

Multipurpose Community Centres As Focal Points For Integrated Good Governance

BY

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DECLARATION

I declare that, **Multipurpose Community Centres As Focal Points For Integrated Good Governance**, is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of complete references.

Signed _____

Date _____

Dedication

Dedicated to my two daughters
Alukh'usizi Njabulo Ngubeni and
Banami Asante Ngubeni

ACKNOWLEDGEMENTS

There are a number of people that have supported and contributed in the success of this project some directly and many indirectly have been an inspiration to me throughout my post-graduate studies. These people include my colleagues in the Library and Information Science profession, family and friends. My wife Nosiselo Mitzpa Boto has had to bear the burden of complains, stressing groans and moaning from me for the last four years. I am highly indebted to my supervisor Mr Collins Ogutu Miruka for his encouragement and his understanding, especially in shaping the direction of this simple but not very easy research project. I also would like to specifically acknowledge the assistance of the Academic Development Unit (ADU) staff for their dedication to help students especially those that are, like myself with very busy lives as family persons who have to change roles and many times fail to do it perfectly well. The lecturers in the department have a special place in my heart for their diligent work and patients in teaching and mainly for their consistent style of provoking debate and critical thinking during lectures.

ABSTRACT

This research report set out to develop understanding of the complex nature of the Multipurpose Community Centre (MPCC) concept. The background and initiative is grounded in the new excellence movement which seeks to have government departments and non-government agencies base their governance in the ways and methods of businesses and corporations. The study uses a qualitative purposive sample and interviews which seek to establish common understanding about the centrality of MPCCs in the development of communities. The problem statement proposes to critically investigate reasons behind the lack of commitment by various government departments to operate and provide information and service within MPCCs.

The objective of this study is to identify gaps in the process of delivering government services in the MPCCs. This is aimed as an objective to help government policy makers to eliminate weaknesses in the policy governing MPCCs. Therefore in this way this study will not only sensitise the NISSC, PISSC and LISSC about the problems that government departments experience in the process of trying to establish offices and services within the MPCC but will also help the to find solutions and address problems beforehand.

The chapters in the study are based on the themes as follows:, integration around delivery, integration around programmes and integration around partnerships. These chapters reveal different types activities which organizations within MPCCs can integrate. Therefore, the results show that although there is some level of integration around the themes mentioned and followed here, the integration is shallow, revealing many problems that need consideration when government establishes MPCCs. The lack of coordination of budgets, cultures and commitment have been highlighted in the conclusion as needing consideration.

TABLE OF CONTENTS

Declaration	ii
Dedication	iii
Acknowledgement	iv
Abstract	v
Table of Contents	vi
Abbreviations	viii
Chapter 1: Introduction	1
1.1. Background	1
1.2. Definition and Description of MPCCs	2
1.3. Establishment of the MPCC	8
1.4. Problem Statement	9
1.5. Significance of the study	11
1.6. Conceptual Framework	12
1.6.1. Alternative Service Delivery	13
1.6.2. Multipurpose Community Centres	15
1.7. Methodology	16
1.8. Deployment of the study	18
1.9. Conclusion	18
Chapter 2 Literature Review	20
2.1. Introduction	20
2.2. Multipurpose Community Centres: Definition and Justification	20
2.3. The Integrated Nature of the MPCCs	24
2.4. Methodology used in the NIFT Report	27
2.5. Integrated Governance an alternative service delivery mechanism	28
2.6. Definitions and Service delivery integration	29
2.7. The benefits and limitation of collaboration and integration	32
2.8. Conclusion	36
Chapter 3: Service Delivery Integration	37
3.1. Introduction	37
3.2. Integrated service delivery	37
3.3. Findings in relation to integration around service delivery	41
3.4. Conclusion	43

Chapter 4: Integration Around Programmes	45
4.1. Introduction	45
4.2. Integration Around programmes	45
4.3. Findings in relation with integration around programmes	47
4.4. Conclusion	49
 Chapter 5: Integration Around Partnerships	 50
5.1. Introduction	50
5.2. Types of MSP contracts	51
5.3. Findings on Integration Around Partnership Agreement	54
5.4. Conclusion	55
 Chapter 6: Conclusion and Recommendation	 56
6.1. Conclusion	56
6.2. Recommendation	57
 Reference	 58
 Annexure A and B	

ABBREVIATIONS AND ACRONYMS

AIDS-Acquired Immune Deficiency Syndrome

ASD – Alternative Service delivery

Batho-Pele –Putting people first

BOT-Built Operate Transfer

CBO-Community Based Organisation

FDI-- Foreign Direct Investment

GCIS-- Government Communication and Information System

GIC-- Government information centres

GNI-- Gross National Income

HIV—Human Immune Virus

ICT-- Information and Communication technology

IDP-- Integrated Development Program

IT—Information Technology

KPI—Key Performance Indicators

Legothla -- meeting or gathering

LISSC --Local Inter-Sectoral Steering Committee

MOU—Memorandum of Understanding

MPCC -- Multipurpose Community Centre

MSP—Municipal Service Partnership

NGO --Non-governmental Organisation

NISSC --national inter-sectoral steering committee

NSW—New South Wales

NITF --National Information Technology Forum

OSS – One-Stop-Shop

PADV—Partnership Against Domestic Violence

PISSC --Provincial intersectoral Steering Committee

PSC—Public Service Commission

RCMG—Regional Coordination Programme

RCP—Regional Coordination Programme

RDP—Reconstruction and Development Programme

SAAP—Support Accommodation Assistance Programme

UNESCO—United Nations Education and Scientific Organisation

Chapter 1: INTRODUCTION

1.1. Background

South Africa has an ever-present challenge and an obligation, as any other state, of trying to raise the standard of living for its people. However, the challenge is daunting indeed in South Africa. Essop Pahad states in the foreword of the MPCC Business Plan (2001, 2) that because of past discrimination and neglect of the interest of the majority and the lack of access to basic rights such as access to information, security and basic freedoms, we have a massive service delivery backlog. The South African government is faced with a mammoth task, that of eradicating poverty for the majority of South Africans, both of a “materialistic nature” and that of “poverty of information” which helps people to be self reliant (Sigidi and Seti, 2001). South Africa has extreme differences in incomes and wealth between the white (similar to OECD average of GNI per capita of about US\$26,000) and non-white populations (similar to many low-income African countries, with GNI per capita under US\$825.) This statement by the World Bank supports the present debate in South Africa about the first and the second world economy where thirteen percent of the population lives in "first world" conditions, while at the other extreme, about 22 million people live in "third world" conditions. In this latter group only one-quarter of households have access to electricity and running water; only half have a primary school education; and over a third of the children suffer from chronic malnutrition.

The MPCC Business Plan echoed the same sentiments when it states that poverty levels in South Africa are more evident as one witnesses the “significant backlogs in infrastructure development, services delivery and human resource development”. The City of Johannesburg in 2004 (p. ii) published a report compiled for it by the Palmer Development Group (PDG). “Developing a Profile of Urban Poverty in the City of Johannesburg” states that 37.4% of the active labour force is unemployed, and continues to state that over 100 000 people in the highly economically active 25-34 year age group

find themselves with primary education or less and 30 000 have no education at all. The Soweto area under the Johannesburg Metropolitan Municipality is counted among the areas where income- and employment-related poverty manifests itself, and the poverty resulting from the lack of education and skills is visible in South Africa but more so in the townships in Gauteng especially in Soweto and the East Rand according to the report. (City of Johannesburg, 2004: iii). Therefore, poverty, illiteracy and general lack of access to basic services lead to low standards and retrogression in social development and if government is to be able to accelerate development, effectively integrate service delivery. The MPCC concept as an integrated service delivery vehicle comes as a natural option which will help address the backlog and speed up development. Exploring and defining the MPCC concept will assist in contextualizing MPCCs.

1.2. Definition and Description of MPCCs

The MPCCs have been in existence since after the National Information Technology Forum (NITF) report of 1996, known as the Comtask Report, when the Cabinet endorsed and approved its recommendations, which mandated the Government's national Communication and Information System (GCIS) as a new delivery mechanism of government to "implement development communication and information as they offer various services that communities can use for their own empowerment", (Pahad MPCC Business Plan, (2001:2)

Peter Benjamin (1997: 43) describes the MPCCs as a "structure, which enables communities to manage their own development, by providing access to appropriate information, facilities, resources, training and services. In most cases the sharing of facilities and the synergy of the providers should result in more cost-effective provision of services. These centres could offer a range of services as defined by the needs of that community". These services, as stated by Benjamin (1997: 43), can include, Community information centres which for all practical purposes are a microcosm of the whole government and more, except that they do not offer any practical service as government departments would do. The Government Information One-Stop-Shops are distinguished

by the high presence of information technology as a vehicle for the dissemination of Government information. The training for example in computing, bookkeeping and office skills fulfill^s the multipurpose nature of an MPCC and immediately links the training to existing real things taking place in the centre. The Community Resource Centre coordinates information from the community and from the Government, collates it and makes it available. It therefore becomes central in characterizing the MPCC as a community centre.

Small Business Support should provide advice and information specifically to the up and coming entrepreneur as part of the Government's agenda to raise the standard of business activity within the townships and among the previously disadvantage groups. The Government does not only drive this process through the NISSC, PISCC and LISSC but also provides and deliver a range of government services to support the easy establishment of small businesses by offering information and necessary legal documentation for them and the community, and all the related developmental and entrepreneurial services.

An interesting definition of MPCC is alluded to in the conclusion of Berlyn's (1997, 33) article, that "multipurpose community centres are nodal points for access to elements of the social enrichment and upliftment process for communities long denied access to such goods and services", meaning that the integrated services are all strategically placed to improve the lives of the community. The MPCC as stated above are client or customer centred and its central tenets are based on the inclusion of communities on how and what services they require both from Government departments and non-governmental organization, that is, in a way, a tripartite social contract. This whole philosophy is that communities should be able to determine their development future in participating in their governance and this can be done only if information on the services of Government and non-government organizations is made available and shared. This is the premise upon which the new public management theory is partly built, to effect efficiency and accountability by putting the citizens at the centre of all activities. This paradigm

acknowledges the fact that the machinery of governance will not function unless the community participates in decision making by stating their needs and requirements.

The MPCCs concept is based upon the principle of new management as emerged from the excellence debate up to the 1980s. The concept is mainly “enhance[d] by the arguments for innovation and entrepreneurship and the need to think ahead to a post-capitalist society” (Grieves, J. 2000: 354-355), in terms of how service delivery could be done to finally satisfy the customer. Nick Manning (2000) of the World Bank has stated in the World Bank website that:

New Public Management” (NPM) is a slippery label. Generally, it is used to describe a management culture that emphasizes the centrality of the citizen or customer, as well as accountability for results. It also suggests structural or organizational choices that promote decentralized control through a wide variety of alternative service delivery mechanisms, including quasi-markets with public and private service providers competing for resources from policymakers and donors. NPM does *not* claim that government should stop performing certain tasks. Although the New Public Management often is associated with this policy perspective, NPM is *not* about whether tasks should be undertaken or not. It is about getting things done better. (Manning 2000)

Yes, NPM is about getting things done “in times of uncertainty and turbulence” as new received wisdom puts it (Grieves, J. 2000: 354-355). The core of the excellence movement “is the understanding of the interconnectedness of structure, strategy, skills, staff, style and systems revolving around a concept of shared values” (Grieves, J. 2000: 354-355). The NPM is the excellence movement highly influenced by the values that are borrowed from the private sector and is also expressed in the paper by Dixon et al (1998, 164), that:

The neo-conservative ideology of neo-classical welfare economics trades scores the linking of public agency efficiency to managerial ability, authority and accountability by the adoption of managerial ability, authority and accountability by the managerialist private sector practices (such as strategic planning, re-engineering, customer service, quality assurance, performance management, risk

management, and even accrual accounting), creates – ‘the managerial meta-myth’. (Dixon et al, 1998:164)

However, Curtis, D (1999) warns against the use of private sector practices especially when it comes to performance management trying to improve administrative effectiveness, which may not be appropriate to the context especially of the local government because they may be too expensive or they may transfer power from local to somewhere else-usually the centre. This usually is a problem in a democratic state where performance management has taken “a more pluralist approach in which local governments, within agreed frameworks, take responsibility for their mission statements and initiatives” (Curtis, D. 1999; 261). Nevertheless, Curtis (1999; 264) acknowledges that in times of uncertainty as South Africa is experiencing, performance management poses a set of problems such as

- The problem of autonomy where inter-organisational working is essential as between the three spheres of government. It becomes essential to have a system of performance that respects the discrete areas of responsibility involved.
- It must not be a system that consumes time and must not be a burden of additional administration.
- The problem of wrong perception that poor performance is the result of a prevalent non-performance culture. This makes it impossible for Government to acknowledge that there may be inherent structural obstacles to improvement, such as unfunded commitments or unresolved allocations of responsibility. The improvement within the performance management framework may simply require management to identify drivers for change that can be exercised at the level of personal responsibility.

