



Department of Arts and Culture

**Implementation, monitoring
and evaluation
Phase 3 of 3**

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DAC - Public library funding model - Phase 3 (Report 1 of 2)
final

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1 Executive summary

Since 1994, there has been increased pressure on public libraries in South Africa to provide information services to local communities whilst maintaining and improving existing services. This has led to a need for more funding being made available to the sector. The services being provided by public libraries form part of the overall goals of government programmes. The Department of Arts and Culture appointed KPMG Services (Pty) Ltd and Jacaranda Intellectual Property Business Consultants to develop a funding model for public library services in South Africa.

We have completed the groundwork and deliverables for Phase 1 and Phase 2. Phase 1 consisted of an impact assessment, whilst the outputs for Phase 2 consisted of three reports: A legal and accountability framework, an analysis of the status quo of the sector and a funding model. For Phase 3, two separate deliverables have been developed, consisting of a draft set of norms and standards and a proposed implementation monitoring and evaluation framework, the latter being the topic of this report.

We suggest an implementation plan in the form of plateaus, with time frames attached to the reaching of the plateaus. Each plateau in the implementation plan is associated with milestones. Attached to each of the milestones will be a host of activities, which needs to be completed in that plateau in order to achieve the set milestones. Through the identification of activities, key performance indicators, responsible parties and critical success factors, the implementation plan could be monitored. It is important that the milestones within a plateau be achieved in order to move to the next plateau. The project team proposes an implementation plan with three plateaus, covering the initiation of the public sector funding model in the first plateau (plateau A), moving to the implementation and maintenance in the second plateau (plateau B) and finally reaching the third plateau (plateau C), which should result in a transformed public library service.

The time frame for plateau A is three years, in line with the MTEF cycle. Activities associated with plateau A have been plotted on a calendar, to ensure ease of implementation. For plateau B, three-year cycles have also been suggested, but due to differences in capacity amongst municipalities and libraries, all parties might not reach the milestones for plateau B at the same time. Interventions and steps need to be taken to ensure that role-players reach the milestones as soon as possible. If plateau C is reached, the norms and standards for the sector should be met at all spheres, all funding should be done through the provincial equitable share, capacity and structures should be sustainable and the sector should be aligned with the Library Sector Charter.

Apart from the plateaus and associated milestones and activities, the proposed implementation, monitoring and evaluation framework also suggests a process of information flows as well as a framework for capturing information related to the information flows.

Finally, from the research conducted in Phase 1 and Phase 2 of the project, the project team identifies a couple of challenges, which, if not addressed, could hamper the successful implementation of the public libraries funding model. Some of these challenges include the legal and accountability framework, the scarcity of skills in the sector, the changing needs of communities and stakeholder cooperation, to name but a few.

The successful implementation of the public sector library model will, to a large extent, be determined by the ability of all three spheres of government taking up their responsibility in the delivery of the service. Capacity would need to be improved on all levels and interest in the sector will have to be renewed in order to overcome the skill shortages, for example through the provision of incentives for people working in rural areas.

The final aim of the implementation of the public library funding model should be to achieve the norms and standards of the sector, to ensure compliance with the public sector library charter to stabilize the sector and to improve service delivery, all of which could contribute to improved literacy and standards of living for South Africans.

2 Introduction to the project

Since 1994, there has been increased pressure on public libraries¹ in South Africa to provide information services to local communities whilst maintaining and improving existing services. This has led to a need for more funding being made available to the sector. In the budget speech of 21 February 2007, the Minister of Finance, Mr. Trevor Manuel, confirmed this stance by stating that "... this year, we introduce a new conditional grant, called the Community Library Services grant, to develop the infrastructure and stock of books in local libraries. To spread the joy of books to millions more children and to provide access to information to teachers and parents, the grant starts off with an initial allocation of just under R1 billion over three years."

The services being provided by public libraries forms part of the bigger goals of government programmes including programmes such as AsgiSA² (the Accelerated and Shared Growth Initiative for South Africa), and Jipsa³ (the Joint Initiative for Priority Skills Acquisition). Through AsgiSA and Jipsa, the government aims, amongst others, to reduce skills shortages, increase employment and increase economic growth in the country. Improved access to books could play an important role in the upskilling of South Africans, in turn improving their employability. In addition, the United Nations Millennium Development Goals⁴ states that by 2015 all boys and girls should complete their primary education. Public libraries in South Africa could contribute to this ideal by providing the relevant information in an appropriate environment to help boys and girls complete their primary education.

2.1 Reason for this assignment

The Department of Arts and Culture ("DAC" or "the Department") appointed KPMG Services (Pty) Ltd ("KPMG") and Jacaranda Intellectual Property Business Consultants ("Jacaranda"), collectively referred to as the "project team", to develop a funding model for public library services in South Africa.

2.2 Scope of the assignment

The project team approached the assignment in three phases. The scope of each phase of the assignment have been summarised below.

- **Phase 1:** To conduct an impact assessment study in order to recommend the best way to distribute an allocation of R200 million to the provincial governments of all nine provinces for the expansion of public libraries and to address the most pressing needs that would have a high impact on the level of service that is provided. National Treasury has set this sum aside for this task and they will make the funding available for the 2007/08 financial year.

¹ "Public libraries" refers to libraries that are open to the public and established and maintained by public funds, through local, provincial or national government, or a government agency. These libraries have the mandate to provide information services and access to knowledge through a range of means, resources and services. In this report, the term "public library" is used to include community libraries and community resource centres that serve the same purpose.

² www.info.gov.za/asgisa/

³ www.skillsportal.co.za/asgisa/jipsa/140822.htm

⁴ www.un.org/millenniumgoals/

The project team completed Phase 1 of the assignment in September 2006.

- **Phase 2:** To report on the status quo, and to develop a funding model for public library services. This phase had four main objectives:
 - To analyse the current state of public library services throughout South Africa
 - To clarify the legal framework for public library services
 - To develop a funding model (taking into account the public library services analysis and the legal framework)

We completed Phase 2 of the assignment in July 2007.

- **Phase 3:** To develop a plan of action that prioritises needs, sets the framework for implementation monitoring, and proposes measures by which to evaluate the effectiveness of the funding model. Phase 3 has two main objectives:
 - To develop and implementation, monitoring and evaluation plan.
 - To develop a set of draft norms and standards.

It is intended that from the 2007/08 financial year the Department will utilise the model to distribute the earmarked allocation to provincial and local governments in order to expand and transform the sector so that service delivery is improved and national policy objectives are met.

The Phase 3 deliverable was completed in August 2007.

As contractually agreed upon, the project team provided the final deliverable for the project to the Department on 3 August 2007.

2.3 Progress to date

The consortium has completed the groundwork and deliverables for Phase 1 and Phase 2. The Department has accepted these deliverables. The project team has split Phase 3 into two separate deliverables:

- Implementation, monitoring and evaluation report
- Draft norms and standards

To complete these deliverables the project team consulted with provincial library service representatives, National Treasury, and DAC.

2.4 Scope and purpose of this report

One of the key objectives for Phase 3 is to develop a set draft norms and standards and to develop a proposed implementation, monitoring and evaluation framework for the Phase 2 recommendations.

This report is the first report of two reports that comprise the deliverables for Phase 3. It sets out the implementation, monitoring and evaluation framework, based on the findings of the Phase 2 reports as well as the draft norms and standards report. The findings and recommendations contained in the report have been made based on our understanding of the sector thus far after compiling the Phase 1 and Phase 2 reports:

- The impact assessment report
- The legal and accountability framework
- The status quo report
- The funding model

Although this report has been developed as a standalone report, the project team recommends that the report be read in conjunction of the Phase 1 and Phase 2 reports, in order to obtain a full understanding of what the project entails.

