

7. TOWARDS A COMMUNICATION SYSTEM AT LOCAL GOVERNMENT

7.1. The local government communication system

- Communication structures, systems and processes at local government level are in the formative stage and may not be well capacitated to meet the communication challenges that play themselves out from time to time.
- The Municipal Structures Act, 1998, Municipal Systems Act, 2000, the Access to Information Act, 2000 and the Constitution of South Africa, 1996 place unique obligations on local government communicators and oblige high levels of transparency, accountability, openness, participatory democracy and direct communication with the citizenry in improving their lives for the better.
- The involvement of local people as agents of social change is significant in the implementation of the broad Government Programme of Action in general and that of local government in particular. The challenges of local government service delivery are inextricably linked to the concrete building of partnerships.
- The communication system should enable local government to communicate in an efficient, co-ordinated, integrated and coherent fashion. Building capacity, both human and capital, in the local government sphere is fundamental to ensuring that the central message of the government as outlined in both the President's SoNA and the national GCS, is communicated in an integrated, consistent and well co-ordinated manner.

7.2. Partnership with the media

Local media consists of those channels communities use to share information. These channels may include community radio stations, community newspapers and meetings such as an *Indaba* or *Makgotla*.

- It is necessary to engage the local media to report objectively and accurately around rural developmental programmes.
- Communicators must recognise the need to build confidence and trust in local government, and further reaffirm the centrality of lending a hand to communicate a message of hope around government service delivery.
- Build partnerships with the community media and African

language radio stations to ensure that local government messages are communicated in a way best understood by the target audience.

- Capacitate and build a professional cadre of communicators the local government who will be able to engage the media effectively and efficiently in the process of social change.
- It is important for local communicators to be able to analyse the local media environment and respond effectively when questions about service delivery arise, often out of negative media reporting. Such a role is usually heightened during election periods as issues of service delivery at local level significantly impact the relationship with the media. Guidelines for government communicators during an election period are issued by the GCIS and should be complied with by local government communicators. (See page 14).

Important actions to ensure an effective partnership with the media include the following:

- **Building positive working relationships with the media**

- o Engage in media outreach programmes

- o Formulate guidelines for media outreach programmes
- o To formulate a draft media policy and strategy
- o Establish local Press Clubs
- o Develop guidelines.

- **Spokesperson**

- o Make model recommendation/s on responsibility and guidelines.

- **Promotion of Access to Information Act, 2000**

- o Awareness programme
- o Develop guidelines.

- **Monitoring**

- o Ensure proper monitoring of the media environment to develop timely responses.

7.3. Capacity-building for local government communication

Capacity-building entails building tools, skills and support to enable councillors and officials to do their work effectively and efficiently. There is a need to create an enabling environment for structures and processes for coherent communication.

The following were identified as key skills needed to build capacity and consolidating the local government communication system:

community liaison; networking; facilitation; negotiation; research; media liaison; communication planning and strategy; events management; understanding of government policy and linguistic or communication skills.

Important capacity-building interventions for local government communication include the following:

- The local government system has to meet the information needs of all sectors of society by promoting active and popular involvement of the people in the practical implementation of government's Programme of Action.
- There is a need to build capacity for both local government communicators and officials with a view to equip them with the requisite skills to communicate simple messages effectively.
- Municipalities should provide financial resources for human resource development, communication infrastructure and support.
- The utilisation of Information and Communication Technology and the creation of an electronic distribution list for local government communicators will help facilitate rapid response capacity to issues that may arise in the communication environment.
- The Government Communication and Information System (GCIS), the dplg, South African Local Government

Association (SALGA) and provincial HoCs should ensure that the Government Communication System and provincial communication strategies help shape the character and nature of the local government communication system in order to ensure that government communicates with one voice. This would be aided by the effective use of all forums / platforms where co-ordination and networking can take place, both in a formal and non-formal way.