This view is also shared by Dixon et al (1998; 169) that all the good things mentioned about NPM such as performance management, efficiency have a missing link seen in the self correcting, dynamic feedback loops evident in the private sector decision making

(automatic disciplining mechanism), which is difficult to replicate in the public sector. This is because:

- Authority in the public sector is much more dispersed, reflecting pressures from pluralistic, stakeholder constituencies, especially in a representative democracy
- Political decision makers do not always share common goals, objectives and values
- Public sector executives may have neither the required expertise nor the willingness (or ability) to learn from the outcomes of past decisions.

Therefore according to Wilkins (2000), NPM has made a mark, yet if measured against itself, NPM has not become the predominant public management paradigm in developing countries. In these countries, according to Wilkins (2000), there is still strong evidence of hierarchical bureaucracies which have not been replaced by chains of inter-linked contracts. Such initiatives like the MPCC are an integrated service delivery, with government departments coming together and forming partnership with the non-governmental organizations with the aim of satisfying the customers or citizens.

However, there are still serious structural problems evident in these MPCCs. There have been a constant review and discussions especially at provincial levels about the problems that continue to mar this initiative and still very few function to the full extent of the policy's requirements. Wilkins (2000, 1) states that restructuring is the prominent theme within NPM and naturally the motivation behind restructuring rests on the premise that government services should be client focused. Evidently this restructuring is grounded also in the premise that governments are increasingly running short of resources to address service delivery and hence the call for alternative ways of delivery that brings government close to the people.

Improving coordination across policy, program and service delivery has again been receiving increased attention in recent years, both in Australia and in other advanced

economies. There are numerous terms for describing the challenge, including whole of government, joined-up government, networked government, cross-cutting policy, horizontal management, interdepartmental actions, partnerships, joint ventures, alternative service delivery, and in South Africa such an integrated delivery concept has been called Multipurpose community centre (MPCC) . The essential feature is that these approaches differ significantly from the traditional 'silo' approach of departments/ministries.

There are for instance a number of examples and themes around issues of integrated service delivery listed in the Australian Public Services Report (2004). This includes supportive structures which state that there is a need for each issue or situation to be treated or approached individually with the range of organizational arrangements available. This means that there is no “one size fits all” option, and theoretical perspectives exploring the multiple forms of organizational frameworks in contemporary social systems are useful. However the issue is how to develop mechanisms and structures for shared goals and shared results. The report also looks at various models, frameworks and concepts outlined in the literature classifying whole-of-government approaches. However, there is no theory that covers all key aspects around the organizational space between integrated service delivery, addressing leadership, responsiveness, cooperation, accountability and information.

Seamless service delivery is the one stop shop/single window structure that has been developed as the key element of the whole of government, to promote responsiveness to client needs and to overcome jurisdictional boundaries. Citizens are demanding seamless service delivery and are frustrated with duplications, gaps and lack of integration. Governments are prioritizing partnerships between departments and with non-government sectors as the delivery vehicles of choice to respond to this demand. There is more emphasis given to cultural change for the success of whole of government management. There is a need to further develop skills and behaviour such as culture and trust, ability to mobilize teams.

Accountability and risk management is one of the key areas for the new management theory and accountability is said to have taken over from terms such as responsibility, scrutiny, questioning. The challenge is getting the right balance between upwards accountability and downwards responsiveness. There should basically be a framework for developing a comfort zone between vertical, horizontal and citizen accountability. There also should be a coordinated and collaborative method to achieve results for complex problems. The overall aim is to have fewer surprises, higher safety, fewer direct costs, a better understanding of risks and trade offs, partnerships between sectors and streamline international cooperation.

1.3. Establishment of the MPCC

MPCCs have been preceded by the existence of a number of structures and stakeholders. This makes sense because of the nature of the MPCC concept and the broad outcomes it seeks to achieve. These are the provision of a broad range of relevant services in an integrated manner and offer a unique institutional arrangement for partnerships between government, civil society and business (MPCC Business Plan, 2001, 3). The structures and stakeholders are established in order to facilitate consultation and community participation to encourage buy-in.

The government, by creating these structures seeks to achieve and integrate the principles of Batho Pele which speak of a 'people-centred' governance and placing a high premium on client satisfaction and redress (*Business Plan). The Batho Pele principles seek to place the citizens first and all the activities should be to address the needs of the citizens. This principle according to the MPCC Business Plan (2001, 5) should create a possibility for the communities to be able to speak to government at one locality, thereby allowing for the improvement of service delivery by government. Batho Pele principle emphasizes partnerships, collaboration in programme delivery and bringing government services together. The three levels are LISSC, PISSC and NISSC, are the Local, Provincial and National Inter-sectoral Steering Committees which are advisory and monitoring committees, the NISSC was formed in June 1999, comprising twenty representatives of

national government departments, eight parastatals and three Non-governmental organizations (NGOs), four research agencies and tertiary institutions, the private sector and other stakeholders with various degrees of MPCC interest. NISSC is the think-tank committee facilitating inter-sectoral co-operation and sharing of resources for the establishment of MPCCs (MPCC Business Plan, 2001, 7)

The second structure is the Provincial inter-sectoral steering committee (PISSC) formed by the provincial government information centres with the main task of assessing information needs in communities and developing creative ways to meet these needs, identifying means to be utilized to disseminate and deliver the services and information, collaborating with communities and stakeholders in addressing these needs and organizing events for national, provincial and other stakeholder leadership to interact with communities. The third structure is the Local Inter-Sectoral Committee (LISSC), a committee which is at the implementation level and is responsible for the identification of MPCC site, designing the community profile, determining the user needs profile of the MPCC, facilitation of the process towards the establishment of the management committee for the MPCC, coordinating the setting up of the MPCC and coordinating the launch event (MPCC Business Plan, 2001: 3).

1.4 Problem Statement

MPCCs have been established as vehicles for both integrated services delivery and development communication tools. They were established to be a conduit through which the government could bring services closer to the people, and create a situation where communication between government and its customers, the community is achieved. The majority of these MPCCs when they are established, so much hope is created and people feel that their lives would be better when services are brought to them. The lack of speedy processing of identity documents, social grants and the handling of complaints would be quickly addressed, and the Government would be in a position to raise communication levels with the community so that the Government is better informed about the issues on the ground and would be able to respond timeously.

The role of the GCIS within the MPCC is to coordinate the activities of all Government departments and encourage relevant departments to go and provide services to MPCC. However, there have been problems that MPCC directors and GCIS representatives in these centres have expressed. These relate to the Government department's withdrawal, and their absence in these centres, thereby breaking their promises of delivering services within MPCCs. David Hamson et al (2004: 46) have listed a number of challenges affecting the innovative mechanisms emphasized by President Mbeki in his speech during the opening of Parliament in July 1999. Hamson et al (2004: 46) outline these challenges as follows: "shortage of staff, especially in the Department of Social Welfare; lack of resources in the offices, for example, there is a shortage of computers, fax machines, furniture, copier machines and cars; government departments are not consistent with their service delivery time schedule, lack of budgeting for the MPCC initiatives by government departments; inconsistency in the appointment of Centre Managers; and lack of commitment by government departments in performing services at the MPCCs". Given these considerations, this study attempts to answer the following questions:

- i. 1. Are the MPCCs well placed as focal points for integrated good governance in South Africa?
2. What are the factors preventing Government departments such as Home Affairs, Labour, Social Development and Government Communication and Information Services (GCIS) from utilizing MPCCs?
3. What are the problems of governance resources that departments face whenever they have to join an MPCC?
4. Have MPCCs succeeded in coordinating activities of Government departments and non-government organisations to provide integrated services in these MPCCs?

The purpose of this study is to develop understanding of the complexities of bureaucratic deficits facing departments in allocating resources and providing real integrated services

in MPCCs. This study focuses on the four MPCCs in Soweto and one in Thokoza namely:

- Ipelegeng Community Centre in Jabavu.
- Orlando Community Centre.
- Chiawelo Community Centre.
- Thokoza Multipurpose Community Centre

While MPCCs are established under the same premise as the Peoples Centres that are established by the Metropolitan Councils, there is still a difference between the two types of centres. The Peoples Centers' mainly provides local government services and information and usually do not accommodate other non-government organizations as the MPCC does. The Government departments covered would be those that offer services crucial for the direct provision of development services of communities such as the Department of Labour, Department of Home Affairs, South African Police Services (especially the sections such as complaints and child protection), and Government Communication and Information System (GCIS).

The objectives of this research will be;

- to help identify gaps in the process of delivering government services and information in MPCCs;
- to contribute towards eliminating weaknesses in the policy from the implementation of MPCCs.
- to sensitise not only the NISSC, PISSC and LISSC about the problems that Government departments experience in the process of trying to establish themselves in the MPCC;

1.5 Significance of the Study

This study's significance hinges on the centrality of the concept of integrated development programme that the Government has been preaching since 1994. The

MPCCs, as evident in the Comstask report (1996), were already in existence even before the concept was conceived by the NITF in 1996. This is the product of the struggle for the liberation of South Africa during the 1980's which was used to make a statement to the Apartheid Government that if it (Government) is not prepared to service the non-white majority the people themselves will provide services in an integrated fashion. The new Government naturally has acknowledged this and has taken up and endorsed the concept because it has proved to work. However, due to the department's challenges mentioned above and foot-dragging by Government departments, there is a need for a serious analysis of the opportunities as well as constraining factors to the effective operationalization of this model of governance in the Republic of South Africa.

1.6 Conceptual Framework

Searching literature for the study has been interesting because since 1996 there have been articles and research reports that were and have been trying to define MPCCs. All or most of the research reports have also been trying to define the steps and process that lead to the establishment of MPCCs. All the studies were retrieved through the SABINET database and the majority do not critically review the concept of MPCCs. However, MPCCs are but a component of a broad subject area commonly referred to as 'alternative service delivery.' Among the studies retrieved, the only one that comes close to being a critical view is that of Bruiners (2003). Bruiners (2003) argues that the MPCC can only contribute to local economic development if the communities around Dwars River Valley have been empowered and have been capacitated to participate meaningfully in the activities within the MPCCs.