2.5 Reliance and limitations

Data for this report have been obtained from various stakeholders. The procedures which the project team used throughout the assignment do not constitute an audit or a review conducted in accordance with International Standards on Auditing. Therefore we have not attempted to verify this information, and accordingly we cannot guarantee its accuracy. However, where possible, the information has been checked for reasonableness and consistency. Findings and statements included in this report have been based on responses and data received from stakeholders.

As this assignment is not an audit or a review conducted in accordance with International Standards on Auditing, we do not express any assurance on the state of library functions or on the quality of the information that was provided for this study, or on any other facet related to this project.

If additional procedures were required, possibly including the performance of an audit or review of the Department or libraries in accordance with International Standards on Auditing, different matters might have been identified.

This report has been drafted as a standalone report. However, in order to obtain a clear picture of the objectives set for Phase 3, it is advisable to read this report together with the Phase 1, Phase 2 reports, as well as the other Phase 3 report, the draft norms and standards.

2.6 Distribution of the report

The reports for Phase 3 have been distributed as follows:

- Department of Arts and Culture;
- National Treasury; and
- DPLG.

This list is not intended to be exhaustive. However, it includes all the stakeholders that have been identified as key for Phase 3, and some of them have contributed to this report.

2.7 Disclaimer

This report has been compiled by KPMG for the sole and exclusive use of the Department and should not be quoted in whole or in part without our prior written consent. KPMG's findings in connection with this report are intended solely and exclusively for the benefit, information, and use by the Department. No party, other than the Department, may rely on the findings, either in whole or in part. KPMG (including its directors or employees or any body or entity controlled, owned or associated with KPMG) accepts no liability or responsibility whatsoever, resulting directly or indirectly from the disclosure of our findings to any third party and/or the reliance of any third party on the findings, either in whole or in part. KPMG's findings related to prevailing conditions and information available at the time of issuing our report.

2.8 Acknowledgements

We record our appreciation for the time and cooperation provided to the project team by management and staff of:

- the Department;
- the provincial departments; and
- the relevant representatives of the National Treasury.

3 Proposed implementation plan

3.1 Background

The library sector in South Africa faces legal framework, funding and norms and standard challenges. Legal framework and funding challenges were investigated and recommendations around these challenges were discussed in depth in Phase 2. Draft norms and standards is being dealt with in a separate report as part of the deliverables of Phase 3 of this project.

In this document, the implementation, monitoring and evaluation of the recommendations made on legal and accountability framework, funding model for public libraries and improvement of the status quo of libraries will be discussed. The project team suggests an implementation plan in the form of plateaus, with time frames attached to the reaching of the plateaus. Each plateau in the implementation plan is associated with milestones. If these milestones are met, the sector could move on to the next plateau.

3.2 Plateau planning

The proposed implementation plan for the public library sector funding model is a high level approach towards achieving a library sector which meets the needs of the community it is serving and achieves basic library norms and standards.

The implementation plan provides a mechanism to separate the milestones into manageable segments. These segments can be determined by using the plateau planning technique. Attached to each of the milestones will be a host of activities, which will need to be completed in order to achieve the set milestones. Through the identification of activities, key performance indicators, responsible parties and critical success factors, the implementation plan could be monitored. It is important that the milestones within a plateau be achieved in order to move to the next plateau.

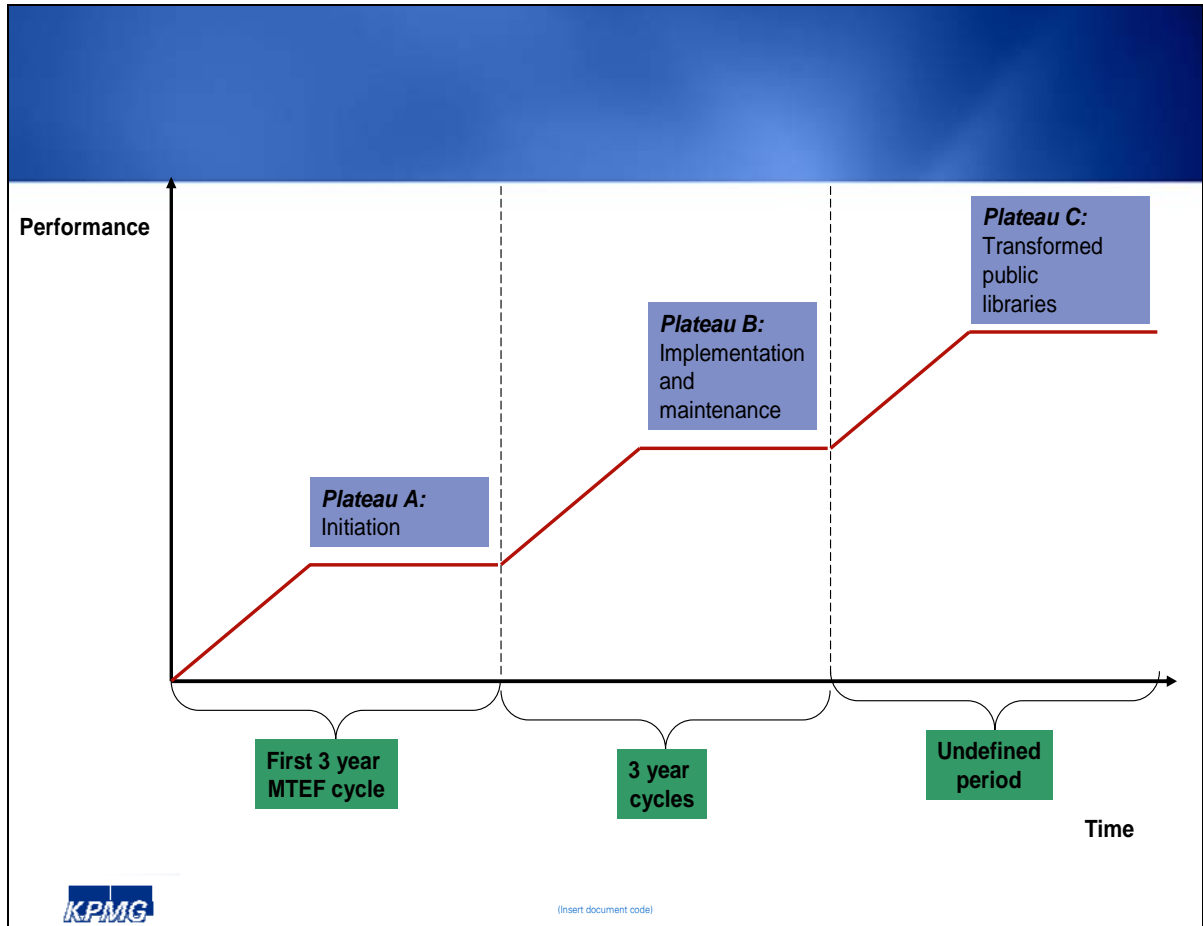
The project team proposes an implementation plan with three plateaus:

- Plateau A: Initiation
- Plateau B: Implementation and maintenance
- Plateau C: Transformed public libraries

The diagram below indicates over a period of time, the level of performance that is required to move from plateau A to plateau C.

The measurement of the performance of stakeholders and the different spheres of government, as well as the measurement of the improvement of service delivery in the sector is addressed throughout the implementation, monitoring and evaluation plan. The measurement of the improvement of the service is addressed in plateau A and plateau B through to particular milestones: Measuring the impact of the grant and conducting an impact assessment.

