African community. Section 41, clause 1 of the Constitution of the Republic of South Africa states that these

spheres of government need to protect the welfare of the citizens by assisting and supporting one another, preserving peace, national unity and indivisibility whilst at the same time not infringe on the geographical, functional or institutional integrity of each government sphere (Constitution of the Republic of South Africa, Act 108 of 1996).

There is therefore a great need for these spheres to work in partnership as they are interdependent and interrelated. They have an obligation to comply with the statutes of the country. In his speech at the Emnothweni Arena Conference Centre in July 17-19, 2002 in Nelspruit, Mpumalanga, Mr Hillary Monare, a manager in the Municipal Demarcation Board stated that the three spheres of government "...must respect, protect, promote and fulfill the rights in the Bill of Rights provided for in the Constitution...to plan and work together to ensure that services are delivered to all people in South Africa". Municipalities who are closer to the people must make certain that national and provincial programmes are cascaded down to the people, and encourage communities to involve themselves in such programmes. He further says that the National and Provincial Governments have the duty of supporting municipalities by providing assistance on capacity building in managing their affairs and also in performing their duties.

The GCIS as the lead department in the establishment of the Centres has to work hand-in-hand with the local municipalities to ensure that each Centre should be designed to optimally meet the needs of not only the recipients of services, but also those of the service providers.

7.3.2 Recommendation Two

For MPCCs to survive, they need adequate funding from all stakeholders

Lack of funds is a great challenge as management in the Centres does not have access and control over the funds donated for the day-to-day running of the Centres. Municipalities also complain that there is not enough funds to run, maintain and adequately furnish the Centres. Often, the neglect of the maintenance of the buildings is attributed to the fact that there is no department that wants to take ownership of the buildings, including municipalities in some areas. Although service providers enter into an agreement of paying rent with the municipalities by signing the memorandum of understanding, collection of such a rent is a challenge as some service providers do not honour their obligation. It is therefore the duty of the lead department to ensure that there is ownership of these buildings and that the rent is properly used to maintain buildings. A substantial budget should be set apart solely for the maintenance of the Centres, and managers given a much more responsible role to this regard. Although the buildings belong to the municipality concerned, the GCIS as the lead department in the establishment of these Centres must also play an active role by providing adequate funds for the upkeep of the Centres.

7.3.3 Recommendation Three

For Government programmes to succeed it needs to consult extensively with recipients of services

For any community project to be successful there needs to be a high level of engagement and consultation with relevant stakeholders. Consultation with communities and stakeholders concerning projects that affect them directly and indirectly usually promotes or generally has positive consequences on the

operation and sustainability of programmes brought by an agreed upon project. The main reason for the success of programmes is ownership, and if it fails there will not be a blame game as stakeholders will have to bear collective responsibility. It is therefore vital to involve communities and relevant stakeholders in the conceptual stages of the Centre.

According to Barbaro (2006: 45-48) it is important for organisations to foster a good relationship with communities they serve, and consult extensively to determine which programmes need to be introduced in order to be relevant to the needs of the community. He defines community relations as a 'contract' that endorses co-operation between an organization and a community. The 'contract' ensures that an organisation operates 'legally' within a community, and therefore programmes introduced by an organisation will be fully supported by the community. He goes further to say that "Community relations is also used to describe direct participation by interested publics in decision-making processes for organisations, especially government organizations".

The following factors on community relations need to be taken into consideration:

- If an organisation wants to operate in an effective and creative way within a community, then it needs to take community relations as an important tool that will assist in making its vision realised;
- The importance of public organisations creating and maintaining close relations with communities ensures that both parties participate in public policy implementation, and therefore enabling both parties to function effectively;
- Both parties will have solutions that are based on reciprocal benefits;

- Loyalty is strengthened between the parties, and any proposal that comes from either party will be acceptable;
- Having good community relations creates trust between the parties, and the community will think positively on ideas brought by an organisation;
- Good community relations ensures that the realities of a situation are defined before any programme is introduced. This helps both parties to agree on possible and acceptable solutions to present challenges; and
- Organisations need to take advantage of the diverse knowledge and skills the communities possess. This is important because diverse people who are knowledgeable will bring creative solutions from their superfluous background and experiences in order find creative solutions and better planning ability, thus enabling the organization to tap into that knowledge and experience (Barbaro 2006: 45-48).

7.3.4 Recommendation Four

Government to provide adequate personnel in the Centres for effective service delivery

Shortage of staff impacts negatively on service delivery, as quite often staff's capabilities and performance are overstretched. Therefore, it is imperative that different departments utilising Centres need to ensure that there is enough personnel/staff in order for adequate service delivery to be delivered. Even though some departments have enough staff members in a Centre, there is also a challenge of some staff members not trained well to handle different clients. The above-mentioned factors, if not attended to promptly, may give rise to

discontentment, stress, demotivation and fatigue to staff members, and may lead to poor performance and resignations.

7.3.5 Recommendation Five

Managers of Centres need to be equipped with appropriate management skills

Managers who assume responsibilities of running a Centre, and those that have not been inducted but manage the Centres should go through an induction programme that will familiarise them with management issues and government legislations that have an impact on the running of Centres. When Centre managers were recruited they were not told what was expected of them, and they also did not know how these Centres looked like. It came as a shock to them to find Centres to be what they did not expect. Induction programme will help managers to manage resources better, make them aware of leadership and managerial skills in order to be competent, familiarize them on policies, legislation and other service delivery concepts, and gain knowledge on performance management issues.

Commenting on the importance of induction Nel *et al* (2008: 146, 284) say that employees need induction in order to acquaint them with the organisation's employment relations policy, to train them on how to use employment relations structures, and informed them of the conditions of service. It is also through induction that employers get an opportunity to 'sow the seeds for a harmonious working environment...to maintain industrial peace in the organisation". Other benefits of induction are to:

- reduce reality shock and cognitive dissonance (shock experienced by new employees when what they find is completely different from what they expected) comes with about the general working environment;
- lower turnover and increase job satisfaction, and therefore reduce absenteeism;
- lower employee anxieties;
- create positive work values and reduce start-up costs; and
- improve relation between employers/managers and co-workers.

Trained and skilled managers are critical in management as they increase the effectiveness of an institution, and have capabilities of taking an organisation to higher heights. As stated by Longenecker and Fink (2005:73), “Improving management skills and competencies can be a great source of competitive advantage when handled with great care and taken seriously. While there are many reasons organizations fail to properly train their managers, very few of them are justified if an organization is serious about improving performance”.

Lloyd (2006: 20) suggests that in order for managers to be flexible, dynamic and cope with the rapidly changing environment, it is imperative that they are developed and trained to be multi-skilled. Such managers can contribute to an organisation’s realisation of its objectives and can boost the morale and commitment of the workforce, and in turn increase productivity.