Alternative service delivery encompasses structures that, in other countries, would be referred to as, for example, the whole-of-government, joined-up government, network government, cross-cutting policy, horizontal management, interdepartmental actions, partnerships, joint ventures, or alternative service delivery. The essential feature is that these approaches differ significantly with the traditional 'silo' approach of departments/ministries (Australian Public Service Commission, 2004). Therefore, the literature review in this study will interrogate literature that deals with alternative service

delivery (ASD) approaches, as ASD is debated internationally from such countries like Australia, Switzerland and Canada.

1.6.1 Alternative Service Delivery

The definition of alternative service delivery (ASD) or more specifically integrated governance adopted by Szirom et al (2001; 3) states that ASD

Is the management of government provided, auspiced or sponsored service through integration within government (to include internal departments, as well as other levels of government such as local government (State and Commonwealth) as well as collaboration with other sectors outside government.

Integrated service delivery comes as an attempt by government to coordinate policy and service delivery activities across organizational boundaries which pose a challenge in administrative systems that are designed to organize deliberations and decisions and actions to meet the complex demands of government. As stated in the introduction to this section, there are numerous terms for describing the challenges of creating structures to address service delivery. The whole-of-government, joined-up government, network government, cross-cutting policy, pooled budgets, and triple bottom line analysis are some of these approaches and challenges, (Australian Public Service Commission 2004; 1 and Szirom, T, 2001; 3-4). The Australian Public Service Commission (2004) states, that the key drivers for such initiatives in governments are emerging challenges such as globalization, budgetary pressures, community expectations and technology.

The World Bank Group concurs with Szirom, T et al (2001; 2) and the Australian Public Service Commission (2004) that the following drivers, such as the hierarchical command and control models have not worked satisfactorily, with complex problems leaving out gaps of communication leading to either slow delivery of services or no delivery at all..

The problems such as poverty, family and community dysfunction, environmental degradation, drug issues and violence, referred to as “wicked” problems cannot be easily solved, regardless of resource allocation, unless an integrated approach across government departments is implemented. There is recognition that the causal factors for many social problems are the same and affect departments and society negatively if addressed in a piecemeal fashion. Most governments face the question of the costs of intervention and their escalation with very little evidence of return on investment. Another driver is that communities are increasingly disillusioned by government inability to solve their problems of poverty, crimes and other vices within the community. Government realizes that, given all the other drives and handicaps, the ‘silo’ approach to service delivery results in inefficient and ineffective use of resources. Szirom, T et al (2001; 10) have their findings gathered around four types of integration, which are service delivery integration, integration around programs, integration around partnership agreements, and whole-of-government integration

Szirom et al (2001; 11) and to some extent the Australian Public Service Commission (2004; 2-4) have identified that there are common barriers regardless of the approach taken to integration which include:

- lack of skill
- lack of will
- financial ‘silos’
- territoriality
- political mandate
- lack of systems integration
- culture
- high transaction costs
- existing structures

While structural, bureaucratic, political and internal barriers are also at play, internal barriers are the most prominent.

The main argument, that government wishes to curb public expenditure, becomes the most fundamental reason to increase attention to coordination of efforts. Another key driver and motivation from the point of view of trying to increase foreign direct investment (FDI) points to such problems as that, due to vertical inflexible bureaucratic structures, at most times foreign businesses tend to become discouraged from investing in serious capital projects because of tedious and long procedures that take months to get through. The concept of an One-Stop-Shop (OSS) tends to be very appealing where an investor would only have to contact one single entity to obtain all the necessary paperwork in one streamlined and coordinated process, rather than having to go through a labyrinth of different government bodies (Sader, F, Retrieved from October 14, 2005).

1.6.2 Multipurpose Community Centres

Thanjekwayo (1998) argues that every community has a multi-purpose community centre that is used for various things in the community. However, the study argues that these centers are not mentioned in the planning literature. The study uses a qualitative approach and utilizes the case study as tool to collect data. Thanjekwayo's study is relevant as a general study on MPCCs. On the other hand, Bruiners' study (2003) argues that MPCCs can contribute to local economic development and poverty alleviation in the Dwars River Valley. All this is dependant on the success of community empowerment, community participation and appropriate Information and Communication Technology (ICT). The Bruiners' study (2003) uses both the quantitative and qualitative approaches, in the sense that a secondary survey was conducted and structured and unstructured interviews were used to collect data.

Bruiners (2003) agrees that MPCCs can contribute to community empowerment but questions whether the communities that MPCCs serve are in a position to use these services to their advantage as should be. The study is particularly relevant because the argument for the MPCCs as strategy for local economic development and human empowerment is central to the present study and the use of the qualitative approach is favoured here as it provides an all rounded study and results. The National Information

Technology Forum (NITF) (1998), provides a background that supports all the studies mentioned above. This is because the research report recommended the establishment of the MPCCs. The report employs both qualitative and quantitative methods to gather and analyze data.

The NITF study employs 'the dominant-less-dominant' paradigm (Cresswell, 1994: 177) where the quantitative approach is dominant; using questionnaires to check how many MPCCs or community centres there are in the whole of South Africa and the services provided by these centres. They were also interested in finding out the extent to which telecommunication and technology is available and the access to these facilities. The case study method was extensively used in the study on four centres, looking particularly on the number of people frequenting the four centres identified by NITF, and the information and services they use, through interviews conducted that included the centre directors. This report has been particularly relevant for the present study due to its level of authority by virtue of the research study being the originator of the concept. The second area of relevance for the present study is that of the methods of collecting data used in the study, the combined research design, and most of all their extensive utilization of the qualitative approach which, as mentioned above, will be used here.

1.7 Methodology

This study has followed a theme-based approach using the qualitative method of inquiry. The chapters were divided according to the themes and in chapters three to five there is a brief discussion of the methodology followed in gathering data for the chapter concerned. The qualitative approach is especially appropriate for this study because it is basically exploratory in nature. It does not intend to influence events to any particular direction but aims to unearth problems and understand the meaning and explanations expressed by departments.

A further reason for the qualitative approach is in order not to confine the study within the explanatory studies that have been done before on MPCCs, given the unavailability of

any critical study on the concept so far (Cresswell, 1994). The study has exploited the flexibility that the qualitative approach allows in terms of designing questions (Cresswell, 1994: 43); this has helped deepen the search as different participants are approached. The researcher attended one provincial ‘Legothla’ or meeting, organized by the GICS under the auspices of the Gauteng Premier’s Office, to enhance the findings and compare them with the structured interview findings.

This study has employed a purposive sampling method identifying departments that have been mentioned in the scope. As suggested by Cresswell (1994: 148) purposive sampling requires that the researcher should identify the setting where the research will take place; for this study the setting will be the MPCCs mentioned in the scope. The research should also identify the actors or the respondents and here the respondents will be the regional heads of departments and if there are department officials at the MPCCs they will be interviewed as they are the representatives of the departments. The events identified in order to know what actors will be interviewed about, and the question already stated in the problem statement, form the central point of inquiry. The process which refers to the evolving nature of the exercise will be identified. The study first identifies the addresses and offices of the regional heads of department, and the targeted participants were then contacted to book appointments, in line with ethical research practice.

These stages create the parameters within which the research takes place. The strength of this approach is that it allows “researchers to rely on their experience, ingenuity and or previous research findings to deliberately obtain participants in such a way that the sample obtained may be regarded as representative of the relevant population” (Huysamen, 1994: 44). In this way the researcher is therefore able to save time and the study does not seem overwhelming.

Nevertheless, the weakness identified by Huysamen (1994: 44) is that different researchers may go about in such different ways to obtain a purposive sample that it may be impossible to evaluate the extent to which the sample is representative. Hence Barbie (1983: 204) states that purposive sampling may be seen as based on one’s own judgment

of the situation and thereby may be regarded as a way to do a pretest. However, due to the size and the nature of this study, this sampling approach is relevant and suitable.

This study has used the structured face-to-face interview as a data gathering procedure. The Government department directors and deputy directors in the Gauteng Province were interviewed by means of the structured interviews, following a qualitative approach. The reason for this approach is its ease of use; it was not difficult to complete gathering the data, unlike questionnaires that may not even be returned.

1.8 DEPLOYMENT OF THE STUDY

Chapter two is the literature review. The focus will be on good governance, integrated governance and the eight principle “batho pele”.

Chapter three discusses findings focusing on the use of MPCC for service delivery integration

Chapter four continues with the discussion on the findings focusing on programme integration.

Chapter five contains findings with a focus on partnership integration

Chapter six offers conclusions summarizing the arguments and findings and then draws appropriate recommendations.

1.9 CONCLUSIONS

This chapter’s main aim has been to prepare the ground for the inquiry that is intended here. The premise that MPCCs had to be established as One-Stop-Shopping mall for

Government information and services as stated earlier, and as has been laid down in the MPCC Business Plan, is to bring government even closer to the people. The issue that is suggested here in this chapter, which permeates throughout this research paper, is that the poverty, unemployment and lack of skills and education in our society, are the results of the lack of relevant information on what people should do. MPCCs as stated by Peter Benjamin (1997) and others quoted in this chapter, are seen as a mechanism that creates a seamless web and acts as a net to curb any social problem. Nick Manning (2000), J. Grieses (2000) and many others have rightly attributed this concept to the New Public Management (NPM) theory which is grounded in the excellency movement, as discussed by D Curtis (1999) and many who have expressed their critical views around the issues of NPM. Therefore this chapter has justified the need to undertake this research study to look at whether MPCCs could further the aspirations of the NPM, that is, of improving accountability and customer service through integration. The literature discussed below will further reveal the usefulness and or shortcomings of MPCCs as focal for integrated good governance.

CHAPTER 2: LITERATURE REVIEW

2.1. Introduction

Literature in this study is divided into two sections. The first section is on MPCCs and the second section is on the integrated service delivery using the centre approach. This section looks at methods and themes using the centre approach around partnership, programmes and services delivery. Information and literature reviewed here was retrieved from internet publications of institutions, journals from library databases and research reports of institutions and students. The study does not claim to have exhausted all there is around this particular topic due to the size of the research report and the time allocated to complete the project. However those articles and research papers selected tended to be of particular importance to this research.