Figure 1: Plateau Planning



3.3 High-level proposed time frames

The high-level timeframes as indicated by the graph above is only a proposed indication of when activities should be completed. Their achievement is naturally based on existing structures, processes, people (capacity) and technology and is subject to the challenges that they may currently face.

Within the first three years of the Medium Term Expenditure Framework (MTEF) the library sector should be able to

- execute and operate within the proposed legal and accountability framework;
- benchmark themselves against the finalised norms and standards;
- determine whether the conditions attached to the grant are being complied to; and

- determine overall performance at all three spheres of government.

Beyond these three years, the sector should focus on identifying gaps in performance.

Performance should be assessed against the sector's ability to:

- fold the conditional grant;
- meet the approved norms and standards; and
- execute library and information services based on existing structures, processes, people (capacity) and technology as mandated.

In the event of any gaps being identified, the sector should then develop and implement action plans within this MTEF (Medium Term Expenditure Framework) cycle to achieve the performance targets or milestones set in plateau C.

4 Plateau A: Initiation

4.1 Milestones

The milestones for plateau A, a three year period based on the MTEF cycle, will be discussed in more detail in sections 5.1.1 to 5.1.10 below.

4.1.1 Formalising the legal and accountability framework

During Phase 2 of this project⁵, the project team recommended that each province should make a decision as to whether or not it would want to allocate the function of rendering library services to municipalities in its jurisdiction.

An important milestone for the successful implementation of this project would be for the library sector to execute and operate within the proposed legal and accountability framework within the first three years of the MTEF. This means that all provinces should have:

- Formally considered the option of allocating the function to municipalities in its jurisdiction;
- Assessed the municipalities' capacity to deliver the service;
- Entered into negotiations with those municipalities who do have the capacity to deliver the service, and completed the assignment process (according to the steps set out in the "Guidelines on Allocation of Additional Powers and Functions to Municipalities" document which was issued by the Department of Provincial and Local Government);
- Entered into agreements with those municipalities who do not have the capacity to render the service. These agreements should state that the province will render the service;
- Started to operate within the formalised legal framework, i.e.:
 - Where assignment has happened, monitor service delivery and general performance of the libraries within the municipalities;
 - Where assignment has not happened, take full ownership of rendering the service.

4.1.2 Finalising the norms and standards

As already stated, one of the deliverables for Phase 3 of this project is to develop a set of draft norms and standards. The project team believe that the Department should strive towards having the set of draft norms and standards finalised and incorporated in legislation within the first two years of the three-year MTEF cycle. This means that the Department should have:

- Workshopped the draft norms and standards with all relevant stakeholders;

⁵ DAC - Public library funding model - Phase 2 (Report 1 of 3) final: Legal and accountability framework report

- Obtained inputs from stakeholders (especially the provinces and National Treasury);
- Addressed all the inputs;
- Signed-off on the norms and standards;
- Entered into the legislative process of establishing the South African Community Library Act (which encompasses the norms and standards); and
- Passed the legislation.

4.1.3 Assessing compliance with norms and standards

Ideally, the Department should be in a position to assess the provinces' compliance with the norms and standards at the end of the first three years of the MTEF cycle. This process would entail:

- Designing a checklist that will enable the Department to assess the provinces' compliance with the norms and standards;
- Conducting a review of the provinces' compliance with the norms and standards;
- Identifying gaps in the compliance, together with the reasons therefore; and
- Considering remedial actions that will address the non-compliance and recommending these to the province.

4.1.4 Assessing National Organisational Structures

The Department should perform an assessment of its current organisational structure against the library services that it is mandated and required to execute. This assessment would then inform the Department as to whether additional structures are required to manage the library and information services sector. The processes involved in assessing the Department's structures can be summarised as follows:

- **Definition:** DAC would need to define its vision and the full extent of services (policy setting, monitoring and evaluation, etc) that it is responsible for within its legislative framework. The Department would also need to understand its strategic direction and objectives.
- **Current state:** This process would involve an assessment of the current processes (structures), people (capacity) and technology that are in place to manage the existing library function at the national office. The assessment would include both a strategic and operational analysis.

- **Gap analysis:** Based on the functions that DAC has defined and its strategy, it would conduct a gap analysis between its current and desired future states. This analysis would focus on the strategic and operational shortcomings of the existing structures and processes.
- **Desired future state or organisational design:** The organisational design would be based on DAC's strategy, which would be driven by the newly designed organisational structure. It is important to note that strategy is driven by structures and not by people (i.e. capacity). The most suited structure would be one that is simplistic and is based on service delivery i.e. meeting the needs of the library users.
- **Implementation plan:** An implementation plan could then be developed to migrate DAC towards its desired future state.

4.1.5 Measuring the impact of the grant

The aim and purpose of the project initiated by the Department is to improve service delivery at existing public libraries as well as establish public library services in areas where public library services does not exist by means of a conditional grant, which should later be converted to form part of the provincial equitable share. In Phase 2 of the project, the project team conducted a status quo⁶ analysis of the sector. The purpose of this analysis was to assess the status, as well as to identify needs of the sector. In the past, a lack of information made reviews of this nature on a more regular and continuous nature impossible and it is necessary to establish a data base with information to enable the Department to conduct reviews of the service on an annual basis.

By means of an accounting and statistical framework as well as the information flow template contained in annexure B of this report, the information necessary to conduct these reviews ought to be available in future. By the end of the first three year MTEF period, however, it is expected that enough information to establish the impact of the grant and the improvement of the service might not be available. For example, a three year period might be too short to establish the impact of the grant on aspects such as the improvement of literacy rates. The impact of the grant should none the less be measured to extend that information is available in order to assess its success.

For this particular stage in the implementation framework, plateau A, the project team suggests that the impact of the grant should be measured by means of three case studies:

- A case study considering the improvements of service delivery and the expansion of the available service in two municipalities with established and well-managed library services prior to the implementation of the conditional grant.
- A case study considering the improvements of service delivery and the expansion of the available service in two municipalities with limited access to library services prior to the implementation of the conditional grant.

⁶ DAC - Public library funding model - Phase 2 (Report 2 of 3) final: Status quo report

- A case study considering the improvements of service delivery and the expansion of the available service in two municipalities with no access to library services prior to the implementation of the conditional grant.

4.1.6 Compliance with grant

The following conditions for the grant based on the criteria for the funding model design were recommended in Phase 2⁷ of the project:

- A business plan, approved by the executive authority, should be submitted by the province, showing:
 - how it is going to progress towards achieving national norms and standards with respect to public library services (including norms for the provision of access to electronic information services) for the province as a whole (that is, in every municipal jurisdiction of the province), by the date determined by the Department;
 - how the province is going to access other grants and programmes that are available for the creation of library or public information technology infrastructure in all areas of the province where public library services are not readily accessible in accordance with national norms and standards;
 - how the province is going to progress towards achieving an assignment agreement for public library services, approved by the relevant authority of the assigner and assignee, for every municipal jurisdiction in the province. As it is suggested above that only selected municipalities could be considered viable providers of these services, this means that where the province opts to not assign to a specific municipality, a service level agreement between the executive authority for the province and a line department, or a service level agreement with a body other than a municipality, can be acceptable;
 - how the province is going to comply with the relevant requirements of the Intergovernmental and Fiscal relations Act; and
 - a simple exit strategy that details at least how and when the province is going to make progress towards achieving the criteria for folding the grant into the equitable share.
- To ensure that this condition does not prevent the flow of funds, a draft business plan should be submitted by the province a month before the date for input. If a province misses this deadline, it is recommended that the Department should without delay, after notifying that province, request the technical assistance team of the National Treasury to assist that province.
- The budget of the province for public library services, including the detailed allocation to every municipality or other entity with which an assignment or service level agreement should be approved and submitted to the Department by the date determined by the Department. The budget should contain detail on resources allocated towards implementing

⁷ DAC - Public library funding model - Phase 2 (Report 3 of 3) final: Funding model report

the above-mentioned business plans. The budget should allocate the full amount allocated minus a top slice (for the creation and maintenance of capacity to effectively plan, implement and monitor the programme), towards those who have signed agreements for the provision of public library services in the various municipal areas of the province.