7.3.6 Recommendation Six

Politicians to be guided by ethics and professionalism

From the research it emerged that internal strife in the ruling party and its supporting structures do harm to service delivery. The strife is often caused by individual’s self interest that supersedes that of an organization, especially in

public institutions where politics play a major role. Some individuals are driven by power whilst others by material gain. For public institutions to survive suicide brought by such infighting, it is advisable that strict adherence to ethics and professionalism be the guide. Politicians should know that they in those positions because they have been voted for by the people, therefore they need to serve the people without fail, and put self-interest last.

As stated by Pillay (2004: 588), corruption in South Africa is not a new thing; it had been entrenched in the bureaucratic system used in the apartheid era, and inherited by the new government. As South Africa emerged as a democratic country in 1994 the economic and social disparities still remained, the public institutions' performance declined, the morale of public sector employees declined because of salary cuts and promotion of cadres that was not based on performance, experience and qualification but rather on political affiliation, and cuts in government budgets that resulted in inadequate supplies and equipment. Until such matters are addressed adequately, corruption will still continue to plague all levels of Government.

The following suggestions can help in alleviating corruption and instilling ethics and professionalism:

- There is a need to review the deployment of cadres policy; positions should be filled with qualified, experienced people regardless of political affiliation to prevent cadres fighting amongst themselves for positions;
- Some of the outdated rules of the country that were inherited from the apartheid era, such as rules in the Ministerial Handbook, and the current Broad-based Economic Empowerment Act that promotes entrepreneurial politics need to be reviewed as they may be abused by politicians to enrich themselves at the expense of the majority; and
- Efficient and effective control measures by the ruling party to prevent the use of political affiliation as the stepping stone to self enrichment.

7.3.7 Recommendation Seven

For Centres to be known by communities they should have a more effective marketing strategy

Organisations that have good marketing strategies succeed in their mission. All stakeholders need to engage themselves in a vigorous promotion and advertising of the Centres. Managers on their own are unable to perform this task because, they are not trained in this regard. Consumers of goods need to be thoroughly informed of what services are offered, who offers them, how they are offered and when they are offered. Billboards may be one of the strategies used to market Centres. In using billboards it is important though to consider using the language that is understood by the community. For marketing to be successful it is also of paramount importance to understand the targeted people and their needs, so that the marketing is contextualised. Some authors also suggest ways in which communities can be informed of the existence of Centres, and they are as follows:

- Storytelling;
- Participants and stakeholders spreading the word when they come in contact with communities;
- The use of electronic communication such as community radios, and television;
- Meetings and workshops;
- Dissemination of collective knowledge acquired through email and/or the Internet and distributed through bulletin boards, newspapers;
- Inviting high and middle-school teachers to bring their students to the telecentre; and
- Offering user discounts and friendly training and entertainment packages

(http://portal.unesco.org/ci/en/file_download.php/053c2bb713f94903fc72a2a910a4e495Telecentres+around+the+world.pdf).

7.3.8 Recommendation Eight

Centres to be provided with adequate resources

All levels of government should provide enough resources to the Centres in order for these Centres to be successful; it should not only be the responsibility of the local government. When each department is considering using the Centres, then in their budgeting they need to consider supplying resources like equipment, personnel, proper infrastructure, etc. to the Centres. A better resourced Centre in all aspects can render services better. Resources also include funds given to Centres for their optimal functioning. The money collected from department using Centres in a form of rental is not enough to maintain structures of Centres. All departments must budget to contribute to the smooth running and maintenance of Centres.

A research conducted on the effect of resources on productivity revealed that competitiveness of an organisation and sustainability of services highly dependent on the availability of resources. The six major resources identified were organisational, physical, human, technology, finance, and reputation. It has been established that over-performers come from organisations that have both capability and adequate resources because availability of sufficient resources aided over-performers "... to develop a highly focused and differentiated product range". On the other hand under-performing organisations are those that do not have such resources (Bretherton & Chaston 2005: 281).

7.3.9 Recommendation Nine

Preventative measures need to be put in place to prohibit vandalism, burglary and theft in Centres

More attention should be given to security in the Centres. Although there are some Centres that have hired a security company to guard the Centres, the fence around Centres should be improved, and installing an alarm system will reduce burglary and theft.

7.3.10 Recommendation Ten

Ensuring Frequency of Services in the Centres

Departments using these Centres should ensure that their staff members do go to offer services to clients where these Centres are. That can be done by giving more power to the manager in administering their regular presence, and to take disciplinary measures against the defaulting service providers. Service provision that is not reliable often leads to protests as it has been experienced since 2004.

Failure to deliver services promptly and regularly is detrimental to the clients' trust, demotivates those that come regularly, promotes employee and customer dissatisfaction, as a result there will be a decreases in employee and customer retention.

Sustainability of any business depends on meeting the needs of customers in a satisfactory manner. It is equally true that if customers do not get service satisfaction then the business will not survive. It is therefore important for Departments to put failure-prevention mechanisms in place. If it happens that Departments fail to put such a mechanism in place then, as stated by Soussa &

Voss (2009: 834), there should be “service delivery systems ... designed with effective service recovery mechanisms”.

7.3.11 Recommendation Eleven

When introducing service delivery programmes community needs to be taken into consideration

It became evident from the research that communities are seldom consulted on matters that affect them directly as far as services are concerned. The representation of communities at both national and provincial levels needs to be reviewed. The current system of appointing Members of Parliament by the ruling party needs attention as it does not address service delivery issues. Communities need to play a vital role in the appointment of MPs; they need to elect their own people that will represent them in Parliament other than the ruling party using the party's list to choose candidates for Parliament. Stringent measures also need to be put in place to ensure that the representatives perform. It is very important that a representative of community communicates time and again with the community in order to know what the needs of that community are.

7.3.12 Recommendation Twelve

The business hours of MPCCs need to be reviewed

One of the challenges on the utilisation of Centres is the allocated business hours. It will be better if some Centres, particularly those in urban areas to operate on a 24-hour basis to allow even those who cannot use them during the day to access them late. It is also important that if government wants to promote computer literacy, telecentres should not charge users the way it is done now, rather the

government should intervene and subsidise those who cannot afford these services.

7.3.13 Recommendation Thirteen

There should be vigorous introduction of skills development and economic projects at the Centres

As skills shortage is a challenge in South Africa, the DoL should promote skills development rigorously in communities by utilising Centres in offering courses and training to this regard. If properly done and well coordinated, developing skills by giving appropriate training to communities will help eradicate dependency but promote self reliance, and then improve the socio-economic conditions of the communities.