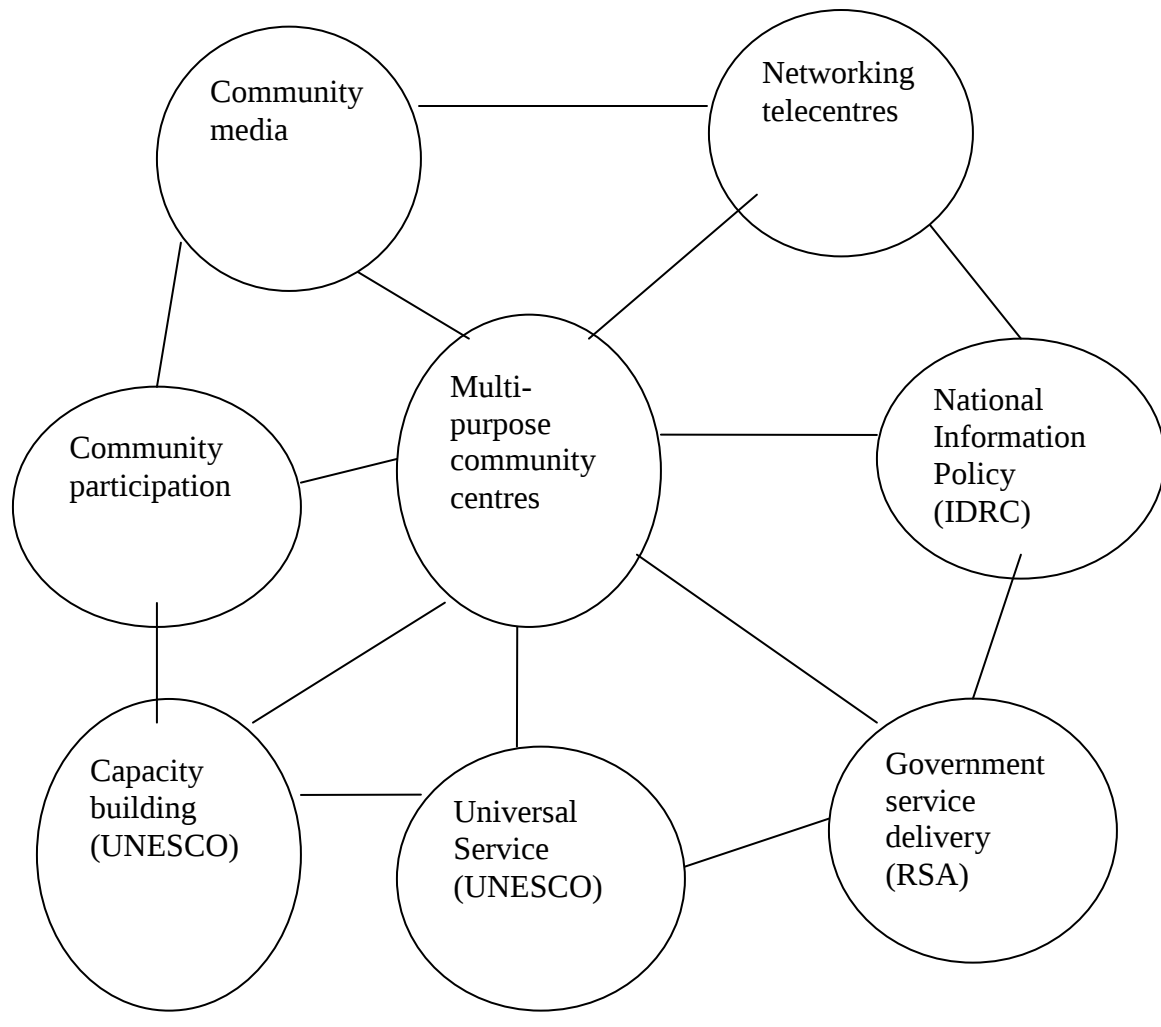
2.2. Multipurpose Community Centres: Definition and Justification

The National Information Technology Forum, NITF (1998: 2) was formed to look at the feasibility of creating MPCCs as a result of the interest generated by a number of policies and development debates “especially those that were around the Information Society and Development Conference of May 1996”. The argument really was around the topic of this research report, “To place MPCCs as focal points for integrated good governance”. How can Government and non-government organizations and department work together to deliver services to both business and people on the ground. The justification behind such interest was that Government should create a conducive environment that will fast track entrepreneurial skills and opportunities for the previously disadvantaged to bring about some level of equity. The former bureaucratic hurdles were to be removed and opportunities created where people live. Berlyn (1997: 1) writing in the NITF (1998) report, in justification for the MPCC, states that the “nomenclature used to describe the MPCC concept differs according to the perspective of the persons and institutions involved”. This is true because, for example, there are integrated services provided by health institutions alone and those provided by business as well. The emphasis here is

that MPCCs should be “one of the best ways to reach the previously disadvantaged urban and rural communities” (Berlyn 1997). Thanjekwayo (1998) argues that every community has a multi-purpose community centre that is used for various things in the community. He illustrates further that MPCCs played an important part during the Apartheid era in mobilizing communities around alternative community development projects, and that therefore they now find themselves well located and strategically positioned to carry the mantle of development. The interview in the article published in the Government Digest August (2000: 17), when the Nobuntu Multi-purpose Community Centre in Worcester was opened, states clearly that the centre aims to assist the poorest first, and that most of the centres will be located in the rural areas, in line with the Government-integrated sustainable development strategy. An agent of the GCIS was quoted in this article as saying that “We are particularly targeting areas where the level of social development is low, to ensure our services reach the poorest of the poor”. Berlyn (1997:2) illustrates by way of a diagram how the MPCC integrated governance would have to be analyzed, and the features that would have to be looked at when researchers begin to scrutinize the MPCC.

Berlyn (1997: 2) states that community participation justifies the existence of the MPCC as one of the initiatives that could be used in restoring the social fabric of the South African society especially that of the previously disadvantaged which was destroyed by the previous apartheid regime. Another advantage of this system is that the communities themselves identify the services that they need. (Government Digest 2000: 17). Berlyn (1997: 2) takes this point further, stating that the community itself is a “plethora of contrast” as regards literacy and numeracy, language, opportunities and access to services and goods. “This diversity is the most important reason why a common thread is necessary to pull all the separate parts together.”, and further, that the strength of any nation lies in its unity of purpose, its unity of action and its unity of effort. Such evils as crime, violence, apathy and self pity could be fought by a strong cohesive community (in its broadest and narrowest sense, to get the nation back into ‘lets do it ourselves’ mode).

Empowering Communities



The capacity building circle refers to how the skills and knowledge are transferred. The communities where the MPCCs are targeted to be placed or located are usually composed

of a large number of illiterate members and the thirst for learning could be cultivated and encouraged by those who were fortunate to be trained and capacitated.

Telecommunication services are noted because of their centrality in a new information society as vehicles that could fast-track development. The internet, email and the simple old telephony could assist in making information and services from various organizations and department easily accessible. For example, sending forms and curriculum vitae, receiving tenders and sending application, contributing electronically to a development and policy drafting could be done via the internet.

The availability and existence of such infrastructure as the internet and general information technology and the MPCC would only have direction and benefit if guided by a certain set of rules and regulations. The national information policy covers such issues as intellectual property and freedom of information as well as enabling the free flow of information between the Government and the people. Therefore, the inclusion of information policy in discussions of the MPCC cannot be avoided.

Government services cover a whole range of aspects, from health care and welfare services through to education and training. Coupled with such aspects covered under the information policy, the sustainability of MPCCs as nodal points for delivery of Government services would have to, as part of other Government agenda, create access to services such as information of (government and other) access to telecommunications, as well as access to electronic libraries, community media and business opportunities, for which provision must be made for in an MPCC.

Universal service promises to make communication available to all through liberalization. The South African Universal Services Agency is hard pressed to make these services available. While the Government will have to pay for these telecommunication services, they have to be made available at the reasonable cost or at no cost to the poor communities of South Africa.

“Community media” is a collective name for media owned by the community and people have argued that this non-profit media should form a nucleus of the MPCC. It is proposed that community media should especially be in the rural communities where illiteracy is a central problem. This could be a community radio that should be placed as a priority but not to the exclusion of other services.

Bruiners (2003) questions the fact that the MPCC can only contribute to local economic development if the communities around Dwars River Valley are informed and have been empowered and capacitated to participate meaningfully in the activities within the MPCC. MPCCs can contribute to community empowerment only when the communities that MPCCs serve are in a position to use these services to their advantage. The question is whether the integrated nature of the MPCC is effectively utilized by the community and the service providers to empower the communities who use MPCCs. The arguments for the MPCCs as strategy for local economic development and human empowerment are central to the present study and the mix of training and capacity building in general features as the main component in Berlyn’s (2003.) analysis for empowering communities. This study focuses on the issues of training and capacity-building within the MPCC in Dwars River Valley and states that only if the communities are trained and ready would the MPCC be able to offer them the advantage of going further, so that their economy would steadily grow.

2.3. The Integrated Nature of the MPCCs

The NITF report (1998:4) states that “MPCCS can address the ‘interaction gap’ of lack of coordination between various stakeholders (both vertically and horizontally) and the great need for capacity and resources in our communities. MPCCs can be a key delivery mechanism for the Reconstruction and Development Program (RDP)’, and community development projects” (NITF, 1998: 4). Peter Benjamin (1997: 43) takes the description and the concept further stating that MPCCs are structures enabling communities to manage their own development affairs, by providing training and information access in appropriate facilities. “In all cases, the sharing of facilities and the synergy of providers

should result in more-cost effective and efficient provision of services.” Benjamin (1997: 46) illustrates this point further using the Johannesburg One Stop Service Centres as examples, stating that such centres could range from being complaint submission points or help services to fully fledged multipurpose service centres providing, for example, family counselling and offering HIV/AIDS counseling and education or training young people in pottery. He states that “the common denominator is providing an accessible infrastructure that can assist members of the community in dealing with enquiries, complaints and requests. It entails an attempt and initiative to break down the walls of bureaucracy in order to provide the community with a single point of access.” (Benjamin, 1997: 46)

The integrated nature of MPCCs is taken further by Butcher (1998: 55) in his discussion of the “Role of Multipurpose Community Centres in Distance Education”, arguing that “... community centres could fulfill a range of functions above and beyond the provision of education and training such as public telecommunication services and access to information technologies.” Like all the commentators quoted here, Butcher (1998: 55) concurs that “MPCCs can enable communities to manage their own development by offering a wide range of community-managed services across sectors such as information, housing, education and training, health and welfare.” Left out in this list is application for ID and other legal documents handled by the Home Affairs Department, which could help facilitate business development and create good business and economic environments. This point is further illustrated in the Government Digest (2000: 18) that “... our government departments cannot work in isolation. We have to interact with non-governmental organizations and community groups and form partnerships wherever possible”.

Once again Thanjekwayo (1998:5) emphasizes this point stating that “community information centres are seen as essential in implementing government community initiated programs. They can also help in identifying creative community informed strategies to meet the needs of the historically disadvantage communities in South Africa”. Thanjekwayo’s study investigates the role of MPCCs in development. He also

scrutinizes the role of telecommunication and planning; the role that planners in the community and within the MPCC could play stating that MPCCs could be used to support community participation as well as facilitate better and inclusive participation. Thanjekwayo's argument in his study is that planners' work of helping develop the community can only be successful if the right information is accessible and available for use in the process of planning. Therefore for planners to coordinate projects in a given area, planners should be informed of the needs and problems within the community.

Given the above argument, telecommunication and other ICT technologies are absolutely essential in the integration of society as a whole and communities in particular. "It is the telecommunication network that enables people to communicate with one another over long distances, both within and beyond borders of the country" (Thanjekwayo, 1998:61). ICT is also said to be a promoter of horizontal interchange among people rather than only from the experts to the communities. Therefore ICTs are a major component of the concept of MPCCs and the central role that ICTs play enables communities access to government information and insight into the process that leads to acts of parliament. It provides access to important government documents through the tele-centres housed within the MPCCs. Poor communication and powerful ineffective technologies in ICT could hinder the speedy progress in developing communities. Thanjekwayo (1998: 53) makes reference to the fact that planners in the past did not see telecommunication as central in their planning of cities. They "... assumed that cities were physically integrated places amenable to local land use and development policies that would then go to solve their economic, social and environmental problems". So they concentrated on the physical movement of goods and services because they believed that everything was located in close proximity, ignoring telecommunications. The MPCC through its unique nature of allowing the co-existence of multiple organizations and facilities within it, including tele-centres and Government departments, facilitates the easy flow of information and services unhindered.

2.4 Methodology used in the NIFT Report

The NITF report's (1998) methodology using a combination of tools such as questionnaires counted the number of MPCCs centre around the country, which amounted to 235 in total. The survey was done based on certain categories such as the availability of telephones or the distance to telephones, number of computers and access to email. While the case study method concentrated on a few factors such as the sustainability of the MPCC.s involving such facets as financial and political issues that help in prolonging the life of an MPCC. The ownership involves issues such as the management structure, which ideally should e normally be small and efficient management structure is important for the successful running of an MPCC. The linkages, meaning the extent to which the MPCC is able to work with other MPCCs and organizations offering similar services and information, is also important Communication on matters of common interest which could bring many far-reaching spin-offs should be undertaken as smoothly as possible. The structures should take into account the fact that the services provided may vary from area to area. Here it is stated that one of the best services that could be offered in an MPCC should be demand-driven, defined by the community, which in turn means that the community would be prepared to sacrifice their resources to get and maintain those services. The fundraising strategy of an MPCC is the most important element, which should be accompanied by a clear business plan.