- A cooperation agreement should be signed between the provincial department and the provincial Department of Education with regard to the role of school libraries by a second date determined by the Department.
- The Province should obtain confirmation from the accounting officer of the Department that the province submitted all reports and returns required for this grant in terms of the Division of Revenue Act or the province should submit a plan of how this is going to be achieved for the next financial year.
- To ensure that this condition does not prevent the flow of funds, it was recommended that the Department should identify provinces that will need such a plan a month before the Date for input and should without delay, after notifying that province, request the technical assistance team of the National Treasury to assist that province.
- It is recommended that the date (referred to above in several of the conditions) should be 31 January to enable the timeous completion of processes and compliance with the Division of Revenue Act. It is recommended that the second date should be determined by the Department in consultation with the national Department of Education and adjusted if necessary to not unduly prevent the transfer of funds.

These conditions constitute the substance of this milestone of plateau A of the implementation plan.

4.1.7 Assess performance of role players

Performance measurement should be an important priority at all three spheres of government namely DAC, provincial departments and the municipalities. The main purpose of measuring performance is to ensure that public services, as rendered by the library sector, are continually improved and that accountability is clear and unambiguous.

The legal and accountability framework as proposed in Phase 2⁸ will assist to identify and define the key roles and responsibilities as well indicate accountability.

For each sphere, namely national, provincial and local government:

- the service objectives should be defined;
- the activities which are critical to deliver an efficient, effective and economical library service should be identified;

⁸DAC - Public library funding model - Phase 2 (Report 1 of 3) final: Legal and accountability report

- key performance indicators should be identified per activity;
- the roles and responsibilities should be defined and communicated; and
- performance targets should be set.

The importance of performance measurement is further enhanced through legislation. Key elements of performance measurement and reporting are enforced in the Municipal Finance Management Act⁹ (MFMA), the Municipal Systems Act¹⁰ (MSA), and the Public Finance Management Act¹¹ (PFMA).

These Acts dictate that performance measurement is important and hence is required.

Section 121 (3)(c) of the MFMA states that the “annual report of a municipality should include the *annual performance report* of the municipality prepared by the municipality in terms of section 46 of the Municipal Systems Act”;

- The MSA,
 - Section 38 (a)(iii) and (b) states that in the “A municipality should establish a *performance management system* that is in line with the priorities, objectives, indicators and targets contained in its integrated development plan” and that it should “administer its affairs in an economical, effective, efficient and accountable manner”.
 - Section 44 states that “A municipality, in a manner determined by its council, should make known, both internally and to the general public, *the key performance indicators* and *performance targets* set by it for purposes of its performance management system.”
 - Section 46 (1) further stipulates that “A municipality should prepare for each financial year a *performance report* reflecting (a) the performance of the municipality and of each external service provider during that financial year; (b) a comparison of the performances referred to in paragraph (a) with targets set for and performances in the previous financial year;
- The PFMA defines one of reporting responsibilities of an accounting officer for a department, trading entity or constitutional institution according to section 40 (1)(d)(i) to be “an *annual report on the activities* of that department, trading entity or constitutional institution during that financial year.” The Treasury Regulations in terms of PFMA¹² Section 76, (18.3 (b)) also mentions that in preparing the abovementioned annual report “the accounting officer should include information about the institution’s *efficiency, economy* and *effectiveness* in delivering programmes and achieving its objectives and outcomes against the *measures* and *indicators* set out in any strategic plan for the year under consideration.”

⁹ Act 56 of 2003

¹⁰ Act 32 of 2000

¹¹ Act 1 of 1999

¹² GNR 225 of 15 March 2005

Performance measurement should focus on the key priorities of the sector and should ensure that areas of poor performance are identified timeously. These areas should be questioned and action plans should be devised to deal with failures. Performance measurement should be focused and cleared to ensure that the right amount of attention is devoted.

Successful performance measurement can contribute to effective service delivery through performance management. Currently library services are being rendered but not in the most efficient, effective and economical way. This would be one of the targets envisaged in Plateau C.

4.1.8 Self assessment of role players

The Minister for the Public Service and Administration has, under section 41 of the Public Service Act, 1994¹³ made regulations which are set out in the Public Service Regulation Schedule. The regulations state that “Departments shall manage performance in a consultative, supportive and non-discriminatory manner in order to enhance organisational efficiency and effectiveness, accountability for the use of resources and the achievement of results. Performance management processes shall link to broad and consistent plans for staff development and align with the department’s strategic goals.”

This would ensure that the overall strategic objectives of the Department would be filtered down to a “grass roots” level and that the performance of individuals involved within the sector would have a direct impact on the achievement of the strategic goals of the department and hence the sector. Therefore, by managing the performance and behaviours of individuals, the Department would indirectly manage the achievement of its strategic goals and its performance.

4.1.9 Empowerment

The transformation of the library sector is important in making library services in South Africa accessible. The drafting of the Library Sector Charter will provide guidelines in terms of how the sector should be transformed to meet the objectives of social transformation and social cohesion. At the time that this report was compiled, the final version of the Library Sector Charter was not yet finalised.

4.1.10 Reassessment of “top slice”

The so-called “top slice” of the conditional grant is aimed at improving capacity on the different spheres of government responsible for providing public library services. At this stage in the implementation plan, the Department and role-players will need to reassess the top slice, to determine if the improvements in capacity were sufficient or if an additional amount would be needed from the conditional grant in future to ensure that the necessary capacity is developed.

¹³ Promulgated under Proclamation No. 103 of 1994, with effect from 1 January 2001

4.2 Benefits

A conditional grant will initially have to be used to achieve national government's objectives and to ensure equity with regard to, amongst others, the spill-over effect between affluent areas (where workers come to work and spend) and poor areas (where workers return, sometimes late every day, and little development takes place). The conditional grant is also the chosen method for ensuring the establishment of a service or a spending pattern before the funds are folded into the equitable share. Conditional grants are also favoured for its controllability. The following are some of the control advantages of conditional grants:

- The monitoring and control requirements of the conditions and of the annual Division of Revenue Act could ensure greater compliance with the objectives and priorities of national government.
- Those same requirements could also establish a spending trend and a reporting practice on the programme that could lead to the programme maturing into one funded by equitable share transfers.

However, by implementing simple and achievable conditions such as those outlined above under "milestones", the focus remains on achievement of government's objectives and constitutional mandate, rather than the achievement of administrative milestones. The submission of a comprehensive business plan shows that the province is ready to receive and apply the funding and holds the province accountable for spending the funds accordingly. The implementation of a draft business plan checkpoint and a DORA (Division of Revenue Act) compliance checkpoint for intervention protects the public from administrative failure by allowing intervention by means of technical assistance.

The benefit of top-slicing the funding, especially in an environment where traditional capacity does not exist for the management of a conditional grant programme, is that the grant is not set up for immediate failure due to lack of capacity at programme management level. It earmarks the funding for the creation of capacity in aid of this particular grant programme.

4.3 Implementation plan for year 1, 2, 3

In order to achieve the milestones associated with plateau A, associated activities, the parties that are accountable and key performance indicators (KPIs), as well as critical success factors have been identified. The associated activities for each of the milestones has also been plotted on a calendar based on the three year MTEF cycle in order to ensure ease of implementation by all three spheres of government. The calendar, referred to as the activities calendar, have been added to the report as annexure A.