7.4. Enhancing citizens' participation

- Communication is central to local governance and the provision of quality services to the citizenry. This is largely as a result of the role it plays in mobilising residents to participate in communicating a message of hope about the progress, challenges and opportunities in bettering the quality of life of people in communities.
- *Letsema* (communal volunteerism) and *Vuk'uzenzele* (*arise and act*) campaigns provide opportunities for municipalities to promote and enhance citizen participation and direct communication. Municipal outreach programmes are fundamental for participatory democracy and interactive governance. All municipalities promote interactive governance and

communication through *Izimbizo* to promote direct communication with the citizenry around the implementation of the Government Programme of Action in the language spoken in that municipality. Where Municipal Outreach Programmes do not exist, they can be developed as effective two-way interaction vehicles around the community development projects, economic opportunities and especially IDP processes.

- Municipalities could effectively utilise MPCCs as places of Development Communication and increased dialogue with the public.
- Build partnerships with the communities, NGOs, community-based organisations (CBOs), faith-based organisations (FBOs), trade unions, schools and all social formations in the development, implementation and monitoring of IDPs and other community projects, which may better the quality of life of communities.
- Municipalities could use MPCCs and community halls for live transmissions of, for example, the SoNA and Budget Votes – to ensure that people are involved, and participate in discussions that shape and enhance their lives.

The ways of increasing citizen participation may include:

- Adopt *Letsema* in accordance with the theme months to heighten communication, and also through private-public partnerships to enable communities to become their own governors in the process of social change.
- Outreach programmes at ward and municipal level help to promote participatory democracy, two-way interaction with the citizenry and interactive governance around community development projects and economic opportunities. Building partnerships with the communities, NGOs, CBOs, FBOs, trade unions, schools and all social formations and community media assists in mobilising citizenry support for outreach programmes.
- *Izimbizo* to promote direct communication with the citizenry on government programmes, supplemented by the use of MPCCs as a Development Communication methodology.

7.5. Structures and systems

The establishment of a system of government communicators has largely focused on national and provincial spheres of government, as these were historically better

resourced and structured. Local government communicators were, and to a large extent still are, public relations, marketing and media functionaries. Target audiences to be served by the local government communication unit are however, more diverse and require co-ordination and integration of communication across the municipality.

- Communication units and structures are structured in a manner that ables them to serve a number of target audiences (internal and external) and meet the communication objectives of the local government. It is a trend that units are ideally located in the office of the Mayor, with strong links to the Office of the Municipal Manager.
 - A SALGA Communicators' Conference is envisaged as an annual event, which will among others, address the alignment of municipal communication strategies with the provincial and national communication strategies in accordance with the core message pronounced in the President's SoNA.
 - The GCF meets quarterly to provide a platform for government communicators to plan and identify communication opportunities across all spheres and sectors of government through substantive discussions and joint planning to fulfil the
 - establish a forum/network representative of local
- Government's commitment to accelerate service delivery. Mechanisms to strengthen the integration of local government into the GCF are being investigated.
- All municipalities should develop their own communication strategies, and ensure alignment with the central message of the Government every year. In this regard Provincial Communication Forums (PCFs) are encouraged to establish Communication Strategising Resource Teams (CSRTs). The CSRT is a mechanism (possibly a subcommittee of the PCF to facilitate communication strategising sessions for municipalities at local and district level. Such a core team can comprise communicators from all three spheres of government in the province and relevant parastatals. A best practice example is operational in the Eastern Cape.
 - Provinces should establish SALGA provincial structures either as a stand-alone structure or integrated with the PCF.
 - Districts are encouraged to establish a District Communicators' Forum (DCF), to address some of the following communication tasks at local level:

municipalities within a district

- meet monthly or quarterly to deal with a review of district and local communication strategies
- serve an in-house training forum and address any other business relating to communication in government
- serve as point of contact for communication efforts from both provincial and national level
- act as a mechanism of local government representation to the provincial and national communication forums
- co-ordinate and network communication programmes with ward committees, thereby strengthening citizen participation.

Important **actions** to ensure an effective system and processes in local government communications, include the following:

- Communications should be one department/unit and not

divided between political and administrative structures.

- Communication should be located within the office of the Executive Mayor/Mayor, and take direction from the Mayor. However there should be strong linkages with the Municipal Manager/City Manager and the staff should report administratively to the Municipal Manager/City Manager.
- The HoC should be part of the decision-making process of management. He/She needs to advise management about best communication practice and to alert communication staff about breaking news or potential alert situations arising from management meetings and discussions. This allows for rapid, proactive response to the media and adds to the credibility and image of the municipality as one which is well organised.