7.4 PROPOSED MODEL FOR EFFICIENT AND EFFECTIVE AND SERVICE DELIVERY

The Bill of Rights, as a cornerstone of democracy, states that it is the duty of Government to ensure that its institutions and all organs of State protect the rights of citizens, the democratic values such as human dignity, freedom and equal treatment of citizens. Chapter 2, Sections 9, 26, 27 and 32 of the Constitution explain equality as follows:

1. All citizens are to have equal and full benefits of all rights and freedoms;
2. It is the duty of the State to ensure that no person, directly or indirectly, is unfairly discriminated against based on “race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth”;
3. Adequate housing must be accessible to all;

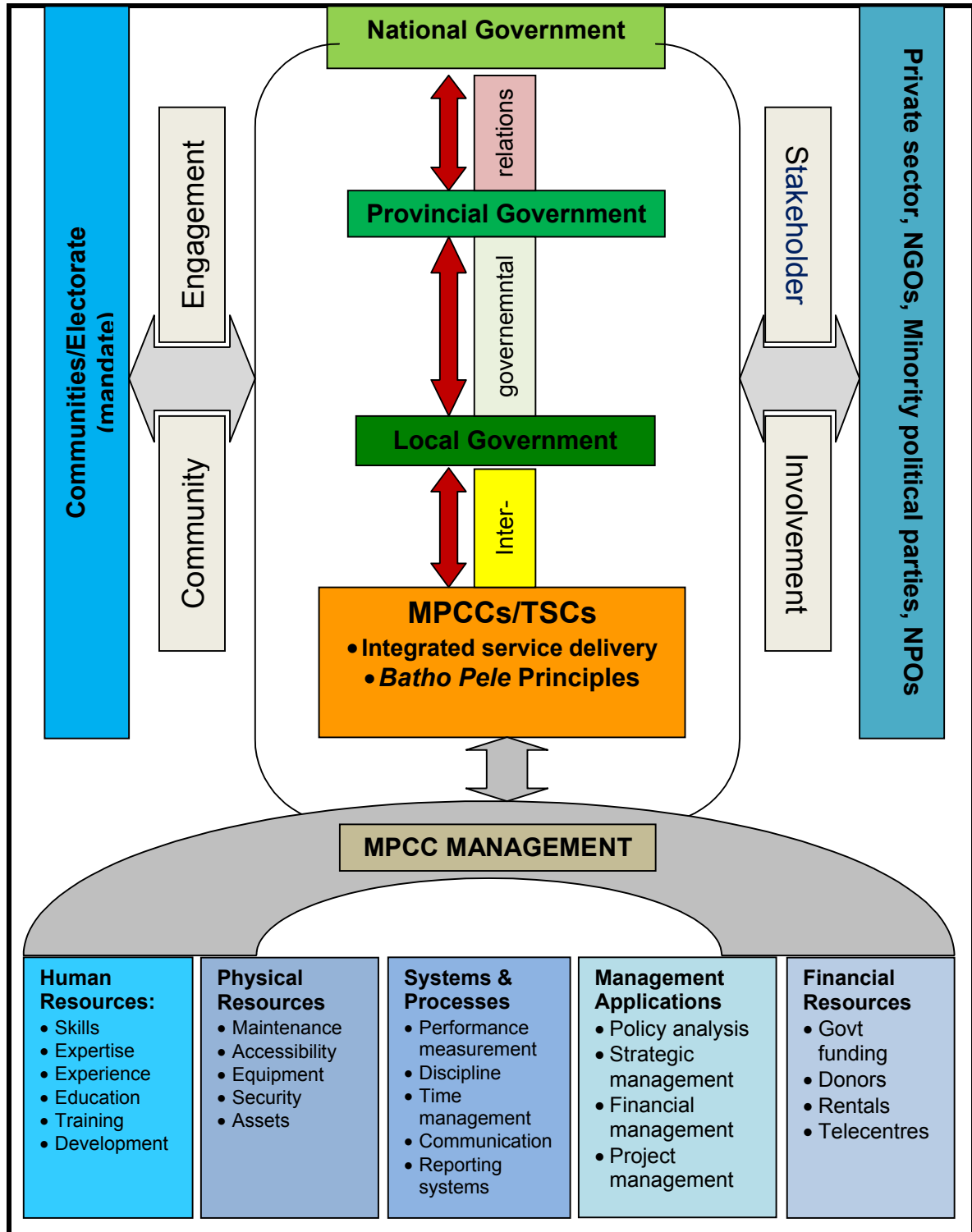
4. Accessibility to health care services, enough food and water, social security must be accessible to everyone;
5. Ease of access to basic education, adult basic education, and to further education in any available possible way; and
6. Everyone must be afforded right to access information held by the State and any other person that is required for the protection and exercise of any rights

(Constitution of the Republic of South Africa, Act 108 of 1996).

These are fundamental rights that need to be protected, and the Centres play a crucial role in ensuring that basic services that are entailed in the Bill of Rights are offered to communities where these Centres are placed. The Centres on their own cannot make these rights realised without the extensive intervention and involvement of all levels of government. For public goods and services to thrive, there needs to be a balance on the roles played by various stakeholders, that includes views and opinions that come from, amongst others, the general citizens, the business fraternity and others organisations such as NGOs and NPOs. If one of the above-mentioned role players is neglected, the survival of the TSCs will be slim. It still remains, however, the duty of the State to play a visible and significant role as stipulated in Section 11 (2) of the Constitution that Government must put in place legislation and introduce, when necessary, other necessary reasonable measures to make sure that these rights are realised.

From the findings of the research one can therefore conclude that the idea of TSCs is a noble idea, but the current system is not functioning properly as it should. For community-centred service delivery to be successful the researcher proposes a model as depicted in Figure 27 that is based on customer needs that are not only determined by Government, but also by the electorate and all other vital stakeholders.

Figure 27: Proposed Model for Effective Service Delivery Through MPCCs



7.4.1 The General Environment

The MPCCs have to interact with the general environment, which is also referred to as the external environment, and know what the demands of the environment are. The external environment of the MPCCs is composed of the national, provincial and local governments which make policies, and legislations that directly and indirectly affect the smooth running of the MPCCs; the electorate which should be influencing all levels of government on what services need to be provided in the MPCCs; the private sector; the NGOs and NPOs which need to collaborate with government and communities on ensuring the sustainability of the MPCCs through funding and bringing projects that will contribute to the betterment of the economic status of the communities; and other political parties that are regarded to be in the minority as they are part of the communities they represent.