The table below provide the activities, parties to be held accountable parties, key performance indicators as well as critical success factors identified in order to give effect to the milestones of plateau A.

Milestone	Activities	Accountability	KPI	Critical Success Factors
Legal and accountability framework	Monitor province's decision making re Legal and Accountability Framework to determine whether the correct thought process is followed	DAC	Provinces implemented the Legal and Accountability Framework	Application of the correct thought process
	Designation of Facilitator with an appropriate terms of reference	Province – responsible for appointing facilitator	Facilitator appointed	Timeous and appropriate completed appointment process
	Consultation with role players, including: <ul style="list-style-type: none"> Affected municipalities MEC: Local Government MEC: Finance Local Government Budget Forum Organised labour 	Province - Facilitator	Track record of all negotiations and documented minutes of meetings	Reasonable negotiations facilitated and concluded
	Determine Capacity-building and funding initiatives: <ul style="list-style-type: none"> Identify funding and capacity-building initiatives currently in place to assist municipalities. Take steps to ensure sufficient initiatives in place to assist municipalities 	Province	Documented capacity building and funding initiatives of all municipalities within the Province	Capacity to perform the assessments Appropriate and sufficient funding and capacity building initiatives implemented to enable achievement of the Norms and Standards

Milestone	Activities	Accountability	KPI	Critical Success Factors
Legal and accountability framework	Determine and assess capacity of municipalities by: <ul style="list-style-type: none"> • Undertaking an analysis of each municipality's capacity to perform the function • Preparing three year financial projection in terms of section 10/10A of Structures Act • Preparing general financial assessment in terms of section 3 of FFC Act 	Facilitator	<ul style="list-style-type: none"> • Documented three year financial projection (section 10 and 10A of the Systems Act) • Documented financial assessment (Section 3 of FFC Act) 	Capacity to perform assessments
	Preparation of explanatory memorandum containing: <ul style="list-style-type: none"> • Policy objectives • Function description • Roles and responsibilities • Analysis of technical and managerial skills/expertise needed • Capacity study done for affected municipalities • Information required by Systems Act/FFC Act • Legal, financial and operations implications of the transfer of staff, assets and liabilities 	Facilitator → Province	Documented explanatory memorandum	Once-off capacity to perform this activity, and the ability to explain the policy objectives, define the function precisely, specify the roles and responsibilities, analyse the needs and do the necessary assessments and compilations (for example of the implications of transfers)

Milestone	Activities	Accountability	KPI	Critical Success Factors
Legal and accountability framework	Obtain approval from National Treasury by means of: <ul style="list-style-type: none"> Completed financial projection (Systems Act) in memo form Submission to Minister for Provincial and Local Government Submission to National Treasury 	Facilitator → DPLG and National Treasury	Written document, reflecting approval from National Treasury	Receive approval from National Treasury
	<ul style="list-style-type: none"> Submit explanatory memo to Province Province approves/rejects/amends Province submits explanatory memo and request to PT PT approves/rejects Facilitator amends if necessary 	Facilitator → Province Province → Provincial Treasury	Written document, reflecting approval from Province and Provincial Treasury	Obtaining approval from Province and Provincial Treasury
	Prepare submission to FFC	Facilitator → Province	Submission to FFC	Submission made to FFC
	Obtain input from FFC by: <ul style="list-style-type: none"> Submitting approved memo Request FFC to provide advice/recommendations regarding proposed assignment in prescribed format 	Facilitator → FFC	Proof of submission to FFC, requesting them to give inputs	Positive response from FFC within 180 days

Milestone	Activities	Accountability	KPI	Critical Success Factors
Legal and accountability framework	Consider and report to authorising functionaries, including: <ul style="list-style-type: none"> • FFC • Relevant municipalities • National Treasury • Provincial Treasury 	Facilitator → Municipality/NT/ Provincial Treasury	Proof of correspondence to functionaries	Appropriate consideration and incorporation of recommendations of FFC and the other functionaries
	Submit complete report to DPLG containing: <ul style="list-style-type: none"> • Updated explanatory memo • Recommendations /advice of FFC 	Facilitator → DPLG	Proof of submission to DPLG	Written confirmation to role-players that recommendations/advice were considered
	Final stage of negotiation between province and each individual municipality	Facilitator → Municipality → Province	Documented minutes of meetings, reflecting the outcome of the negotiations	Getting as close to universal consensus as possible
	Drafting of individual agreements	Facilitator	Final, signed agreements	Agreements to take into account : <ul style="list-style-type: none"> • Specific arrangements between municipality and Province • Effective dates (aligned with budget and IDP dates)
	Alignment of IDP and budgets	Municipality Province coordinates	Library and information services appear as items in IDP, SDBIP and budget	Political will to enter library agreements into IDP and SDBIP process

Milestone	Activities	Accountability	KPI	Critical Success Factors
Final norms and standards	Population of framework	National	Final draft Norms and Standards	Relevant detail entered to make framework executable
	Consultation with role players by holding workshops and inviting comments	National → Province/LIASA/other role players	Workshops with stakeholders, stakeholders providing written inputs to Norms and Standards	Workshops conducted with provinces, LIASA and other role players
	Incorporation of feedback by considering feedback received from role-players and revising/amending framework	National	Updated draft Norms and Standards	Capacity to successfully incorporate feedback
	Circulate framework for final comment	National → Province/LIASA/other role players	Correspondence to stakeholders	Clarified deadline for submission of final comments
Development of SA Community Library Act	Development of SA Community Library Act <ul style="list-style-type: none"> • Preparing draft Bill for submission to Cabinet • Introducing Bill in National Assembly • Publishing Bill for public comment • Referring Bill to portfolio committee for discussion and debate • Submitting Bill to National Assembly for debate and vote • Submitting Bill to NCOP for consideration • Submitting Bill to President for assenting signature 	National	Act published in <i>Gazette</i>	Completion of legislative process

Milestone	Activities	Accountability	KPI	Critical Success Factors
Development of SA Community Library Act	Adoption of norms and standards	Province	Norms and standards for provinces	Provincial approval and adoption
Assess compliance with norms and standards	Assessment of compliance by: <ul style="list-style-type: none"> • Developing compliance checklist • Ascertaining whether function is being performed by province or municipality in relevant areas • Visiting province/municipality to test compliance • Report back to province/municipality • Recommending improvements where necessary 	National → Province → Municipality	Findings report reflecting the results of the compliance testing	Assessed and improving compliance
Assessing National Organisational Structures	Organisational design and implementation plan	National Department of Arts and Culture	Approval of new organisational structure	Existing structures and processes A strategic plan and legislative mandate
Impact of the grant	Identification of two municipalities with a well established public library service prior to the implementation of the conditional grant	DAC; Provincial department	Names of municipalities available	Capacity at national and provincial level to assess the impact of the grant and take remedial action where appropriate
	Identification of two municipalities with a poor level of public library service prior to the implementation of the conditional grant	DAC; Provincial department	Names of municipalities available	Availability of information

Milestone	Activities	Accountability	KPI	Critical Success Factors
Impact of the grant	Identification of two municipalities with no public library service prior to the implementation of the conditional grant	DAC; Provincial department	Names of municipalities available	Capacity at national and provincial level to assess the impact of the grant and take remedial action where appropriate
	Initiate and conduct competition for improved libraries, incorporate into the impact report	DAC	Level of participation in competition	Adequate participation
	Collection of information from the municipalities	DAC; Provincial department Municipalities; Libraries	Information available to input in report	Capacity and availability of information
	Report writing	DAC	Availability of report	
	Publication of findings	DAC	Availability of report	
	Identification of interventions where service delivery has not improved sufficiently	DAC	Interventions ready to be implemented	
	Implementation of interventions	DAC	Improvement in service delivery in public library sector	Capacity at national level to implement interventions
Compliance with grant	Submission of a draft business plan by the province a month before the final date	CEO of the relevant province.	Attainment of the target date, recommended to be 31 December	Capacity at national and provincial level to assess the extent of compliance with the grant and take remedial action where appropriate