All the studies considered above, except Thanjekwayo (1998), employed both quantitative and qualitative approaches in gathering and analyzing data. The quantitative method was used by Berlyn to provide information on the population of the Dwars River Valley and other aspects of economic significance. However, interview and observation methods were also employed to qualitatively provide the extent of the problem around the inability of the community to take up the presence of the integrated services found in the community through the MPCC. Thanjekwayo (1998) used a single method, the qualitative method, in investigating the Community Development.

2.5 Integrated Governance as an Alternative Service Delivery Mechanism

Multipurpose community centres, as illustrated above, are based on the concept of integrated service delivery. International literature from countries such as Australia and Switzerland, where the integration of services has long been practiced, is reviewed here for purpose of confirming the centrality of MPCCs as centres of good governance. Dr Tricia Szirom et al (2001) and Dr Ursula Stephens (2005) have been found to concur with the fact that MPCCs have the opportunity to assist the integrated development planning and delivery to communities on behalf of government. This section will focus on the background of the concept of new governance and integration of government services in various ways and methods.

According to Stephens (2005:1) public sector reforms, especially in the United States, emerged from the 'new managerialism' of the 1980s grounded in the concept of efficiency with the greater part of the discourse being borrowed from the private sector management. The aim was for government departments, statutory authorities, to improve financial management and accountability which, as it were, moved governance a step away from a command and control mode of governance to governance through multiple stakeholders (Szirom, 2001:1). This was done through program budgeting and evaluation systems and enhanced administrative accountability through judicial review, freedom of information legislation and parliamentary committee scrutiny (Stephens, 2005:1). The Department of Families Governance Handbook (2002) of Australia has a detailed explanation of how governments across western democracies have been preoccupied with finding ways of improving service delivery outcomes for the public and prompted these governments to find new ways to improve service delivery outcomes for the public.

Szirom et al (2001: 4) discusses the reasons for governments to integrate, in a simpler and more detailed manner, stating seven drivers of integration. These state that decision making and services delivery in a hierarchical command control models of governance had been found to be unsatisfactory and not working. The discovery by modern

government is that, irrespective of whether the resources are efficiently allocated or not, there are some problems that cannot be solved unless there is integration. These are such issues as poverty, family and community dysfunctions, environmental disintegration, drug issues and violence, to name a few. These problems Szirom et al call ‘wicked problems’. They are based on the recognition that many of the causes of social problems are the same. These are: escalating costs of intervention with little evidence of return on investment; communities gradually becoming disillusioned by the lack of effective government service delivery and inability to solve problems; the silo approach resulting in inefficient and ineffective service delivery and waste in resource of government; short term approaches such as a “one- –off” pilot, which are not usually turned into serious sustainable projects; and finally the dissatisfaction about the “one size fits all” solution approach.

The Handbook (2002:6) continues and states that “a common theme across many of the initiatives implemented through successive governments, irrespective of political party in power, has been the notion of working with others; other sectors, other government agencies, or both. This notion has been reflected in strategies around collaboration, partnerships, coordination, integrated planning models or approaches, joint ventures, cross sectoral agreements or compacts or the design of tools such as protocols or memoranda of Understanding”. Szirom et al (2001: 4) uses these factors as a framework to organize their case study findings. In summarizing the reforms of governments especially in Australia Davis and Rhodes (2000) quoted in Stephens (2005:2) have “identified six dimensions –marketisation, corporate management, regulation, political control, privatization and decentralization”.

2.6 Definitions and Service Delivery Integration

As stated earlier Szirom et al (2001:4) identifies three service delivery integration approaches using these to provide direction in analyzing service delivery. However before discussing these approaches Szirom et al (2001: 3) defines integration, stating that it is a “‘catch all term’ for activities which include some acknowledgement of mutuality

i.e. reciprocity of bi/multilateral links”. However, they state that the core event is integration which implies “organizational fusion not just collaboration or organic links”. They list activities that fall under the rubric of “integrated governance” such as: pooled budgets when several government agencies bring together their budgets to operate in an integrated pool; the triple bottom line analysis which aims to address these issues in an integrated manner; Government/ Voluntary Sector Compacts or other partnership arrangements with the community/ voluntary sector central in promoting interest and buy-in from the community, very popular in South Africa and being encouraged especially at the local level. Partnership with the private sector this type of integration is important because it encourages the businesses to view communities and government in a new light that says people are not only markets but that they are the ones that sustain businesses through their income. The partnership with other levels of government aims to close the cracks in service delivery through programme integration and projects to address the ‘wicked problems’ that may otherwise not be addressed if departments were to go it alone.

Whilst this is a range of activities that reflects mutuality, Szirom et al (2001: 3) in their footnotes admit that the definition of governance by the World Bank (1992), adopted by the Australian Governance Handbook (2002: 12), says that it is “the exercise of political power to manage the nations affairs”. There is an absence of common usage of the concept as evident in the literature, although as Szirom et al (2001: 3) illustrate, the term has increasing meaning as a concept with integration implicit in its functioning. They further state that the concept of integration, while it is value laden, is less complicated. Integration as alluded to earlier is used to mean both integration within government (both inter and intra) and collaboration with other sectors. The Governance Handbook (2002:11), whilst it agrees with Szirom et al (2001:3) and many others, also tries to elucidate further by stating that “the most recent term to emerge which encompasses integrated approaches to services delivery is that of ‘wraparound case management’, the notion that a service system is somehow ‘wrapped around’ a client or family, conveying a sense of safety net or strong support, and of agencies working together”

Szirom et al (2001:5) have simplified and fused the concepts around service delivery integration and governance as stated earlier, to create a workable framework that they can use to organize their case studies.

Service delivery integration is the first theme in the framework and means that “the organization offers a tailored package to meet (the client’s articulated needs) based in part on the organization’s understanding of the life events, such as having a baby, becoming sick or disabled”. The service offering the duties crosses departmental boundaries (Szirom et al 2001: 5). They give the example of the Centrelink in Australia and Service Tasmania in New Zealand.

The second theme in the framework is integration around programmes which concerns the wicked problems, such as regional development, community renewal, “sixteen days of activism against women and children abuse” as the South African example, crime prevention and HIV/AIDS.

Integration around partnership are partnerships which are entered into formally sometimes with memorandum of understanding (MOU) documents signed between organizations. These are usually based on the “understanding by both sectors that the effective delivery of a range of community services requires productive working relationships based on mutual respect and cooperation”. The MOU establishes a shared purpose, shared principles, performance monitoring principles and shared skills development goals.

The “whole of government” approach is the last theme in the framework and the example is adopted from Victoria in Australia. The policy framework to guide join up government in Victoria includes a triple bottom line framework which is believed to lead to focus on improving outcomes for the community in economic, environmental and social wellbeing. There is a focus on organic joining up through attention to the “why” of integration by focusing on outcomes.

2.7 The Benefits and Limitations of Collaboration and Integration

Szirom et al (2001) have listed the barriers around all four themes of their framework. The New Zealand Ministry of Social Development Final Workstream Report (2003) also came up with the benefits and limitations of integration or collaboration. They however separately deal with the barriers, unlike the Szirom et al (2001) study. The Final Workstream Report (2003: 10) benefits are similar to the reasons referred to by Szirom et al (2001) discussed earlier in this chapter as ‘wicked problems’, such as “better integrated service delivery, [as] the key means for effectively addressing complex social problems and achieving better outcomes for citizens”. However the limitations deserve scrutiny because this report pays special attention to them (limitations). The Final Workstream Report (2003: 11), while it acknowledges the evident benefits that can be gained from greater coordination of service delivery, warns that there are limitations and that there are clear messages from the literature and practitioners that collaboration is not a panacea. Coordination in itself cannot counter the effect of constrained funding, legislative limitations on agencies activities or lack of skilled practitioners in a particular area.

The New Zealand Ministry of Social Development Final Workstream Report (2003: 11) continues to point out that collaboration is time and resource intensive. It states that decisions are required about when collaboration is appropriate. Pointing that some of the trade offs would have to be considered through policy processes at the central government level. Departments will need to determine an appropriate balance between the responsiveness of services developed through collaboration at the local level, and the potential inequities of provision which may arise between localities from this approach.

Other trade offs, as the Final Workstream Report (2003:11) continues to point out, need to be made at the local level. Organisations need to decide the appropriate balance they wish to strike between devoting time and resources to collaboration with other agencies and meeting their obligations in delivering the core business of the agency. Each situation is different, there is no single approach to collaboration and no step-by-step method for developing collaboration. Organisations need to be clear that they have adopted an

appropriate collaborative models and processes to achieve the objectives of each specific initiative.

The barriers that tend to impede coordination and integration identified by the State Services Commission in the Final Workstream Report (2003:13) are separated into two sets. The first set of barriers identified were put together by the Group of the Review Centre (2001) according to the State Services Commission (2003:13) and these were broadly between organizations.

The first barrier identified here is that of Minister and citizens having to deal and interact with a number of government agencies. The first limitation barrier is the frequency of structural change, including a separation of policy from operations, which has led to devaluing of service delivery. The second limitation is a diversity of regional boundaries across the different departments, (in New Zealand for example fieldwork revealed further diversity with local authority and with iwi boundaries). The third limitation is the centralization of services by some agencies to the main centres, leaving some agencies without representation at local level. The fourth limitation is the fact that there are various levels of delegation within government departments. The fifth limitation illustrates that there is a division of financial resources into large number of small pools. The sixth limitation is from outputs that focus organizations on the delivery of core business at the expense of 'whole of government' approaches. The final limitation is the existing public service culture that is risk-averse rather than fostering innovation and progress.

The second set of limitations identified by the State Services Commission (2003: 13), were extracted from the literature reviewed and from the fieldwork, and were as follows. The fact that there is no one agency at the centre with an overview, no government agency at the regional level with a clear mandate to lead regional initiatives, an increase in competition for resources between agencies, the nature of funder/provider contracting regime, overall funding pressures limiting the level of resources that is allocated to coordination and collaboration, a tendency for some agencies to shift responsibilities to

other agencies, withdraw from collaboration, differences between agencies priorities and national policy drivers which make it complicated to identify common interests, and the use of the Privacy Act 1993 in New Zealand to limit the exchange of information across agencies (New Zealand Ministry of Social Development, 2003, 13). The Kgautswane MPCC mentioned in the South African Public Service Commission (2003: 12), that clients of the centre complain about the centre being politicized due to an alleged conflict between the centre manager and the municipality.

Szirom et al (2001) extract barriers from the case studies findings and categorise them according to the four themes of the research. However at these levels the barriers are listed as they impact on various levels. The barriers could be impacting at the government level, senior management level, programme management level and at the service delivery level. The barriers at the government level are stated as being impacted by the political cycle, public attitude and political accountability. Szirom argues that government or strategy level is responsible for theories, principles and frameworks and it is in this level that there is the most commonality and compatibility. The mandate for policy direction, programme development and action resides at this level of government. Integration breaks down with targeting similar groups through a plethora of strategies. Integration can be assisted through adoption of integrated outcomes.