8. Marketing and advertising

Bulk-buying contract

In 1998, the GCIS initiated a contract for the bulk buying of media space and time. This service was established in line with the Comtask Report that found that *ad hoc* advertising by government was wasteful and that with better media planning and centralised buying, substantial savings would accrue for government.

The pooling of government's annual advertising expenditure in pursuance of cost savings and discounts brought about the establishment of the facility for government.

Currently, more than 14 departments participate in the contract and are thus authorised to utilise the GCIS media buying delegation. To promote rational use of resources and consistency in pursuing media procurement practices that further promote equitable targeting of communication, it is of critical importance that all departments should participate in government's bulk-buying contract.

8.1. Contributions to the transformation of the advertising industry process

The GCIS, in collaboration with the media bulk-buying agency, prioritises equitable distribution of adspend

through the following tactics:

- Proper target audience segmentation to ensure that target audiences falling within LSM 1 – 4 grouping are accessed in accordance with their media consumption habits.
- Post-campaign analysis to determine value for money.
- Monitoring government's advertising expenditure patterns on a monthly basis to promote use of the most appropriate channels, and note any variations.
- Tailoring messages to specific groups along the lines of language and access to resources.

8.2. Mechanisms to monitor and facilitate compliance

- Departmental HoCs' compliance will be monitored through the Peer Review System.
- Annual or bi-annual surveys will be done to track government adspend against the Advertising Transformation Index report baseline research.
- Advertising expenditure patterns will be monitored on a quarterly basis, and a presentation will be made to the GCF. Departments which do not participate in the GCIS media bulk-buying facility will be required to submit quarterly reports to the GCIS' Directorate: MAD.
- All HoCs will be required to

report on the implementation of the Values Statement of the marketing and communications industry, adopted on 23 April 2003, and to monitor contributions towards the transformation process.

- The GCIS will facilitate workshops and other capacity-building initiatives for all communicators to ensure that they are kept informed of the developments in the industry.
- The GCIS, through the media bulk-buying facility, will assist departments to develop realistic strategies and plans, facilitate pre-testing of messages and actual placement, and conduct post-campaign analyses to measure impact against set objectives.

8.3. How to launch an awareness campaign

The Minister has asked you to head the team that will be responsible for marketing and advertising. This may look like a daunting task but if you follow the friendly advice, you will be able to achieve your communication objectives.

A good starting point to launch an awareness campaign is a brainstorming session with your team. The session should focus on the following:

- o set clear objectives
- o identify target audiences. (You may request the GCIS' Directorate: MAD division to provide available media research findings)

- o develop key messages
- o adopt a budget
- o link the budget to specific marketing and advertising activities
- o project implementation plan.

Basic steps to maximise advertising and marketing in government communication:

REMEMBER!

Your objective is to alter the environment in which you communicate by eliciting favourable responses from your audience and influencing their behaviour without resorting to propaganda.

Cost-breakdown structure

This includes a number of specific actions necessary to determine the cost of each task and the project as a whole. This task requires that the cost allocated to each task ultimately rolls up to an approved total cost. The components of this process are:

(a) Estimating costs

- o identify similar previous projects and obtain the cost data
- o identify similarities and differences between the current and past projects
- o adjust the cost estimates of the current project to suit cost fluctuations
- o obtain the approximate rates for each major activity or cost driver
- o document the total cost estimates
- o compile a resource management plan, which

should include a staff and infrastructure requirements plan, and total project cost estimates.

(b) Compiling a budget

- o summarise project cost estimates by time periods
- o create an expenditure plan by performing the following:
 - Identify items, which would require tender procedures
 - determine when these items must be ordered or purchased
 - collate the expenditure plan and the cash flow statement into a project budget.

8.4. Media buying

When buying space in the media for promoting departmental activities and programmes, remember that you are dealing with public funds and should therefore ensure that the money spent is justified by your predetermined outcomes.

Procedures for bulk-buying and advertising:

The GCIS has developed the following guidelines and requirements through which the best value can be extracted from the huge financial investment in advertising.