Milestone	Activities	Accountability	KPI	Critical Success Factors
Compliance with grant	Department should without delay, after notifying that province, request the technical assistance team of the National Treasury to assist that province, if draft target date not met	DAC libraries grant programme manager	Advance notice given of possible non-compliance with grant conditions	Capacity at national and provincial level to assess the extent of compliance with the grant and take remedial action where appropriate
	The budget of the province for public library services, including the detailed allocation to every municipality or other entity with which an assignment or service level agreement should be approved and submitted to the Department by the target date	CFO of the relevant province	Attainment of the target date, recommended to be 31 January of every year	
	A cooperation agreement should be signed between the provincial Department of Arts and Culture and the provincial Department of Education with regard to the role of school libraries by a second date determined by the Department	Head of relevant provincial department	Attainment of target date, recommended to be 31 December of the first year of the implementation of the recommended conditions	
	Confirmation that the province submitted all reports and returns required for this grant in terms of the Division of Revenue Act	CFO of the relevant province	DORA compliance by the province	

Milestone	Activities	Accountability	KPI	Critical Success Factors
Compliance with grant	The Department should identify provinces that will need a DORA compliance plan a month before the target date and should without delay, after notifying that province, request the technical assistance team of the National Treasury to assist that province	DAC Libraries grant programme manager	Advance notice given of possible failure to comply with grant conditions	Capacity at national and provincial level to assess the extent of compliance with the grant and take remedial action where appropriate
	The submission of a business plan, approved by the executive authority, should be submitted by the province, showing the contents as per the milestone description above	CEO of the relevant province	Attainment of target date, recommended to be 31 January every year	
	Inclusion of the contents as per the milestone description above, in the business plan	CEO of the relevant province	Contents as per the milestone description above	

Milestone	Activities	Accountability	KPI	Critical Success Factors
Assess performance of role players	<p>Define performance requirements such as objectives, activities, indicators etc.</p> <p>Develop performance measurement tool e.g. performance report</p> <p>Monitor performance tool and develop action plans</p>	All three spheres of government.	<p>Performance reports at all three spheres with:</p> <ul style="list-style-type: none"> • SMART (specific, measurable, relevant and timely) objectives • A minimum of 5 SMART activities most critical. • SMART performance indicators • Accountability • 5 year targets 	Authority to act on performance reports
Self assessment of role players	Implement a performance management system for individuals	All spheres of government	An implemented performance management system linked to a reward and recognition system	<p>People to assess.</p> <p>A review system to measure and monitor individual performance</p>

5 Plateau B: Implementation and maintenance

5.1 Milestones

The following milestones, which will be discussed in more detail in sections 5.1.1 to 5.1.10, should be achieved three years following plateau A and for the period beyond, in cycles of three years. The three-year period is based on the MTEF cycle:

5.1.1 Decision to fold conditional grant or not

Based on the analysis of funding options and the lessons learned from other grant programmes, it is clear that simple yet critical criteria should be met before a province should qualify for having the conditional grant for public library services folded into its equitable share allocation. The following criteria have been recommended in Phase 2¹⁴ of the project and should be agreed with provinces in advance:

- An assignment agreement for public library services, approved by the relevant authority of the assigner and assignee, should have been in place for at least two years in respect of at least 90% of the municipal jurisdictions in the province. This means that where the province opts not to assign to a specific municipality, a service level agreement between the executive authority for the province and a line department, or a service level agreement with a body other than a municipality, could also be considered.
- A business plan, approved by the executive authority, should be in place for the province. The purpose of the business plan is to indicate how progress will be made towards achieving national norms and standards with respect to public library services (including norms for the provision of access to electronic information services) for the province as a whole (that is, in every municipal jurisdiction of the province). The business plan should specify how the province is going to access other programmes that are available for the creation of library or public information technology infrastructure in all areas of the province where library services are not readily accessible in accordance with national norms and standards.
- At least 90% of the allocation to the province in respect of community library services should have been spent for two consecutive years, according to audited (if available) financial statements, as a demonstration of the capacity and intention of the province to manage this function.
- The budget of the province for community library services should have been approved and submitted to the Department by the annual date determined by the Department for at least two consecutive years. The budget should contain detail on resources allocated towards implementing the above-mentioned business plan.

¹⁴DAC - Public library funding model - Phase 2 (Report 3 of 3) final: Funding model report

5.1.2 Consider implications

In consultation with National Treasury, during each MTEF cycle, DAC and each province should consider the implications of folding the grant into the equitable share, in consultation with National Treasury. It should be ensured that the objectives of the grant would still be met, even though the conditions of the grant would not be in place anymore. The capacity should be established at DAC and each province to ensure that the LIS (Library and Information Services) would be properly supported after the folding of the grant.

5.1.3 Interventions

Regular progress reports should be submitted in accordance with the DORA, the grant framework and the various cooperation and assignment agreements in respect of any non-compliance with grant conditions. Two automatic interventions have been recommended in the funding model, being the provision of technical assistance if a province does not submit a draft business plan in time, and if a province does not submit a DORA compliance confirmation or plan in time. However, further interventions should be considered, especially in leading up to the folding of grant, in consultation with each province and National Treasury. It is crucial that DAC and the provinces should have the capacity to receive, analyse and react quickly to progress reports.

5.1.4 Reconsider organisational structure

Once the organisational analysis has been completed at the Department, an assessment has to be made as to whether:

- The existing or newly designed organisational structure is still appropriate;
- The provincial and local spheres of government are aligned to the national organisational structure. If they are not, the process described in 4.1.5 would need to be conducted;
- The Department's national strategy is driven by the structures at all spheres of government; and
- The capacity at all spheres is appropriate, based on the processes in place.

5.1.5 Reconsider applicability of norms and standards

As service delivery improves and the needs of communities and their expectations from public libraries changes, the applicability of the norms and standards will need to be reviewed on a regular basis. A review process every three years is suggested and should be sufficient to ensure that norms and standards remain up to date and applicable. When reconsidering norms and standards, stakeholders should take cognizance of the following aspects:

- The needs and expectations of communities, which will be different between areas;

- The current levels of service delivery;
- The success in achieving the current norms and standards;
- Aspects keeping libraries from reaching the current norms and standards; and
- Developments regarding international norms and standards

5.1.6 Conduct an impact assessment

Following on the case studies conducted at the end of plateau A, aimed at measuring the impact of the conditional grant, an impact assessment of the service, DAC should conducted an impact assessment on a yearly basis. A comprehensive report of the findings of the impact assessment should be published every three years. The information necessary for the compilation of such a report have been identified and should be available one year after the rollout of the norms and standards and the implementation framework. It should be possible to compile a report to assess the impact of improvements in the library services after three years.

Some aspects that should be considered for inclusion in such an impact assessment are:

- Improvements in literacy rates, nationally, provincially and locally;
- Improvements in pass rates nationally, provincially and locally;
- The ability of the public library to address the needs of the community, including the needs of children, adults and the broader community;
- Programmes offered by libraries and the impact thereof;
- The needs of libraries, including furniture needs, equipment needs, human resource needs and funding needs; and
- International benchmarks and developments

The results from various impact assessment reports could be compared with the information gathered in Phase 2 of the project¹⁵ as well as with each. The purpose of this comparison would be to assess the impact of the conditional grant on the sector as well as the improvements in the communities serviced by public libraries where public library service has either improved or is now available where it was not before.