7.4.1.1 The roles of national, provincial and local governments

The public sector reform in South Africa brought about a lot of ideas and, to a certain extent, changes, on how public institutions should be managed for effective service delivery. The borrowing of concepts from NPM such as competition, economy, effectiveness, and efficiency was seen as one of the things that would make the public sector improve its institutions as far as organisational efficiency is concerned. As stated by Brunetto and Farr-Whatton (2008: 39), it is important for public service to adopt tools from the private sector that will enable it to improve outcomes (productivity) and service delivery to customers, and that the focus of activity should change from inputs to the production of measurable outputs such as the implementation of laws and “high quality customer service delivery” in order to achieve organisational goals and objectives, hence the importance of each level of government playing its role in the delivery of services.

Firstly, the national level of government is responsible for the enactment of laws and passing of policies that will affect the operations of MPCCs, including the manager's operations. It is, however, important that all levels of government consult extensively with all relevant stakeholders before any law, policy and by-law can be passed and the implementation thereof. In other words, the stakeholders' inputs should influence and inform government on the kind of policy, law and by-law that need to be passed. One of the underlying challenges of the success of the MPCCs is lack of community engagement by Government. As asserted by Mutula (2008: 242), although the introduction of *Batho Pele* principles was seen as intent to focus on people, there is no provision for engagement with citizens.

Secondly, financial and other forms of support from the national and provincial departments are not sufficient, as some Centres are left in the hands of the local government. The current state of affairs is that local government is unable to sustain the Centres because of limited financial resources, thus negatively affecting the delivery of service. The levels of government need to create a collaborative strategy that will ensure that no one level suffers in fulfilling the mandate of the electorate.

Thirdly, politicians who hold responsible positions in government should not exempt themselves from being accountable on what is happening in the implementations of laws, policies and by-laws, as it has happened recently with the Minister of Defence who has been evading appearance before Scopa since February 2010 on issues related to mismanagement of financial resources by her Department, which in turn created some tension between her, Scopa and Parliament (*News 24, 23 April 2010*). The successful implementation of the *Batho Pele* White Paper depends on the commitment demonstrated by those in authority in all levels of government. The introduction of the White Paper that puts emphasis on "putting the

people first" was aimed at improving human resources and service delivery in the public service, but the implementation thereof is not monitored because of the lack of norms and standards that politicians are unable to put in place to ensure the achievement of the principles in all levels of government. Mutula (2008: 242) further says that although the introduction of *Batho Pele* principles was seen as intent to focus on people, and e-governance introduced to promote the *Batho Pele* principles and to integrate service delivery, the power of e-governance has not been effective to ensure implementation and promotion of these principles.

Fourthly, the aim of the MPCCs was to provide integrated service delivery under one roof that would not only enhance good governance, but that will also include sports, social benefits, education, grants, and other related services that would benefit communities through e-governance. That integrated service delivery has not been realised. As mentioned by Mutula (2008: 242), there is no integration of government services on-line, as "... each national department has its own web site ...a look at the government web portal gives the impression of a government talking to itself... (and) information provided under the home page www.info.gov.za/ is not dynamic other than the usual information such as speeches and statements, documents, leaders, about government, about South Africa, and events". It is therefore vital for government to take strides in ensuring that Centres are equipped with latest technology, and that the computer and internet services do run in each Centre for citizens to quickly and easily access multiple government services.

The fifth point is that the private sector and NGOs as products of organised society need to play a significant role in co-operative service delivery. For effective service delivery to succeed in any country, government, NGOs and private sector need to closely work together. Currently, one of the reasons the sustainability of the Centres is in the balance is the private sector that

does not play its part in, among other things, funding the Centres. The latest political ideology of the ANC Youth League that emphasise the government's take-over of mines and other parastatals has also impacted negatively on the co-operative service delivery between the state and private sector. The ANC youth league is the wing of the ruling ANC, and therefore whatever utterances from this wing that would make the private sector uncertain of its future may have damaging effects on service delivery.

The sixth point is that the South African public sector is still centralised. The MPCCs are placed in local municipalities but the municipalities do not have complete control over them. The suggested following points need to be considered for effective service delivery and sound relationship between government, NGOs and the private sector: there needs to be devolution of power to institutions like MPCCs in all matters relating to the provision of services; communication needs to improve between all stakeholders; and all stakeholders need to have a clear understanding of what roles they are playing in making MPCCs successful in the delivery of services.

Again, for any country to be successful in meeting the needs of its citizens it is crucial to have a well-functioning intergovernmental partnership. It is only when there are systems in place to ensure that intergovernmental partnership exists that the goals of the state are realised. Each level of government needs to know what the other level is doing, and play its role in the fulfillment of its duty. As espoused by van der Walt & du Toit (2007: 162), it is important to have good vertical and horizontal intergovernmental relations as that promotes good governance and makes it easy for policy to be co-ordinated and implemented. The challenge in South Africa is that the country has characteristics of both the federal and centralised state, in which the former is for the devolution of power and opposed to

centralisation of authority, whilst the latter reinforces central government as the sole authority in decision-making.

Lastly, the majority of South Africans voted the present government into power. It is of utmost importance that, even if the ruling party is in the majority, the voice of other parties that are in the minority should be heard because they are also citizens that know what is happening on the grassroots. In so doing the people's perception of the ruling party being a condescending party that takes decisions on its own, using the majority rule regardless of what others suggest or recommend, will be corrected. Although the ANC as the ruling party did not get the two thirds majority it was looking for, it is still in the majority, and therefore can pass controversial laws that are contrary to the views of other minority parties. This can have adverse impact to the country's democracy as it may make void the views of the opposition parties and the society. As stated by Myburgh in *Politicsweb*, dated 21 April 2009, 'overwhelming' majority tends to have a quieting effect on civil society, while stoking the hubris and power-hunger of the ruling party" and it can cause the ruling party to alter the Constitution to suit their agenda.

7.4.2 The Micro-Environment

The micro-environment, according to van der Walt & du Toit (2007: 93, 103), entails all internal organisational systems such as activities, processes and functions that are taking place in order to reach organisational goals. The key components are "institution's mission, goal, strategy, internal regulators and resources". A manager plays a crucial role in the facilitation of these activities, and for that reason it is imperative that the manager has skills and well-trained in strategic, financial, administrative and human resources issues.

7.4.2.1 Management of MPCCs

It should be the responsibility of all levels of government, particularly the local government which has been given the responsibility of appointing managers to put in place strategies that will ensure that Centres have adequate human resources, as inadequacy will adversely affect the effective functioning of these Centres. One of the managers' responsibilities is to drive the implementation of *Batho Pele* principles in Centres. It became evident from the research findings that managers are not acquainted with legislation that affects the Centres. Without managers receiving proper training in legislation managers will find it difficult to implement legislation which is crucial for effective delivery of services. As stated by van der Walt & du Toit (2007: 104), managers who are in public institutions should be guided by what the political authority requires.