These guidelines are an attempt to define the very best working practice to minimise the potential for financial risk and fulfil the vital requirement of government to communicate with its citizens.

Disclosure of budgets

The very first process to be completed in order to secure the levels of bulk

discount that are appropriate to the GCIS is the full and early disclosure of the total financial investment that has been budgeted for the forthcoming financial year.

Media modus operandi

With the wealth of communication choices available to reach a given target market, it is essential that the media planner is involved in the campaign development process from the beginning. The overall team working on the GCIS will consist of four principals, namely: Departmental HoCs, the GCIS, creative agency-/creative source and the media planning and buying agency.

Interaction between departments, the GCIS and the media agency.

Stage 1. Planning and buying –
Media strategy

Stage 2. Planning and buying.
Tactical media planning and buying

Stage 3. Campaign monitoring

Stage 4. Financial and billing procedures.

Preparing a brief:

o Who should participate?

All stakeholders involved in the campaign should be present at the briefing. These should include the HoC or any designated person, the GCIS client co-ordinator, the appointed media planning and buying agency, and the creative agency.

o **When should it take place?**

There is no standard timeframe, except that it should always take place as early as possible.

o **Who is responsible for what?**

The media planning and buying agency is appointed as the sole media strategic and tactical media agency for the GCIS and as such, is paid a fee to provide its services. The appointment is made on the basis of competency and suitability for the task.

o **Content of the brief**

The following is a checklist that includes all the elements required by a media agency to deliver the appropriate media strategy and tactical plan that will guide the buying of the media time and space required to deliver the campaign results. For administration purposes, the following generic information is required:

- o campaign brief
- o budget
- o date
- o department/s, section (if applicable)
- o campaign
- o control number
- o issued by
- o requested deadline
- o agreed deadline.

What are the next steps?

Once the brief has been received and accepted by the agencies, work toward the delivery of the

communication campaign will begin.

At all times the departmental co-ordinator and relevant GCIS official should make themselves available to the agencies to answer questions that affect the effectiveness of the campaign. This is just the beginning of the communication process and the brief can often be seen as the starting point from which the final campaign will evolve.

The media buying department will then book and confirm space/time, check the campaign for clashing interests and issue the creative agencies with media chase lists detailing insertion/flighting dates, sizes/duration of advert and material deadlines. The creative agency will then supply the media buyer with TV/radio flighting codes and print key numbers/captions.

The media buyer will then prepare and issue flighting schedules and copy instructions to the relevant media owners. In the event of any misflightings or poor reproduction, the media buyer will then negotiate compensation and advise the GCIS accordingly.

o **Issuing of purchase order numbers**

Each approved media schedule, whether it be TV, print, radio or cinema, requires its own individual purchase order number which is to be attached to the schedule at the time of signing off by the GCIS. This purchase order number is essential in that it provides physical proof that the buying agency has received approval to secure the time and space as detailed on the Implementation Plan and Buying

Brief. Without this purchase order number they are not in a position to secure and confirm time or space. Before order numbers are issued, departments must transfer funds to the GCIS account.

o **Penalties for late payment**

Overdue payments will be reconciled and charged at 2% over the standard base rate.

o **Reconciliation of account**

Any debits or credits passed for a specific month will be included in the following month's account.

8.5. Distribution

If your marketing strategy includes the distribution of material to your target audiences, do consider the following:

- o ensure that the material is tailored to the needs of your target audience.
- o your method of distribution must take into account the location of your audiences (urban-rural divide), language, gender and cultural issues.
- o where appropriate the material must be distributed electronically.
- o since distribution can be a time consuming, costly and labour intensive activity, you may want to employ the services of a reputable distribution agency. Consult with the GCIS with regard to suitable agencies.

8.6. Managing the Corporate Identity of the Government

What is Corporate Identity?

Every organisation, company or brand

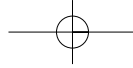
has a distinct identity that differentiates it from competitors. It allows customers, audiences, suppliers, stakeholders and staff to recognise, understand and clearly describe the organisation concerned. The complex identity of an organisation includes the effectiveness of its services or products, the shared values and ambitions of its employees, the corporate tone of voice and public relations profile. Naturally, its visual appearance or visual identity plays a key role.