5.2 Benefits

The benefit of subjecting the folding of the conditional grant into equitable share, to objective criteria rather than a fixed timescale is that it ensures that the objectives of the conditional grant

¹⁵ DAC - Public library funding model - Phase 2 (Report 3 of 3) final: Status quo report

are met before government relinquishes control over the funds. The spending pattern and capacity for public libraries at the provincial sphere of government should be well established before the funds become part of equitable share.

5.3 Implementation plan for year 1, 2, 3 and beyond

As was explained in the implementation plan for plateau A, in order to structure the implementation plan for the second plateau, plateau B, associated activities, accountable parties and key performance indicators (KPIs), as well as critical success factors have been identified for each of the milestones. However, due to the differences in capacity at provincial level, it is expected that not all of the milestones would be reached by the municipalities, provinces and libraries at the same time. If a milestone was not reached, interventions will have to be put in place to ensure that milestones are reached in a reasonable time in future. The activities associated with plateau B will then be repeated, where necessary.

The table below provide the activities, parties to be held accountable, key performance indicators as well as critical success factors identified in order to give effect to the milestones of plateau B.

Milestone	Activity	Accountability	KPI	Critical Success Factors
Decision to fold conditional grant or not	An assignment agreement/ service level agreement for public library services, approved by the relevant authority of the assigner and assignee, should be in place for at least two years in respect of 90% of the municipal jurisdictions in the province	Head of department of the relevant province	Progress expressed as number of assignment/ service level agreements divided by number municipal jurisdictions	Negotiation skills and political will to make sufficient progress with assignment and other agreements
	A business plan, approved by the executive authority, for the province of how it is going to progress towards achieving national norms and standards with respect to public library services	Head of department of the relevant province	Acceptance by DAC libraries grant programme manager	Capacity at national and provincial level to plan the LIS and take remedial action where appropriate

Milestone	Activities	Accountability	KPI	Critical Success Factors
Decision to fold conditional grant or not	At least 90% of the allocation to the province in respect of community library services spent for two consecutive years, according to audited (if available) financial statements	Head of department of relevant province	Extent of confirmed expenditure against budget	Capacity at national and provincial level to plan the LIS and take remedial action where appropriate
	The budget of the province for community library services approved and submitted to the Department by the annual date determined by the Department for at least two consecutive years	CFO of the relevant province	Submission of approved budgets for library services	
Consider implications	DAC and province to consider implication of folding of the grant into equitable share, during each MTEF consultation cycle, in consultation with National Treasury	DAC libraries grant programme manager	Agreement reached with National Treasury	Capacity at national and provincial level to assess the implications of the grant and take remedial action where appropriate
Interventions	Progress report and proposed action plan per province submitted for each MTEF cycle, in respect of any non-compliance with grant conditions and leading up to folding of grant, in consultation with each province and National Treasury	DAC libraries grant programme manager	Report submitted every three years after inception of grant	Capacity at national and provincial level to assess the impact of the grant and take remedial action where appropriate
Reconsider organisational structure	Reconsider organisational design at all three spheres of government and align	All three spheres of government	Approved organisational structures that are aligned to the Departments strategy	Authority to align structures

Milestone	Activities	Accountability	KPI	Critical Success Factors
Reconsider applicability of norms and standards	Every three years, conduct workshop with stakeholders to consider applicability of national norms and standards	DAC	Workshops conducted	Capacity at all spheres to identify possible changes and updates that should be considered in respect of norms and standards
	Review and update national norms and standards where necessary	DAC	Review and adjustments completed	
	Review and update provincial norms and standards to be in line with national norms and standards where necessary	Province	Review and adjustments completed	
Conduct an impact assessment (e.g. literacy improvement)	Keep information required up to date; report on a monthly and yearly basis	Libraries	Information available to municipality / province	Capacity at DAC to gather information and conduct analysis and implement interventions where necessary Availability of information
	Gather information from libraries	Municipalities; provinces and DAC	Information available for analysis	
	Analysis of information	DAC	Analysed information ready for inclusion in report	
	Comparison of information with previous data	DAC	Analysed information ready for inclusion in report	
	Publishing of findings of impact assessment	DAC	Report available	
	Development of interventions to improve service delivery	DAC	Interventions available and ready to be implemented	

Milestone	Activities	Accountability	KPI	Critical Success Factors
Conduct an impact assessment (e.g. literacy improvement)	Implementation of interventions to improve service delivery	DAC	Improvement in service delivery of public libraries	Capacity at DAC to gather information and conduct analysis and implement interventions where necessary

6 Plateau C: Transformed library services

In this plateau national government, provinces and local municipalities should have met the norms and standards for the sector. In terms of funding, the conditional grant should have folded, therefore funding of library services should be done through the provincial equitable share. Over the period of the conditional grant, the three spheres of government should have built capacity in terms of staff and organisational structures. As a result of the improvements in capacity, national, provincial and local government should be ready to deliver the service efficiently. In addition, the transformation of library services should be aligned with the Library Sector Charter, which should have been adopted by this stage.

6.1 Milestones

6.1.1 Met norms and standards at all spheres

At this stage of the implementation plan, all libraries should be operating in compliance with the minimum norms and standards that have been developed for Plateau A. Once all libraries are operating in compliance with the minimum norms and standards it would be ideal at this stage to revisit the norms and standards and lift the minimum norm to a “higher” level. This will allow the sector to aspire to a service level that is continuously improving.

6.1.2 All funding done through equitable share

It has been recommended that any funding for this service from the national revenue should eventually be folded into the equitable share allocation on a province by province basis. If this cannot be done, conditional grants will have to continue until the last province has met the criteria for folding the allocation into equitable share, which would cause unnecessary administrative work for the Department and for the provinces that have met the criteria.

6.1.3 Capacity and structures sustainable

An important requirement for the successful implementation of the grant and the long run and sustainable improvement of service delivery in the sector is the availability of capacity on all spheres of government. If the capacity on national, provincial and local government spheres is sufficient and sustainable, service delivery in the sector would improve. Only then would the public experience a library service that meet there needs and that have transformed.

6.1.4 Alignment with Library Sector Charter

If plateau C is reached, all spheres of government that is involved in the process of public library service delivery would be aligned with the Library Sector Charter.

6.2 Benefits

The equitable share is the preferred funding mechanism for exclusive competencies of any sphere of government. The practical advantages of equitable share are:

- Ease of administration;
- It is more acceptable to receiving officers due to less stringent requirements;
- There are fewer requirements for the transferring officer, i.e. the Department;
- It is a sustainable mechanism for the long term. Less capacity has to be maintained to administer it, because it does not have to be renegotiated every year and it becomes a routine allocation and process. The latter is, of course, only a benefit if the appropriate routine has been established before it becomes an equitable share; and
- It clarifies the responsibility and accountability of the relevant sphere of government for funding and providing the relevant function.

7 Maintenance and evaluation of information

As part of the implementation, monitoring and evaluation framework, information flows with related activities was identified for the different spheres of government. In addition a framework for reporting the information on a municipal and library level has also been developed. These two documents are presented in the report as annexure B (information flow) and annexure C (accounting and statistical framework).

The information flow document captures the following aspects:

- The broad categories of information required;
- The subcategories of information required;
- The specific information that needs to be recorded;
- The source document of the public library funding model project pertaining to the information;
- The frequency of recording the information;
- The flow of information between the different spheres of government as well as the activities related to these information flows; and
- Whether or not the information request will be repeated in future.