Other aspects that need to be considered in provisioning of human resources that are often overlooked by politicians who often interfere in the employment of Centre managers are expertise, experience, educational qualifications and skills. It is the responsibility of government to capacitate those employed as managers in the Centres through induction and other training and development programmes. If the managers are capacitated with strategic management issues, they will be able to plan on the proper functioning of the Centres, and to effectively execute the plans to meet Government's service delivery goals.

However, good planning and implementation on their own do not necessarily guarantee success, there should be constant monitoring and evaluation of the implementation so as to gauge if there is a need to maintain or alter initial strategies for the attainment of the vision and desired goals of Government. If managers are well capacitated, there will be proper

systems and processes put in place that would ensure smooth running of Centres and the achievement of goals. According to van der Walt & du Toit (2007: 353) it is important to have systems and processes in place as they assist an organisation to use resources effectively, efficiently and economically. Systems identified in the MPCCs that need attention are performance management, discipline, time management, communication and reporting systems.

7.5 FINAL REMARKS

Service delivery has proven to be one of the major challenges facing the democratic South Africa since 1994. The failure of Government to provide basic services to millions of impoverished South African has resulted in violent protests that spread throughout the nine provinces. Provision of services is not only a complex exercise but also a daunting task that needs a fully healthy and functional intergovernmental partnership that does not only involve the three levels of Government but other role-players such as the private sector, the NGOs and NPOs as well. Citizens too as stakeholders need ownership of the programmes brought by Government, and that can be achieved through their active participation in decision-making. It is imperative that the establishment of MPCCs as the vehicle to enhance service delivery need to be done in consultation with all relevant stakeholders, particularly the communities as recipients of services.

The study, therefore, concludes that service delivery remains a priority, and Government has an obligation of ensuring that all citizens, especially the previously disadvantaged, have access to these services, and that these services are of acceptable quality and standard. This can be accomplished if managers of the Centres have necessary management skills and thorough knowledge of the legislative framework that impacts on the Centres.

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ANNEXURE A:

**LETTERS REQUESTING PERMISSION TO CONDUCT RESEARCH ON
THUSONG COMMUNITY CENTRES**

This annexure contains letters to the National Head Office and managers of the nine Thusong Service Centres requesting permission to conduct research in the Centres, and the responses thereof. In the case of the Gauteng province, managers do not have such powers as such powers are vested upon the Provincial Coordinator.

ANNEXURE B:

**UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF PUBLIC ADMINISTRATION**

D. ADMIN RESEARCH PROJECT

Researcher: Zwelibanzi Mpehle (084 497 8151)

Supervisor: Dr. P. Pillay (031 260 7059)

Research Office: Ms P. Ximba (031 260 3587)

CONSENT

I.....(Please write in your full name) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

.....
Signature of Participant:

.....
Date

KAROLO B:

**UNIBESITHI YA KWAZULU-NATAL
SEKOLO SA PUBLIC ADMINISTRATION**

D. ADMIN RESEARCH PROJECT

Mmatlisi: Zwelibanzi Mpehle (084 497 8151)

Motlhokomedi wa mmatlisi: Dr. P. Pillay (031 260 7059)

Ofisi ya dipatlisiso: Ms P. Ximba (031 260 3587)

TUMALANO

Nna.....(kwala leina la gago ka botlalo) ke dumela gore ke tlhaloganya diteng tsa llokwalo lo le mokgwa wa dipatlisiso, mm eke dumela go tsaya karolo mo dipatlisisong. Ke tlhaloganya gore nka nna ka khutlisa go tsaya karolo ka nako ngwe le nngwe ya dipatlisiso ha ke eletsa go dira jalo.

.....
Tshaeno ya motsayakarolo:

.....
Letlha

ANNEXURE B:

**UNIVERSITY OF KWAZULU-NATAL
SCHOOL OF PUBLIC ADMINISTRATION**

D. ADMIN RESEARCH PROJECT

Researcher: Zwelibanzi Mpehle (084 497 8151)

Supervisor: Dr. P. Pillay (031 260 7059)

Research Office: Ms P. Ximba (031 260 3587)

UKUVUMA

Mina.....(Uyanxuswa ukuba ubhale igama eliphelele) ngiyaqinisekisa ukuthi ngiyakuqonda okuqukethwe yilencwadi nesimo somsebenzi, ngizimisele ukuba yinxenye yalomsebenzi. Ngiyaqonda nokuthi ngikhululekile ukuhoxa noma ngasiphi isikhathi kulomsebenzi, uma ngifisa.

.....
Ukusayina konesihlandla kuloluphenyo

.....
Usuku

ANNEXURE C: QUESTIONNAIRE TO GOVERNMENT OFFICIALS

**MULTIPURPOSE COMMUNITY CENTRES AS THE PRIMARY VEHICLE IN
SERVICE DELIVERY: TRENDS AND CHALLENGES**

Dear Sir/Madam

PLEASE FILL IN THIS QUESTIONNAIRE TO THE BEST OF YOUR ABILITY. YOUR ACCURATE AND OBJECTIVE RESPONSE IN ANSWERING QUESTIONS IS OF VITAL IMPORTANCE AS IT WILL BE USED TO DETERMINE THE EFFICIENCY AND EFFECTIVENESS OF THE THUSONG SERVICE CENTRES

NB: The information you give will be treated with high confidentiality. It is therefore not necessary to give your particulars if you wish to remain anonymous.

INTERVIEW QUESTIONNAIRE

1. What position do you hold that is related to the Centre? Please put an **X** to the appropriate box.

Provincial Director	Senior Communications Officer	Centre Manager	Supervisor	Representative of Service Provider (Department)
------------------------	-------------------------------------	-------------------	------------	--

2. In your understanding, what is the rationale behind the establishment of the Centres?

3. In your opinion, was it necessary for such Centres to be established?

Yes	No
-----	----

Motivate

4. Is the centre accessible to the community?

Yes	No
-----	----

5. What is done differently now in the Centre in enhancing effective and efficient service delivery, which was not there before? i.e. what services have improved with the introduction of the Centre?

6. What services have not changed/deteriorated in the communities since the Centre was introduced?

7. In employing personnel in the Centre, were skills and experience taken into consideration? That is, were people given jobs they were trained for or they could do best?

Yes	No
-----	----

Motivate

8. In your opinion does the Centre meet the needs of the community?

Yes	No
-----	----

9. If your answer to 8 is NO, what do you suggest should be done in order for the needs of the community to be met?

10. Is the Centre adequately resourced?

Yes	No
-----	----

11. If your answer to 10 is NO, what resources does the Centre lack?

12. What systems are in place to maintain and sustain the Centre?

Thank you for your support.