Visual identity manifests itself in many ways. In addition to its logo, typeface and colours, the following all contribute to the brand architecture created by the identity: stationery; marketing literature; buildings; signage; customer information; vehicles, and every aspect of promotional activity from a high-profile advertising campaign to the design of a promotional leaflet.

Why Corporate Identity for government?

The public sector in South Africa is vast and confronted with a multitude of challenges in a very competitive service and communication environment. Often these challenges are determined by the socio-economic and political environment of the country.

The initiative to establish a Corporate Identity for government was derived from the following Comtask Report recommendation: 'It is proposed that all government buildings have recognisable corporate imaging and that documents and other products



have a design or official logo that makes them easily identifiable and accessible.'

This is addressed by applying the Coat of Arms to a branding strategy for the whole of government.

Government departments compete with each other for staff, funding, customer service and a share of voice and mind. This is a minor phenomenon when compared to the extent of the competition for the same resources and assets with the private sector. The only way to achieve success in such a highly competitive arena is through differentiation, by developing a distinctive brand personality and set of values, which appeal to the State's key audiences.

When well managed, Corporate Identity can be a powerful means of integrating the many departments and programmes essential to the State's success. It can also provide the visual cohesion necessary to ensure that all corporate communications are coherent with each other and result in an image consistent with the State's ethos and character.

What is the Corporate Identity for government?

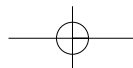
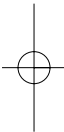
The ushering in of democracy in South Africa meant that the national symbols had to reflect the principles of the new era. The National Flag was introduced in 1994. The Cabinet approved the highest visual symbol of the State, the National Coat of Arms, as the official Corporate Identity for government in March 2000. The National Coat of Arms was launched on 27 April 2000.

The Department of Arts and Culture, through the Bureau of Heraldry, registers and promotes the national symbols. Part of the responsibilities is to protect the integrity of the symbols through the Heraldry Act, 1942 (Act 18 of 1942), and the general guidelines made available to the people. The Bureau of Heraldry registered the design of the Coat of Arms, thereby assuming responsibility to protect and promote it.

In 2001, the GCIS initiated the design of the new Coat of Arms and commissioned research on the application of the Coat of Arms into the Corporate Identity programme for government. The main objective of this research was to solicit input from the key roleplayers on how the Coat of Arms should be applied consistently as branding throughout government. The research report made a number of recommendations, including the development of a branding manual.

The Coat of Arms National Corporate Identity Guidelines regulate the use of the Coat of Arms as branding for government. The Guidelines communicate the important message on the respect and limits to the use of the Coat of Arms, to further protect them from unjust commercial exploitation and abuse.

The Guidelines also help in the popularisation of the Coat of Arms. To address the current inconsistent application of the Government Brand, the GCIS developed a Corporate Identity Manual for government. The Manual will facilitate easy recognition of communication from government by the public.



8.7. Campaign management

Over the past few years of the new political dispensation communicators have had to deal with specific campaigns, which required planning and management. To name just a few, the government has dealt with the Arrive Alive campaign, HIV/AIDS awareness, Taxi Recapitalisation Programme, and many more. Many of these campaigns have presented communicators with a variety of challenges. For all of them there are basic steps that are essential to guarantee reasonable success. Another challenge is that a developmental paradigm requires communicators to understand and plan campaigns in a particular manner.

When a campaign is to be embarked upon, it must be preceded by:

- o thorough research of its objectives, audiences, feasibility and possible consequences
 - o identification of costs and capacity needed
 - o a clear strategy and Programme of Action
 - o project leadership
 - o crisis anticipation (Drawing of scenarios and possible solutions)
 - o identification of key players and timeframes
- o consistent, efficient and effective communication with the target audience
 - o decision on the leading communication voice on the campaign if necessary
 - o if you are to select an agency to manage a campaign, have clear guidelines, based on the objectives of the campaign. Efficiency is crucial.