Annexure C provides a broad framework suggesting how the information could be captured by libraries and municipalities that could be developed further once the norms and standards for the sector have been finalised.

8 General challenges the sector faces

The successful implementation of the funding framework for public libraries in South Africa is dependent upon the capacity of the sector on a library, municipality, provincial and national level. During the research conducted in Phase 1 and Phase 2 of the project, the project team have identified challenges that the sector will need to overcome in order to make improvements to service delivery. A discussion of these challenges will follow, based on the legal and accounting framework, the funding model and the status quo of the sector.

8.1 Legal and accountability framework

Our stakeholder consultations conducted during Phase 2 of this project revealed that provinces in general are of the view that the mandate of rendering library services is an “unfunded mandate”. This, according to the provinces, poses the following challenge: Whilst the provinces in general accept the recommendation of considering allocating the function to the municipalities who have the capacity to render the service, provinces are concerned that the municipalities will not enter into assignment negotiations if the provinces are not able to convince the municipalities that the provinces will provide the “replacement funding” for the service. As the conditional grant is not intended to provide “replacement funding” but rather intended to provide funding to enhance the service, provinces believe that they are entering the assignment negotiations on a weak note.

Another major challenge is the programme management and facilitation of the whole assignment process. As a number of stakeholders are involved, provinces will have to consider appointing or designating a facilitator who will manage and facilitate the process.

The actual negotiation process may also take up a considerable amount of time. It therefore be a challenge to finalise the necessary negotiations and actually start implementing the legal and accountability framework within the timeframes as stipulated in the implementation plan.

8.2 Funding model

Additional funding is required for public library services and that the provincial own revenue streams do not display the potential for generating those funds. In addition, there are two categories of needs that require different solutions, being infrastructure creation and operating needs. Funding is available for both categories, but the funding available through Provincial Equitable Share for the operating need, is not library-specific, whereas available funding for infrastructure specifically includes public library services.

8.3 Status quo

The status quo report highlighted several of the infrastructural and resource challenges that the public library sector in South Africa is facing. The recurring themes from the status quo report regarding challenges in the sector have been highlighted in sections 9.3.1 to 9.3.2.

8.3.1 Changing needs of communities

Most public libraries in South Africa currently play a strong role in providing access to books, other reading materials and information. In contrast, libraries appear to struggle with the developmental role that they can play in the upliftment of local communities. The emphasis in South African public library services is on lending of books and reading materials. Most libraries do not have access to ICT to enhance their information services. Regarding their future role, libraries in communities that are undergoing continual change should be assessed in respect of their ability to provide a service that the entire community can use.

8.3.2 Developing the profession

Public libraries are facing a serve shortage of qualified librarians. There is need for stakeholders in the library sector to come up with a strategy of increasing and promoting library and information science at tertiary institutions. One particular area that needs to be addressed is question of motivating qualified staff to accept positions in rural areas.

8.3.3 Access to library services

Public library services in South Africa are concentrated in the Western Cape, Free State, KwaZulu – Natal and Gauteng. The Western Cape has the largest number of libraries in the country, whilst Gauteng has the highest concentration of libraries, due to the fact that there are a large number of libraries situated in a small geographical area. Although services in some areas of the country are accessible to the largest proportion of the community, areas such as the Northern Cape prove difficult with regard to the improvement of access, due to the vast geographical area the province covers and its sparse population.

Apart from the geographic accessibility of libraries, opening hours and fees required are some of the other aspects that deter all members of the public to make use of library services. Libraries are often not open after normal office hours or during lunch breaks, when the biggest proportion of the community will be able to use the services offered.

8.3.4 Infrastructure and equipment

Buildings, furniture, office equipment, books and materials are what make a complete library. Most public library are still lacking in one or all of these important components. The conditional grant will go some distance in addressing some of them, but there still a need to keep public libraries high on the agenda so that funding can be available to address the infrastructure and equipment needs of public libraries to an acceptable standard.

8.3.5 Stakeholder cooperation

From the findings of Phase 2, the project team came to the conclusion that stakeholder cooperation between the different stakeholders involved in the delivery of public library services, either directly or indirectly, is still lacking. For example, if libraries want to meet the needs of school children, cooperation between public libraries and school libraries is of the

utmost importance. Public library services should also strive to achieve greater cooperation with other programmes already being provided by government, for example in the area of ICT rollouts and the development of MPCCs (Multi Purpose Community Centres).

9 Conclusion

Additional funding made available from National Treasury, is aimed at improving public library services in South Africa. However, as indicated in section 8 of this report, the sector is facing challenges from various areas. The project team has been part of a process consisting of three phases, aimed at clarifying various aspects around the funding of public sector library services. The project was conducted in three phases, with this report forming part of the Phase 3 reports. The other deliverable for Phase 3 of the project, provides a set of draft norms and standards for the sector. In Phase 1 of the project, the project team investigated the impact that the initial R200 million in funding would have on in improving the provision of public library services in South Africa.

The Phase 1 report was used to allocate the above mentioned amount across the provinces. During Phase 2 of the project, the project team considered the following three areas:

- Legal and accountability framework

The legal and accountability framework report looked at the constitutional and legal challenges facing the library service in South Africa. This report gave recommendations on how to overcome these challenges. The project team recommended that the executive assignment option should be followed, as this option allows for the differences in capacity between municipalities.

- Status quo report

In the status quo report, the project team investigated the state of public libraries in South Africa. It involved extensive physical visits to 50% of the municipalities and their libraries. The outcome of this exercise was the comprehensive report on the resources that public libraries have access to, as well as the resources they need. The report covered issues like staff, books and material, ICT equipment, furniture, buildings and maintenance, security and training of staff.

- Funding model

The funding model report considered the different funding options that can be used to fund public libraries. It looked conditional grant and equitable share options and made suggestions in the short and long term on how to fund public libraries. The project team suggested that the funding be distributed in the form of a conditional grant to be folded into the provincial equitable share over time.

In Phase 3, the last phase of the project, the project team had to suggest the way to implement, monitor and evaluate the recommendations made in Phase 2, as well as provide the Department with a set of draft norms and standards. The implementation plan was developed by applying a plateau methodology, with each plateau having different milestones attached to it. The aim of the implementation, monitoring and evaluation framework is to take public library services to a level where service delivery in the sector has been transformed.

The successful implementation of the public sector library model will, to a large extent, be determined by the ability of all three spheres of government taking up their responsibility in the

delivery of the service. Capacity would need to be improved on all levels and interest in the sector will have to be renewed in order to overcome the skill shortages, for example through the provision of incentives for people working in rural areas.

The final aim of the implementation of the public library funding model should be to achieve the norms and standards of the sector, to ensure compliance with the public sector library charter to stabilize the sector and to improve service delivery, all of which could contribute to improved literacy and standards of living for South Africans.

A Activities calendar

The following section contains the activities calendar for the various spheres of government for the first three years (the first MTEF cycle) of the implementation framework. The calendar is based on the financial year of government.

B Information flow

As part of the implementation, monitoring and evaluation framework, information flows with related activities was identified for the different spheres of government.

The information flow document captures the following aspects:

- The broad categories of information required;
- The subcategories of information required;
- The specific information that needs to be recorded;
- The source document of the public library funding model project pertaining to the information;
- The frequency of recording the information;
- The flow of information between the different spheres of government as well as the activities related to these information flows; and
- Whether or not the information request will be repeated in future.

The information flow framework will now follow.

C Accounting and statistical framework

Annexure C provides a broad framework suggesting how the information could be captured by libraries and municipalities that could be developed further once the norms and standards for the sector have been finalised.

The basic framework for libraries and municipalities will now follow.