ANNEXURE D: IMIBUZO EBHEKISWE KUZAKHAMUZI EZISEBENZISA IZIKHUNGO ZOKUSIZA UMPHAKATHI

IZIKHUNGO ZOKUSIZA UMPHAKATHI EZIYINQOLA EKULETHENI IZIDINGO ZOMPHAKATHI: IZIMO EZIGUQUKAYO NEZINKINGA

Mnumzane/Madam

Injongo yalemibuzo ukuthola ukuthi ngabe lezizikhungo zokusiza umphakathi ziyakwazi ukuhlanagbezana nezidingo zomphakathi ngendlela efanele negculisayo. Kuzobhekwa futhi nezingqinamba lezizikhungo ezihlangabezana nazo, nokuletha eyona ndlela engcono yokuxazulula lezozonkinga.

Ucelwa ukuthi uphendule lemibuzo ngolwazi lonke onalo. Kubalulekile ukuphendula kwakho ngokuthembeka ngoba kuzosiza ukwenza isiqiniseko sokuthi lezizikhungo ziyafinyelela yini ekuletheni izidingo zomphakathi ngendlela efanele negculisayo.

Ulwazi olunikayo ngeke ludalulwe kwabanye. Ngakho-ke akudingekile imininingwane ngawe.

IMIBUZO

A. Umlando ngawe: Faka uphawu oluyisphambano (X) lapho kufanele khona.

1. Wenza msebenzi muni ?

Isisebenzi nje	Umsebenzi ofundelwe	Isisebenzi sikahulumeni	Uholo impesheni	Awusebenzi	Okunye (Chaza ngokubhala lapha)
01	02	03	04	05	06

2. Izinga lemfundo

Imfundo yebanga eliphansi	Imfundo yesikole esiphakeme	Imfundo yasekholeji noma eyunivesithi	Okunye (Chaza ngokubhala lapha)
01	02	03	04

3. Ubuhlanga

UmAfrika	UmAsia	Owebala	Umlungu	Okunye (Chaza ngokubhala lapha)
01	02	03	04	05

4. Ubudala bakho

5. Ubulili

Owesilisa	Owesifazane
01	02

6. Isimo somshado

Awushadile	Ushadile	Udivosile	Ufelwe	Okunye (Chaza ngokubhala lapha)
01	02	03	04	05

7. Inani lalabo obondlayo

8. Umholo wonke ngenyanga ngamarandi

0 - 1 000	1 001 - 3 000	3 001 - 6 000	6 001 - 9 000	9 001 kuya phezulu
01	02	03	04	05

B. Ulwazi nge Thusong Service Centre

9. Yiziphi izidingo ezibonelelwayo kulesisikhungo?

10. Ingabe uyaluthola usizo kulesisikhungo?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

11. Ingabe isimo sempilo somphakathi sesingcono ngenxa yalesisikhungo?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

12. Uma impendulo yakho ingu 1 noma 2 kumbuzo 11 ngaphezulu, chanza ukuthi impilo ishintshe kanjani.

13. Uma ucabanga, yiziphi izinkinga lesisikhungo esihlangabezana nazo?

C. Impatho yabathola usizo

14. Ingabe imithetho elandelayo yeBatho-Pele iyabonakala?

(a) Ukuphatha abantu ngenhlonipho: ingabe abasebenzi kulesisikhungo banosizo, kanti nempatho ikahle kubantu?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(b) Ukufinyelela kosizo kubantu: Ingabe isikhungo siyafinyeleleka ngumphakathi?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(c) Ukulungisa amaphutha: ingabe ukukhononda kwabantu kuthathelwa ekhanda na?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(d) Usizo oluyifanele imali: ingabe imali ekhokhelwa izidingo ilufanele usizo olutholakalayo?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(e) Amazinga osizo: ingabe amazinga osizo asemgangathweni ofanele?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(f) Ukungabi namfihlo ngosizo olunikwayo: ingabe niyazi ngosizo olufanele niluthole kulesisikhungo?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(g) Ukuxhumana nomphakathi: ingabe uhulumeni uye waxhumana ngomphakathi ngezidingo ezifanelwe ukunikwa kulesisikhungo?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

(h) Ukunikezana ngolwazi: ingabe isikhungo sinikezana ngolwazi olusha noluqondwa ngumphakathi?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

C. I Thusong Service Centre namoprojekthi omphakathi

15. Ingabe isikhungo siletha amaprojekthi emphakathini?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

16. Amaprojekthi anjani atholakalayo?

17. Ingabe lamaprojekthi anosizo ngokudala amathuba omsebenzi?

Ngivumelana kakhulu	Ngiyavumelana	Angiqinisekanaga	Angivumelani	Angivumelani kakhulu
1	2	3	4	5

D. Amacebiso

18. Yini ongacebisa ngakho okungenza isikhungo sisebenze ngcono?

19. Okunye ongakuphawula

Ngibonga usizo lwakho.

**LEKWALO LWA TSHWARAGANYO D: DIPOTSO PATLISISO GO BADIRISI BA LEFOLO
DITIRELO**

**TIRISO LEFELO LA MEFUTA YA DITEROLO TSA SETSHABA JAKA KGANGKGOLO MO
NEELETSAKONG YA DITIRELO: DITSAMAISO LE DIKGWETLHO**

BAGAETSHO

Maikaelelo a patlisiso e, ke go e la tlhoko potlakiso ya go neelana ka ditirelo tse di tshwanetseng mo lefelong bodirisi. Gape patlisiso e tla e la tlhoko dikgwetlho tse lefelo bodirisi e kopanang le tsona, e be e tlhagise mokgwa wa go rarabolola mathata (dikgwetlho).

**E LA TLHOKO: O NETEFALETSWA TSHIRELETSO YA GO SE TLHAGISE LEINA LA MOTHO
OPE MO NEELETSAKONG YA LESEDI. KA JALO, SE KWALE LEINA LA GAGO FA O
ARABA DIPOTSO.**

A. Se o leng sona: Ka kopo, kwala X mo go tshwanetseng.

1. O dira tiro e e ntseng jaang?

Tiro ngwe le ngwe	Serutegi	Modiredi wa setshaba	Batsofe	Ga o dire	Tse dingwe (Tlhalosa ka go kwala fa)
01	02	03	04	05	06

2. Thuto ya gago

Sekolo sa ba ba semololang	Sekolo sa pheleletso	Sekol sa thuto ee kwa godimo	Tse dingwe (Tlhalosa ka go kwala fa)
01	02	03	04

3. Bo se morafe

Motho yo montsho	Mo Asia	Wa mmala	Omo tshweu	Tse dingwe (Tlhalosa ka go kwala fa)
01	02	03	04	05