The barriers at the senior management level are said to be impacted by departmental silos, lack of relevant data, lack of flexibility in funding arrangements, poor understanding of performance indicators and accountability of decision making. The argument here presented by Szirom et al is that authority for policy development and resources allocation resides at this level. The greatest need from the barriers to integration lie at this level. Integration can be facilitated through systems change such as outcomes based funding, joint KPI's and integrated IT systems.

The barriers at the programme management level identified are those such as lack of relevant data, lack of flexibility in funding arrangements, poor understanding of performance indicators, mismatch between policy objectives and programme outcomes

and accountability of decision making. The point made here by Szirom et al is that authority for implementation of policy and expenditure of resources resides at this level. Core business and accountability issues conflict with desire to integrate through collaborative working. Integration can be facilitated through the willingness and passion of key players to working together, the pooling of resources, articulation of shared vision and purpose, and the relinquishment of some control.

The final barriers discussed from the findings in the case studies by Szirom et al impact on service delivery. These barriers include inadequate management processes, inadequate, inconsistent and inflexible resources, mismatch between local demand and policy objectives, mismatch between government focus on accountability through procedures and due process versus frontline worker focus on customer service and community focus on accountability through personal and professional integrity. Szirom et al argue here that authority for flexible service delivery and expenditure of resources resides at this level. This is the level which experiences the greatest frustration with the lack of integration, whether from the perspective of the customer or the frontline worker. Integration can be assisted by the development of collocated services through One-Stop-Shops, for example, integrated and 'intelligent' IT systems, and pursuit of networking and service coordination options. Szirom et al state therefore that their research has revealed and has demonstrated that each level or category is hindered by the lack of integration above it. The Sebokeng MPCC is the perfect example of this challenge, for instance the shortage of manpower at the South African Department of Social Service affects the Social Workers at the MPCC in Sebokeng. The stringent policies and difficult laws in the social responsibility units of corporate companies and the South African Department of Social Welfare affects the NGO's and CBO's operating in the MPCCs so that they find it difficult to apply for funding and hence they have a problem of finance to deliver services to the community (South African Public Services Commission, 2003:12)

Szirom et al (2001) also mention that for each level discussed above there are certain conditions and factors required as a rule in order for each level to live up to its function and to easily integrate. Taking the last level discussed here, service delivery, the

condition required for instance is the authority to act, capacity to implement policy and programme objectives, and adequate resources for processes and adequate resources for implementing of services, while the factors required for the fulfillment of the preceding conditions include commitment to functional collaboration and coordination, understanding of local environment and capacity to manage local resources.

2.8. Conclusion

In conclusion therefore it is imperative to note the fact that the literature reviewed here is by no means conclusive. Due to the size of this study literature could not be exhausted and it must be recognized that the subject of integrated services delivery has recently gained popularity across the globe and there has been gradually an information overload around the work in the subject.

Secondly, the literature reviewed above has been selected and reviewed because of its direct impact on the concept of the “One-Stop-Shop” model of integration and the issues that have been observed by the author of this paper as shortcomings, as well as advantages that may be achieved if all the limitations and barriers are avoided and tackled in planning for Multipurpose Community Centres as “One –Stop-Shops” for integrated good governance. It is evident that service delivery integration in any form has several advantages and government and communities have many and various benefits to be gained from collaboration and integration. There is an implicit acknowledgment from the literature that not all types of integration are relevant for integrated services delivery, yet the explicit perception that permeates through all the literature makes it obvious that the “One-Stop-Shop” model of integration is the better option despite all the barriers and limitations stated here. The following chapters will attempt to confirm or disprove what the literature has stated here and also attempt to confirm and disprove this by focusing on the South African context of the MPCC as a “One-Stop-Shopping” Mall for non-government and government services.

CHAPTER 3 SERVICE DELIVERY INTEGRATION

3.1. Introduction

This chapter is focused on the theme of integration around service delivery based on the findings about the concept of MPCCs as integrated good governance. The structure of this chapter will begin with a discussion on the definition of service delivery, what it is and why it is important. This discussion will also briefly delve into the integration of service delivery. I will also continue to the findings from the interviews conducted around this question of service delivery integration.

3.2. Integrated Service Delivery

Integrated Service Delivery, as Sigidi and Seti (2001) define the concept with reference to MPCCs, “refers to a variety of services that can be accessed from one centre. This means therefore that communities will not have to travel long distances to access services and information, but would actually get that from one-stop government information centres. An integrated approach will avoid duplication of services and assist in saving costs”.

Service delivery as a popular concept really is, as the South African Public Service Commission in their MPCC evaluation report (2003) state, that “governments around the world) are concerned about improving service delivery in the public service. To achieve the government’s service delivery improvement objectives, emphasis is placed on efficient, economic and effective use of resources”. Increasingly governments realize that even their own citizens should be seen as potential investors in the same way as they regard foreign direct investors (FDI’s). Frank Sader writing for the World Bank Group states that, whilst the country’s attractiveness to FDI and the feasibility of the individual investment projects is linked to a country’s policy environment, this not only refers to the dependence on the legal overarching framework or the general policy prescriptions but the practical administrative implementation of these policies is equally if not more important.

Sader (retrieved 14 October, 2005) continues to state that “administrative procedures can pose serious impediments even in countries with an apparently quite liberal investment environment”. Many countries realize with great frustration that, even after the introduction and implementation of good industry policies, liberal labour policies and general broad liberalization policies, companies and big corporations complain continuously about difficulties of investing and running businesses. This means therefore that there are a number of drivers for the improvement of administrative service delivery (Australian Public Service Commisision, 2004). These are “globalization, budgetary pressures, community expectations and technology”. Sader continues to emphasise the fact that investment promotion agencies recognize early on that promotion activities by themselves are not sufficient to attract investors to the country, stating that investment promotion strategies could easily backfire. A good investment promotion strategy might result in a good strong response from overseas investors, drawing many strong potential investors to visit the country to explore business possibilities

In situations where there are serious flaws in the administration of procedures and policies, potential investors are likely to find out fast. Experiences in applying for visas and passports, and customs procedures might be taken as first indications, let alone the obstacles that might then be seen to exist in the registration of businesses and obtaining business licenses. The extent to which the local investor might be discouraged from starting a business as the result of these problems might also be a devastating economic disaster for the future of a country.

The new public management (NPM) approach has been adopted, which has as its prominent theme restructuring and transformation (World Bank Group). Service Delivery in terms of the NPM approach has been a growing challenge and alternative methods had to be found in order to meet the goals of responsible government. The World Bank Group states that “governments have experimented with alternative organizational designs because hierarchical, vertically-integrated departments have proven rigid and unresponsive in a public sector environment that is increasingly complex, turbulent, and

demanding”. Therefore, the World Bank warns that “unbundling bureaucracy through alternative service delivery (ASD) is an innovative response to the pressures of scarce resources and the public insistence on improved service”.

While the NPM approaches are strong in many governments around the world on the issue of service delivery and bases upon the private management of bottom line, it is interesting to draw on the argument by Mintzberg (1996: 75-77). Mintzberg argues that the belief that Capitalism has triumphed and we as citizens are now being viewed as customers of governments is false, because it is throwing the societies of the West out of balance. That the imbalance will favour private rather than state ownership will not help society. His motivation is that commentators like Milton Friedman of the University of Chicago School of Economics are fond of comparing what they call “free enterprise” with “subversive” socialism. Mintzberg (1996:75) state that “the very notion that an institution, independent of the people who constitute it, can be free is itself a subversive notion in a democratic society. When the enterprises are really free the people are not”.

Mintzberg is generally not against the fact that there are privately owned corporations that should and are serving the people well. Mintzberg’s argument in relation to this paper here really is that we should take a look at what ‘customers’, this now fashionable word, used to mean. He states that there is large manipulation in the provision of goods by the private enterprises using long pursued strategies of ‘planned obsolescence’ – a euphemism for building quality out. He makes an example of the company that, instead of selling more toothpaste, first made the opening of the toothpaste tube bigger and then marketed a toothbrush with longer heads. Mintzberg refuses to be called a mere customer on the basis of this, but states that he expects something more than arms length trading like the private companies, and something less than encouragement to consume.

Service delivery is therefore more complex than delivery of a mere product like toothpaste. Highways, social security and economic policy involve complex trade offs between competing interests (Mintzberg, 1996: 77). He states that when a citizen receives something like education from government, a professional service, a label such as ‘client’

is more appropriate (Mintzberg, 1996: 77). He further provides an example that “General Motors provides automobiles to its customers, Ernst and Young provides accounting services to its clients” (Mintzberg, 1996: 77). Many services we receive from government are professional in nature. The most important point that Mintzberg (1996: 77) raises here is that in fact we are citizens with rights that go beyond that of customer or even client. The large number of services provided by government, including highways, social security, and economic policy, involve complex trade-offs between serious competing interests. Therefore, service delivery, in a nutshell, is more than being a customer and client. It is a professional service that should be provided by government within the rights of citizens. The service of course should be businesslike but still have some humanity within it.

It is interesting how Curtis (1999: 266) defines governance, stating that governance in the context of a transforming state like South Africa is about handling the micro-political processes within organizations, within municipalities and rural communities and areas as well as between local governments and higher level authorities.

However, the central issue is that these processes involve creating numerous networked relationships as well as establishing the committees and forums through which different parties can be brought together to define local public good, to find ways and means of harmonizing or negating conflicting interests; to generate the energy to find and gain commitment to solutions, to draw in external resources; to get things done by the municipal bodies or by private or community bodies; and to fulfill numerous other responsibilities which local leaders could articulate better than any outside theoretician. This process according to Curtis (1999: 266) should take place prior to the provision of houses or drains, which cannot be expected to materialize without it. Curtis’ (1999) discussion centres around the process that leads to real integration of service delivery, that without ‘a-politicization’ of various interest groups and parties and eliciting a buy in from the communities and parties involved, service delivery may not effectively take off.

3.3. Findings in Relation to Integration Around Service Delivery at the MPCCs

MPCCs, according to one of the respondents, are integrated services and their main purpose is providing a real one stop shop service. It is expected that when community member or family that enters an MPCC with a social problem, they would be able to go to the social welfare representative and through that office, when the real problem is being diagnosed, other offices would then be asked to facilitate other matters that would help solve the problem, either through the provision of the right information on what is to be done or by providing what the person or family needs. All the respondents interviewed did state that they work with other departments and non-government organizations within the centres on a daily basis to deliver services.

The fact that people in the community are in the position to go to the MPCC and move from door to door accessing the various services offered at the MPCC should be seen as evidence of integration around service delivery. An example was provided of one MPCC which works closely with local councillors, especially the Home Affairs offices within the centres, to let community members know about the status of their applications for identity documents. The councillor would during ward meetings deliver the information to the communities and people would then fetch their identity documents or provide information required by the relevant office.

The Thokoza MPCC has a Social Welfare office and has confirmed that they work very closely with the Home Affairs department which is not yet within the centres but has an office in a shopping centre nearby. People who have problems and need the Social Welfare Department to intervene come to the centre and if the problem is around issues of legal documents then the letter from the social workers would then be provided to the Home Affairs department and the documents would be processed immediately. The same thing happens for instance at the Ipelegeng Community Centre where social workers who are not from the Social Welfare Department operate from the centres funded by an NGO and assist people with various problems, some of whom may have a family member with HIV or are themselves HIV/AIDS suffers. The Social Workers would then after

counselling and diagnosing the problem, send them to the Township AIDS Project within the Centre for further help. If, however, they also need a grant then the Home Affairs Department operates within the centre on certain days of the week and these community members would be referred to the department with all the required documents. Some problems that come to the centre are solved by the library where some young people come to the library and through some encounter with a librarian would discover that there is a Youth Development Centre within the MPCC supported by Umsobomvu Youth Fund, to train young people in entrepreneurship and that through this office the Department of Labour sometimes advertises certain learnership programmes.