4. Dingwaga tsa gago

5. Bong ba gago

Monna	Mosadi
01	02

6. Maemo a nyalo

O nosi	O nyetswe/ yetse	O kgaogane mo nyalong	O swetswe	Tse dingwe (Tlhalosa ka go kwala fa)
01	02	03	04	05

7. Bana ba o ba tlamelang ba ba kae?

8. Mogolo wa gago ka kgwedi ka diranta

0 - 1 000	1 001 - 3 000	3 001 – 6 000	6 001 – 9 000	9 001 le go ya go dimo
01	02	03	04	05

B. Kitso ka Thusanong Service Centres

9. Ke diterelo tse dintse jang tse o di fitlhelang mo lefelong bodirisi?

10. O a thusega naa mo ditirelong tse lefelo bodirisi e di neelang?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

11. A naa, maemo a setshaba a fetogile botoka ka ntlha ya lefelo bodirisi jo?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

12. Fa karabo e le 1 le 2 mo moleng wa 11, tthalosa gore bophelo bo fetogile jang.

13. Ke dikgwetlho di fe tse di lebaneng lefelo bodirisi jo?

C. Neeletsano ya ditirelo

14. A nna mokgwa wa Batho-Pele o a bonala mo lefelo bodirisi?

(a) Botho: A naa, badiri ba lefelo ba nale thuso, e bile ba bontsha tirisano mmogo e ntle?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(b) Phitlhelelo: A naa, lefelo bodirelo le a mogetswe ke setshaba?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(c) Go phetagatsa: A naa, dingongorego di rarabololwa ke mafapha a a farologaneng mo lefelong bodirelo?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(d) Boleng ba diterelo: A naa, diterelo di na le boleng ba go di duelela?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(e) Thuso e e nepagetseng: A naa, diterelo di mo maemong a a mogeseegang, e bile a le kwa setlhoweng (kwa godimo)?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(f) Go dira mo phatlhalatseng

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(g) Kopano le badirisi: A naa, setsaba se a begelwa kgapetsa kgapetsa ka diterelo pele di ka diragatswa?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

(g) Kitso: A naa, lefelo bodirelo bo neelana ka tshedimose tso e e napagetseng le e e leng bonolo go e tlhloganya mo go tsa ditirelo?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

C. Thusong Service Centre le ditirelo (diporojeke) tsa setshaba

15. A naa, lefelo bodirisi le thusa mo ditirelong (diporojeke) tsa setshaba?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

16. Ke mefuta e fe ya diterelo (diporojeke) tse dileng teng mo lefolo bodirising?

17. A naa, ditirelo di thusa setshaba mo go tlholeng ditiro?

Go dumela thata	Go dumela	Go kabakanya	Go se dumele	Go se dumele thata
1	2	3	4	5

D. Ka kanyo

18. O ka neelana ka maele a fe go thusa Thusong Service Centre go tokafatsa diterelo?

19. Go sengwe se o ka se tshwaelang?

Re lebogela tirisano mmogo ya gago.

ANNEXURE D: QUESTIONNAIRE TO CLIENTS OF CENTRES

MULTIPURPOSE COMMUNITY CENTRES AS THE PRIMARY VEHICLE IN SERVICE DELIVERY: TRENDS AND CHALLENGES

Dear Sir/Madam

The aim of the study is to evaluate how effective and efficient the Centres are in speeding up service delivery. The study will also identify challenges the Centres are faced with, and propose a model that will address the identified shortcomings.

Please fill in this questionnaire to the best of your ability. Your accurate and objective response in answering questions is of vital importance as it will be used to determine the efficiency and effectiveness of the Multipurpose Community Centres.

NB: THE INFORMATION YOU GIVE WILL BE TREATED WITH HIGH CONFIDENTIALITY. IT IS THEREFORE NOT NECESSARY TO GIVE YOUR PARTICULARS IF YOU WISH TO REMAIN ANONYMOUS.

A. Biographical Details: Please put an **X** where appropriate.

1. What is your occupation?

General Worker	Professional	Civil Servant	Pensioner	Unemployed	Other (Specify)
01	02	03	04	05	06

2. Education level

None	Primary	Secondary	Tertiary	Other (Specify)
01	02	03	04	05

3. Race

African	Asian	Coloured	White	Other (Specify)
01	02	03	04	05

4. Age

5. Sex

Male	Female
01	02

6. Marital Status

Single	Married	Divorced	Widowed	Other (Specify: please write)
01	02	03	04	05

7. Number of dependants

8. Gross income level p/m in rands

0 - 1 000	1 001 - 3 000	3 001 - 6 000	6 001 - 9 000	9 001 and above
01	02	03	04	05

B. Knowledge on Thusong Service Centres

9. What type of services does the Centre render?

10. Do you benefit from the services that are rendered?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

Comment

11. Has the life of the community changed for the better since the introduction of the Centre?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

12. If the answer is Yes in number 11, explain in what way the life has changed.

13. What do you think are the challenges that the Centre is facing?

C. Customer Service

14. Are the following Batho-Pele principles visible in the Centre?

(a) Courtesy: are staff members in the centre very helpful and demonstrate an acceptable behaviour and attitude that is of high standard?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(b) Access: is the centre accessible to all community members?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(c) Redress: are your complaints addressed by the concerned departments in the centre?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(d) Value for money: are services you receive worth the money you pay?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(e) Service standards: are services rendered in the centre up to the required standards?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(f) Openness and transparency: does the community know how the centre operates?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(g) Consultation: were communities consulted on regular basis on services to be provided before rendering those services?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

(h) Information: does the centre provide up-to-date, easy to understand information concerning services rendered?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

C. Thusong Service Centre and Community Projects

15. Is the Centre helpful in bringing projects to the community?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

16. What kinds of projects are available at the Centre?

17. Are projects beneficial as far as job creation is concerned?

Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
01	02	03	04	05

D. Suggestions

18. What suggestions can you offer to enhance service delivery in this Thusong Service Centre?

19. Any other comments

Thank you for your cooperation and support.

ANNEXURE E: INTERVIEW SCHEDULE TO GOVERNMENT OFFICIALS

NAME OF PROVINCE: _____

NAME OF CENTRE: _____

MULTIPURPOSE COMMUNITY CENTRES AS THE PRIMARY VEHICLE IN SERVICE DELIVERY: TRENDS AND CHALLENGES

The aim of the study is to evaluate how effective and efficient the Centres are in speeding up service delivery. The study will also identify challenges the Centres are faced with, and propose a model that will address the identified shortcomings.

Dear Sir/Madam

Please answer the questions to the best of your ability. Your accurate and objective response in answering questions is of vital importance as it will be used to determine the efficiency and effectiveness of the Thusong Service Centres.

NB: THE INFORMATION YOU GIVE WILL BE TREATED WITH HIGH CONFIDENTIALITY. IT IS THEREFORE NOT NECESSARY TO GIVE YOUR PARTICULARS IF YOU WISH TO REMAIN ANONYMOUS.

A. Biographical Details: Please put an **X** where appropriate.

1. What position do you hold that is related to the Centre? .

Provincial Director	Senior Communications Officer	Centre Manager	Supervisor	Representative of Department	Other (Specify: please write)
01	02	03	04	05	06

2. Education level

Matriculation	Diploma	Junior Degree	Senior Degree	Other (Specify: please write)
01	02	03	04	05

3. Have you any formal training in the job you are doing?

Yes	No
01	02

4. Gross income level p/m in rands

1 000 – 4 999	5 000 – 9 999	10 000 – 14 999	15 000 – 19 999	20 000 and above
01	02	03	04	05

5. Years of management experience

6. Age

7. Do you know of any legislative framework that impacts on the Centres?

Yes	No
01	02

Please explain your answer

8. What is the rationale behind the establishment of the Centres?

9. In your opinion, was it necessary for such Centres to be established?

Yes	No
01	02

Please explain your answer

10. What types of services are offered in the Centres?

11. Which services are in demand in the Centres?

12. With reference to your answer in 11, why are they in demand?

13. What services have improved with the introduction of the Centres?

14. What services still need improvement?

15. In employing personnel in the Centre, were skills taken into consideration?

Yes	No
01	02

Please explain your answer

16. In employing personnel in the Centre, was experience taken into consideration?

Yes	No
01	02

Please explain your answer

17. What systems are in place to monitor service delivery in the Centres?

18. What challenges are the Centres faced with?

19. How are these challenges impacting on service delivery?

B. Resources

20. Are the Centres adequately resourced in the following:

(a) Furniture (e.g. desks, counters, chairs, filing cabinets, etc.)?

Yes	No
01	02

Please explain your answer

(b) Personnel?

Yes	No
01	02

Please explain your answer

(c) Technological Equipment (e.g. computers, telephones/cell phones, fax machines, photocopiers, etc?)

Yes	No
01	02

Please explain your answer

(d) Information (availability of relevant information in the form of brochures, flyers and posters in and outside of buildings)?

Yes	No
01	02

Please explain your answer

(e) Infrastructure (e.g. consultation rooms, toilet facilities, waiting rooms, etc.)?

Yes	No
01	02

Please explain your answer

21. How do you rate the overall effectiveness of the Centre/Centres in the delivery of services and in meeting the needs of the people?

Excellent	Good	Average	Poor	Very Poor
01	02	03	04	05

Please explain your answer

C. Partnerships

22. Do non-governmental organizations play a role in the Centre/Centres?

Yes	No
01	02

Motivate

23. What marketing strategies do you utilize to promote partnerships with other organizations?

24. What community developmental programmes are offered in the Centres?

25. What marketing strategies do you use to make people know about the Centres and the services offered?

25. How do you instill a sense of ownership of the Centres by the community?

26. Which political parties play an important role in the Centre?

Thank you for your support and cooperation.

ANNEXURE F: OBSERVATION SHEET

MULTIPURPOSE COMMUNITY CENTRES AS THE PRIMARY VEHICLE IN SERVICE DELIVERY: TRENDS AND CHALLENGES

Name of the Centre: _____

Name of Province: _____

Date: _____

A. Geographical Details

1. Distance from community

More than 5km	3km	2km	1km	Less than 1km
01	02	03	04	05

Comment _____

2. How do the majority of clients reach the Centre?

walking	bicycle	carts	taxi/bus	driving
01	02	03	04	05

Comment _____

2□□□ _____

3. Access leading to the Centre

Tarred road	Gravel road	footpath
01	02	03

Comment _____

B. Yard Around the Building

4. Security fence available?

Yes	No
01	02

Comment _____

5. Litter bins available?

Yes	No
01	02

Comment _____

6. Painted walls?

Yes	No
01	02

Comment _____

7. Clearly marked directions leading to buildings?

Visible	Not visible
01	02

Comment _____

C. Physical Structure

8. Building accessible for the physically challenged?

Accessible	Not accessible
01	02

Comment _____

9. Are floors clean?

Yes	No
01	02

Comment _____

10. Is there sufficient ventilation?

Yes	No
01	02

Comment _____

11. Are there clearly marked directions within the buildings?

Yes	No
01	02

Comment _____

12. Are offices clearly marked?

Yes	No
01	02

Comment _____

13. Is furniture well arranged?

Yes	No
01	02

Comment _____

14. Is the help desk available?

Yes	No
01	02

Comments _____

Are fire hydrants available and in working condition?

Yes	No
01	02

Comment _____

15. Are business hours indicated at the door?

Yes	No
01	02

Comment _____

16. Are toilet facilities available for both clients and personnel?

Yes	No
01	02

Comment _____

17. Are there chairs available for those waiting to be served ?

Yes	No
01	02

Comment _____

18. Are mission and vision visible to clients?

Yes	No
01	02

Comment _____

19. Batho Pele principles hanging on the walls?

Yes	No
01	02

Comment _____

D. Personnel

20. Is there somebody helping clients on the queues?

Yes	No
01	02

Comment _____

21. Is the attitude of personnel positive?

Yes	No
01	02

Comment _____

22. Do personnel have name tags for easy identification?

Yes	No
01	02

Comment _____

23. Is there a suggestion box?

Yes	No
01	02

Comment _____



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23 JUNE 2009

MR. Z MPEHLE (208523415)
PUBLIC ADMINISTRATION

Dear Mr. Mpehle

ETHICAL CLEARANCE APPROVAL NUMBER: HSS/0184/09D

I wish to confirm that ethical clearance has been granted for the following project:

**“Multipurpose Community Centres as the Primary Vehicle in Service Delivery:
Trends and Challenges”**

PLEASE NOTE: Research data should be securely stored in the school/department for a period of 5 years

Yours faithfully

P. Ximba

MS. PHUMELELE XIMBA
ADMINISTRATOR
HUMANITIES & SOCIAL SCIENCES ETHICS COMMITTEE

cc. Supervisor (Dr. P Pillay)
cc. Mrs. C Haddon

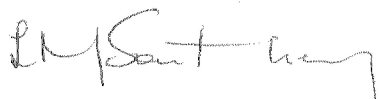
LANGUAGE CERTIFICATE

TO WHOM IT MAY CONCERN

1 September 2010

This dissertation entitled '**Multipurpose Community Centres as the Primary Vehicle in Service Delivery: Trends and Challenges**' by Zwelibanzi Mpehle has been edited to ensure technically accurate and contextually appropriate use of language.

Yours faithfully



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