However, there are shortcomings and barriers within the centres as mentioned by some of the respondents especially the centre directors. The first problem stated was that MPCCs would provide a more integrated service delivery if more government departments were more interested in bringing their services within MPCCs. One respondent stated that when they launched as an MPCC many Government departments had agreed that they would be delivering their services within the centre, a board was printed with departments such as Labour, South African Police complaints agency, Home Affairs, Department of Social Welfare and Development. When they were suppose to come to the centres to deliver their services, however, departments were reluctant and some did not even turn up at all. Some came for a few weeks and then withdrew. Therefore, not all the services that people require were present at the centre.

Another centre director stated that the Home Affairs Department for instance was invited to come and take an office at the centre and they did not come for a number of years until now. However, even now that the process has started they still are not interested to push the Department of Public Works to speed up the process. The Centre Director went further to even state that according to the information he received from the Department a sum of two thousand rands needs to be paid as a deposit for the Department to start operating in the MPCC but the Department is not interested in doing this. So the Director sees the problem being located within 'red tape' and as a lack of interest from officials in taking their services to the people.

One of the major shortcoming and barriers also centred around the sharing of information within the centre. While this is not the problem with all the MPCCs it affects some centres' service delivery negatively. The example made was that either there is no mechanism, or centre directors do not make an effort to let other agencies operating within the centre know about the presence of other services offered within the centre.

3.4. Conclusion

In concluding this chapter it is interesting to reflect on the discussion above, starting with the description and definition of service delivery and how it has become central to all governments around the world. One of the innovative methods that led to services being integrated so that we now speak of integrated service delivery, is the whole idea of the One-Stop-Shop, of which the MPCC is one of such innovations. The discussion on what integrated service delivery is, has revealed and juxtaposed the concept of what the customer, client and professional service delivery to citizens is and how this matter should be viewed. We have evidence from the available literature in public management and development administration that there is generally a stampede, people hurrying to define what this service delivery means and how we should view it. The fact that it is grounded upon the NPM and has borrowed much of its practice from the corporate sector is clear, and almost all the commentators agree, especially those that write from the World Bank Group publications. It is however important to highlight Mintzberg's (1999) argument against these concept, putting the message across that government services, as they get delivered to the citizens, should not be reduced to the level of business and corporate goods and services which, to put it blatantly, are marketed and sold using manipulative methods and ideas.

The mission of services offered at the MPCCs in an integrated manner as some are, is to help grow and build especially that section of society that was underprivileged and downtrodden by the system. While all the respondents have all agreed that the MPCC in itself is an integrated service delivery agency, it is important to note that along with the

establishment of such an integrated service Curtis (1999) warns that, prior to the full establishment of the MPCC, governance issues should be set straight to create ground for such integration of services, and should continue to have these issues maintained continuously and cemented. This, as Curtis (1999) has indicated in the discussion, should be those community forums and meetings that are necessary to establish representativity and help to evaluate the MPCCs. The findings here reveal that although the MPCC is well placed as an integrated service delivery agency, central to its nature is to help promote good governance and MPCCs have, around the theme of integrated service delivery, experienced major setbacks such as lack of integration around information, and lack of interest by officials, shown through their lack of willingness to commit resources to the MPCC.

CHAPTER 4: INTEGRATION AROUND PROGRAMMES

4.1. Introduction

Integration around programmes aims to scrutinize how various organization come together and solve community problems. The focus in this chapter is to define what this research report mean by programmes and how integration and programmes are pulled together within the multipurpose centre environment. The findings from the interviews are outlined to see how these centres are able to integrate programmes.

4.2. Integration Around Programmes

In defining the integration around programmes the Queensland Department of Families in their Handbook for Integrated Governance (2002:15) states that there are two approaches, those that focus on partnership agreements such as Compacts with non-government organizations and those around specific issues such as the example of the Supported Accommodation Assistance Program (SAAP) and the National Mental Health Strategy, which has the strong feature of being cross-government i.e. State and Commonwealth. The Partnership Against Domestic Violence (PADV) is the national example in Australia of the integration around programmes. This is a national cross-government initiative which draws in non-government sectors and the national research community, and has a national task force comprising state/territory and federal representatives which is overseeing national projects (Department of Families, 2002: 15). The handbook continues to state that integration around programmes also covers multi-agency partnerships based on internationally promoted themes for example, Health Cities, Safer Cities, Safer Communities.

The definition of the integration around programmes as discussed above subtly suggests that a further definition of 'programmes' in the context of our discussion here is in order. The example and the definitions provided by the handbook have broadly provided the definition for the whole theme of this chapter. It is therefore necessary to understand that

programmes in this context are tools used by government agencies in partnership with either private corporations or non-government organization to address “wicked problems”. A programme in this instance is a long-term method and involves long term planning and comprises a series of projects. In a nutshell, a sum of a series of projects with the common objective that runs through them could be referred to as a programme. However, the understanding of programmes here ranges from the one stated above to a small scale activity within the MPCC. Such a programme for instance could be an activity which is carried out at the level of the representative say of the Department of Labour within the MPCC, together with other representatives or non-government agencies which have basically nothing to do with the main office of the department concerned. An example could be when the MPCC decides to have a two week marketing drive promoting all the services within the centre. However, there are also programmes that are planned at the directorate level with other departments, which are informed by a particular set of policies such as for example a Masakhane Programme. The Reconstruction and Development Programme is a good South African example.

Szirom et al (2001:5) confirm and concur that integration in the category of programmes concerns “wicked problems”, interestingly referring to regional development, community renewal and crime prevention. The New South Wales Regional Coordination Programme (RCP), to which many commentators from Australia have referred as an example, seems to be very popular and Szirom et al (2001: 5) also state that it is the best example of integration around programmes. The RCP has regional coordinators that lead and support projects that have demonstrable benefit for communities. The agencies retain the core operation of the project, which is governed by two-person offices of coordination and administrative support in each region and there is a Regional Coordination Management Group (RCMG). The Strategic Projects Division of the NSW Premier’s Department manages the RCP. The programme is funded by a combination of allocations from the Consolidated Fund and agency contributions.

While integrating programmes is seen to be a solution, as Szirom et al (2001: 5) have indicated above, there are serious factors and barriers that should be kept in mind by all stakeholders whenever such programmes are formulated. Naming a few of these from

Szirom et al (2001: 10) highlights this point. The integration in this category, as in other categories, needs support from the top echelons of government such as the premier and directors. Engagement with departments and communities as stakeholders should take into account differing cultures. Integration would not effectively happen because issues seem to be cross-cutting within structures of departments and cultures need to shift. The difficulties in working outside the silos need to be acknowledged and should not be underestimated.

4.3. Findings in Relation with Integration Around Programmes at MPCCs

The respondents interviewed for this study unanimously agreed that they have seen and were part of the programmes that took place within MPCCs. It is important to highlight the fact that programmes that are usually referred to by the respondents were very small scale but were cross government and cross agency in nature.

The nature of these programmes, as one government official described, were for example that the Department of Social Welfare would decide to make an exhibition to promote its services and invite other Departments such as Home Affairs to participate. Another government department Deputy Director indicated that the whole MPCC concept is a government programme aiming to deliver on a particular policy or set of policies which, for implementation, requires that there should be inter-government and inter-agency collaboration, and hence the NISCC and PISCC and LISCC structures. He further stated that each MPCC that has to be launched becomes a project with starting time and end time and a number of community business and other stakeholder involvement in forums and discussions.

Some of the programmes that take place within MPCCs occur between the various agencies in the centres. At regular intervals, as one of the centre directors explained, the Youth Development Centre in one of the MPCCs organizes a career exhibition and invites government organization such as the Provincial Legislature, universities and libraries and Resources Centres to be part of the exhibition. The library would in

collaboration with GCIS organize a presentation using speakers and experts for various topics and issues. Some of the respondents stated that they have integrated programmes or activities during campaigns and when celebrating national days such as Workers Day, 'National Heritage Month' and 'Sixteen Days of Activism'. One of the officials interviewed stated that the Department of Social Services in many MPCCs enter into formal and informal partnerships with CBOs and NGOs, to deliver programmes such as HIV/AIDS education and in promoting awareness of other diseases such as Alzeimers disease.

An example also given by one MPCC director was that of a programmed which the library within the centre entered into with an HIV/AIDS NGO. The promotion and public awareness of HIV/AIDS library material in the centre was to help spread the message and educate people about the disease. The library had acquired a new set of books and multi-media and needed to promote this HIV/AIDS collection, which was necessary in a community and country that is said to have a high HIV/AIDS infection rate. Naturally the library had to enter into a collaborative promotion programme with the relevant NGO for two reasons. One, the NGO knows where to find people who are either infected or affected by the spread of the disease, and two, the NGO itself has trainers and counsellors that stand to gain a lot from this material and it has an established network in the area of HIV/AIDS and health in general. Therefore in this programme every one involved had a clear task and project to undertake. The HIV/AIDS NGO project was to circulate the list of material on the subject to its contacts and clients. They would then invite them to the presentation and discussion of the collection. There was to be a symbolic handover of books to the community through the NGO by the executives of the organization that sponsors the library however the books will continue to be held in the library for purposes of equal access to the material. The project for the library in this case was to work towards the function and event to launch the material and announce its presents.

4.4. Conclusion

While it is clear that the integration around programmes exist within MPCCs, evidence here shows that, as stated in this research report and above in this chapter, it only is integration around programmes at the level of the MPCC, and has not been formal with other agencies except the Social Welfare Department and other NGOs which operate in the areas of welfare and development. .

The findings here show that many of the programmes that take place within the centres are around promotion of services and do not go beyond into addressing service gaps. The other interesting finding here is that respondents seem to concentrate more in explaining programme collaboration between two agencies with the centre and do not have a collaboration which brings together all the agencies. The definition and description of integration around programmes is inclusive of small activities and programmes, formal and informal, but the strong emphasis in the definition drawn upon in this chapter is on large programmes.

One of the MPCC directors interviewed brought to the attention of this study that the office of the GCIS within the MPCCs is meant to coordinate and establish programmes within each MPCC. However, he mentioned that GCIS as the department or Government agency seems either to be lacking in the capacity to support their representative in the centres, or the training and capacity of the GCIS representative needs to be brought up to the right level.

CHAPTER 5: INTEGRATION AROUND PARTNERSHIP

5.1. Introduction

Integration around partnership centres around two or more parties that enter into agreement to work together. According to Sigidi and Seti (2001) partnership “refers to the formation of linkages with other service providers, be they government, private sector, parastatals, Non Government Organisations and Community Based Organisations. These are the partners that will ensure successful integrated government services. The creation of sustainable partnerships at all government levels, including the above-mentioned bodies, is crucial for the success of the integrated government information and communication delivery programme”.

For the partnership to begin there should have been an “understanding by both sectors that the effective delivery of a range of community services requires productive working relationship based on mutual respect and cooperation” (Szirom et al: 2001: 7). There should be a document signed by both sectors which established a shared purpose, shared principles, shared framework for distributing resources, contracting principles, performance monitoring principles, shared skill development goals, agreed role of the peak bodies and goals for the forum.

What this partnership means and what needs to be considered, is answered by Szirom et al (2001: 11), who state that integration means power/territory has to be given up in specific parts of departments. This requires a change of management process to build ownership. It means that it is vitally important to have the right people at the table, committed to and capable of representing their sectors, and who are consistent attendees to ensure continuity and consistency. The framework needs to be bigger than the interest of the stakeholders, and the focus should be on better, more effective delivery of services to the community. There needs to be a recognition that the process is bigger than the words agreed upon, in that the document is static while the process gains momentum and is active, and has the potential for wider influence. This process of partnership in service

delivery becomes successful before implementation usually because it builds on existing processes and allows sufficient time for all parties to gain partnership.

There are three forms of municipal service partnership (MSP) listed by the Department of Local Government Green Paper South Africa: 1997). An MSP involves a contractual arrangement with a service provider other than the municipality itself. Such contractual arrangements for municipal service delivery may be in the form of:

- **A public-private partnership:** a contract between a council and an individual or a privately-owned or controlled partnership, company, trust, or other for-profit legal entity.
- **A public-public partnership:** a contract between a council and any public sector entity, including another council or a parastatal.
- **A public-NGO/CBO partnership:** a contract between a council and a not-for-profit non-governmental organisation (NGO) or community-based organisation (CBO).

5.2. Types of MSP contracts

MSP contractual arrangements are typically of the following types:

- **Service contract:** the contractor receives a fee from the council to manage a particular aspect of a municipal service. Service contracts are usually short-term (one to three years). Common examples include repair and maintenance or billing and collection functions.

- **Management contract:** the contractor is responsible for the overall management of all aspects of a municipal service, but without the responsibility to finance the operating, maintenance, repair, or capital costs of the service. Management contracts are typically for three to five years. Payment under management contracts typically specifies the payment of a fixed fee plus a variable component, the latter being payable when the contractor meets or exceeds specified performance targets. The management contractor assumes no risk for collection of tariffs from service consumers, although high collection rates can trigger incentive payments for the management contractor. An example is the management of a water utility.
- **Lease:** the contractor is responsible for the overall management of a municipal service, and the council's operating assets are leased to the contractor. The contractor is responsible for the operating, repair, and maintenance costs of those assets. In some cases, the contractor is also responsible for collecting tariffs from consumers of the service, and assumes the collection risk. The contractor pays the council rent for the leased facilities, sometimes including a component that varies with revenues or profits. Generally, the contractor is not responsible for making any new capital investments or for replacement of the leased assets. Leases are typically for eight to 15 years. Examples include the lease of a municipal market, port or water system.
- **Build-operate-transfer (BOT):** the contractor undertakes to design, build, manage, operate, maintain, and repair, at its own expense, a facility to be used for the delivery of a municipal service. The council becomes the owner of the facility as soon as it is completed. A BOT may be used to develop a new facility, or expand an existing facility. In the latter case, the contractor assumes the responsibility for the operating and maintenance costs of the existing facility, but may or may not (depending on the contract) assume responsibility for any replacement or improvement of the facility. Typically, a BOT requires the council to pay the contractor a fee (which may include performance incentives) for the services provided, leaving responsibility for tariff collection with the council.

- **Concession:** the contractor undertakes the management, operation, repair, maintenance, replacement, design, construction, and financing of a municipal service facility or system. The contractor often also assumes responsibility for managing, operating, repairing, and maintenance of related existing facilities. The contractor collects and retains all consumer tariffs, assumes the collection risk, and pays the council a concession fee (sometimes including a component that varies with revenues or profits). The municipality still remains the owner of any existing facilities operated by the concessionaire, and the ownership of any new facilities constructed by the concessionaire is transferred to the municipality at the end of the concession period. (South Africa: 1997)

Any other contractual arrangement or any variant of the contractual arrangements described in this section ("Types of MSP contracts") between a council and an MSP service provider is also an MSP.

A service contract can be a relatively simple form of MSP, while a management contract is somewhat more complex. Leases, BOTs, and concessions are typically the most complex of MSP transactions and can impose heavy demands on a council's management and systems capacity).

The majority of the partnerships that are discussed in this paper are those that fall within the ambit of the third form of partnership, the public-NGO/CBO partnership, and also collaborative arrangements that cross traditional boundaries of ministry, jurisdiction or sector. The partnership usually is based on the premise that both the NGO/CBO and the public have a common need to develop communities trying not to let the "wicked problems" slip through without being addressed. This is what the findings below aimed to test, to see if the MPCC or the organizations and departments within the MPCC have committed themselves to an agreement to pull resources together to address these 'wicked problems.' The New Zealand, State Commission and the Ministry of Social Development (2003, 16) state that the coordination mechanisms are networks that are identifying opportunities to strengthen organizational capacity and delivery, and partnerships which are more formal arrangements with focused objective around

production of strategies, systems or services. This is central in a partnership which aims to deliver on social development. The Ipelegeng Community Centre while it does not have a formal documented agreement of this it has found it important to always communicate and have MPCC forums among the tenants of the centre when it comes to issues and services that will community needs. However, the centre director complaints about the turf wars from some of the tenants of the MPCC who feel that whatever it is discussed and strategized about should be their territory alone.

5.3. Findings on Integration Around Partnership Agreement

None of the respondents were able to point to or provide any information of formal partnership agreements with other stakeholders, except the Department of Social Welfare, which naturally has the responsibility to address ‘wicked problems’. The official interviewed from the Department of Social Welfare stated that the Department has its partners in the community in the form of CBOs and NGOs that work in areas such as HIV/AIDS, family matters and youth development. However, the respondent stated that there are no formal documents that have been signed based on such partnerships.

One of the centre directors stated that, other than the expected inter-government relationship which the government and the constitution have tried to enforce, organizations within the centre have not tried to enter into formal agreements in addressing certain common problems. This the respondent attributes to the fear or lack of commitment by departments, who are the most unwilling parties most of the time, due turf protection and inflexibility of resource allocation and use.

Another respondent, also a centre director, stated that most departments prefer to enter into very short term partnerships around programmes and projects which usually involve either the centre as a method of marketing another department. An example was given of the celebration of the twenty years of the centre’s existence, in which all the stakeholders were expected to participate and through these celebrations get a vehicle to market their services.

One Government official justified the lack of formal partnership agreements by stating that Government policy and the constitution have already formalized partnership agreements and any public organization or NGO that does not know this lacks commitment and does not have the interest of his/her job at heart. Therefore there is no need to go around trying to have partnership any more formal than what the policies have stated there should be.

5.4. Conclusion

Partnership agreements, as illustrated above through these findings, have not really happened in the MPCCs. What we hear from the respondents is integration around service delivery using programmes and projects on short term basis. There is evidence that the local governments are trying to enforce partnership agreements between its various services and private organizations. Respondents seem to unanimously agree that people should know that public and private organizations especially NGOs and CBOs should be in partnership in the process of serving communities. There is also the perception, especially from the respondents that operate as Government officials responsible for the monitoring and establishing MPCCs that the mere existence of the MPCCs is the formal agreement of partnership between the communities and NGO/CBO's and departments of Government.

Chapter 6. CONCLUSION AND RECOMMENDATIONS

6.1. Conclusion

Multipurpose Community Centres are still a long way from fully playing an integrated One-Stop-Shop in the provision of both Government and non-government services. While it is stated that organizations and departments do integrate around service delivery programmes and they enter into partnerships in these centres, such activities are not well coordinated, as one centre director noted.. The MPCC Legotla report 09-10 June 2005 concurs with this view because they agreed to still focus on the issues that were discussed in the MPCC Audit Report, such as the lack of budget for MPCC by Departments, lack of coordination of activities in the MPCCs, the need to implement lease and service level agreement, enhancement of outreach programmes by service providers, the need to strengthen monitoring and evaluation systems, and the need to develop management models for MPCCs. Hemson et al (2004, 46) and the Public Service Commission (PSC) MPCC research report (2003) key findings both agree that, as an innovation, MPCCs are still facing a number of challenges, including the ones mentioned by the MPCC Legotla report (2005). These challenges include the lack of commitment by Government departments in performing services at the MPCCs.

Therefore, while most studies have found that people in communities, both in the rural areas and the townships, see the establishment of the MPCCs in a positive light, MPCCs do not enjoy the support that they deserve from Government departments. Directors of these centres lament the lack of support and commitment from departments to provide full services in the centres. There is, as stated in this chapter, evidence of the success that MPCCs have achieved, stated in the PSC MPCC report (2003), the MPCC Legotla report (2005) and in the presentations by centre directors. These reports and this study bear enough evidence that MPCCs could be and have been focal points for integrated good governance, because in this study the majority of centre directors and government officials interviewed agreed that MPCC are well placed for integrated good governance. However, whilst departments agree, they lack commitment and do not recognize this fact.

6.2. Recommendations

This research report stated above that, due to its size and limited time frames, it could not explore all the possible indications which would provide evidence of the status of MPCCs. A further study of the clients of the MPCCs is recommended to further reveal the centrality of MPCCs. Such a study would certainly reveal the status and image of the MPCC within the communities.

Another area that would need to be explored through a further study of MPCC is one that would investigate MPCC structures, given the fact that MPCCs differ, ranging from a campus type with all organizations under one roof, to those that have scattered offices and services. While other people have observed that MPCCs operating in a enclosed campus tend to integrate more than those with scattered buildings it can only be verified through research.

The GCIS representative's role as the coordinator and Government information provider is still very unclear. There has been a lack of activity initiated by the GCIS in the centres except to supply government pamphlets that usually end up littering in the floor and making centres dirty. Studies need to be conducted to investigate the effectiveness of the GCIS in coordinating and helping in integrating these MPCCs.

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Annexure A

Structured Questionnaire on MPCC for GCIS Staff and MPCC Directors

1. What is your designation?

2. How long have you been in this position?

3. What are the services that are provided in the MPCC's ?

4. Research on MPCC's has shown that government departments have not been quiet willing to go to MPCC's and provide services or if they do they tend to withdraw their services from the MPCC. Have this been a problem and how has it affected the MPCC's?

5. Do you think that the lack of resources has affected government department's efficient and effective services delivery of services to the community in MPCC's?

6. What processes of integrated governance have you witnessed in the centre given the following processes of integration?

- Integration around service delivery e.g. combining more two or more related organizations in offering a service or gathering information about the client and then provide the required service.
- Integration around programmes e.g. programmes such as crime prevention or HIV/AIDS education programme.
- Integration around partnership agreements e.g. getting a document signed to agree on tackling a problem together on shared principles, distribution of resources, shared skills development goals etc.
- Whole of government integration e.g. pulling and integrating different frameworks developed in parallel by various departments.

7. What problems and shortcomings were identified or observed by you or the MPCC's?

8. Do you think the MPCC's are well placed to address the integrated needs of the community? Please explain?

9. Comments

Annexure B

Structured Questionnaire on MPCC for Department Officials

10. What is your designation?

11. How long have you been in this position?

12. Do you provide services in the MPCC's ?

13. Research on MPCC's has shown that government departments have not been quiet willing to go to MPCC's and provide services or if they do they tend to withdraw their services from the MPCC. What could be the reason for this?

14. Do you think that the withdrawal and the lack of interest is related to the lack of resources and staff affects departments capacity to deliver services to the MPCC's?

15. What processes of integrated governance have your department participated within an MPCC given the following processes of integration and how?

- Integration around service delivery e.g. combining two or more related organizations in offering a service or gathering information about the client and then provide the required service.
- Integration around programmes e.g. programmes such as crime prevention or HIV/AIDS education programme.
- Integration around partnership agreements e.g. getting a document signed to agree on tackling a problem together on shared principles, distribution of resources, shared skills development goals etc.
- Whole of government integration e.g. pulling and integrating different frameworks developed in parallel by various departments.

16. What problems and shortcomings were identified or observed by you or the MPCC's?

17. Do you think the MPCC's are well placed to address the integrated needs of the community? Please explain?

18. Comments