Managing communication projects effectively

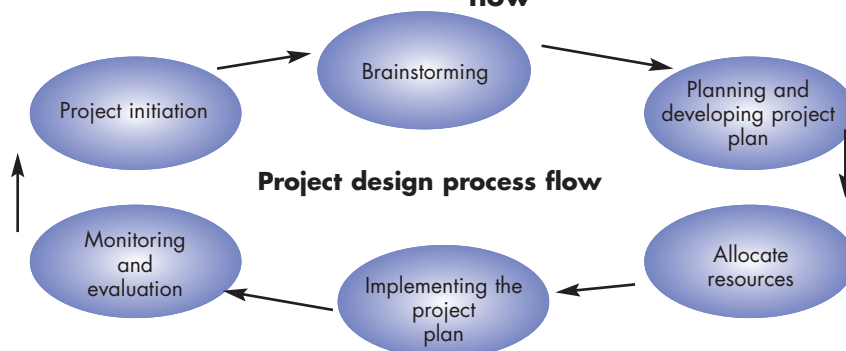
Project Design

This process seeks to guide you as a communicator to identify key issues when managing a communication project. It will help you manage what steps you have to undertake to achieve maximum success.

A. Project identification

1. Project Title
2. Client
3. Project Leader (GCIS)
4. Project Leader (client)
5. Theme Supervisor

B. Project design process flow



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567 Mw Cape Talk

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 Tel: (011) 408 5235
 Fax: (011) 408 5249
 E-mail: rodney@classicfm.co.za

East Coast Radio

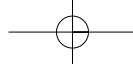
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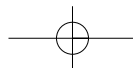
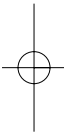
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 E-mail: info@algoafm.co.za

P4 Radio (Cape Town) Station

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 Point, CAPE TOWN
 Tel: (021) 406 8900
 Fax: (021) 406 8940
 E-mail: svein@makanainvestments.co.za

P4 Radio (Durban) Station

Mail: PO Box 4995, DURBAN, 4000
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 Fax: (031) 310 9914
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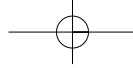
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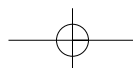
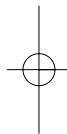
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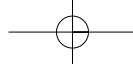
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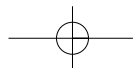
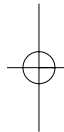
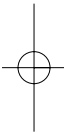
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 Fax: (011) 882 1148
 E-mail: acbt@alxfm891.co.za
 Frequency: FM 89.1

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Mail: PO Box 9163, BARBERTON, 1300
 Street: 2 Natpur Road, BARBERTON, 1300
 Tel: (013) 712 6590/6
 Fax: (013) 712 6591
 E-mail: bc104.1fm@mweb.co.za
 Frequency: FM 104.1

Botlokwa Community Radio

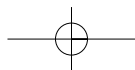
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 Street: Botlokwa Mphakane, Next to Tribal Office and Satelite Police Station
 Tel: (015) 527 0683
 Fax: (015) 527 0683
 Frequency: FM 89.3

Bush Radio

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 Street: 330 Victoria Road, Salt River, CAPE TOWN
 Tel: (021) 448 5450
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 E-mail: mother@bush.co.za
 Frequency: FM 89.5

Radio Bushbuckridge

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 Street: Office E, Bushbuckridge Old Complex, BUSHBUCKRIDGE
 Tel: (013) 799 1486
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 Frequency: FM 88.4



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Mail: PO Box 50, MUIZENBERG, 7950
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 Tel: (011) 318 1732/1729
 Fax: (011) 318 3152
 E-mail: ocmc@icon.co.za
 Frequency: MW 835.5

East Rand Stereo

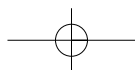
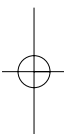
Mail: PO Box 54, SPRINGS, 1560
 Street: East Rand Stereo Building, 13 Louise Botha Street, Castle Bay, SPRINGS
 Tel: 083 910 0939
 Fax: 083 910 1939
 E-mail: eastrandstereo@oribi.co.za
 Frequency: FM 93.9

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 Fax: (021) 852 7482
 E-mail: info@radiohelderberg.co.za
 Frequency: FM 95.9

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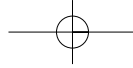
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 Fax: (031) 709 2925
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 E-mail: kcrs@mweb.co.za
 Frequency: FM 92.8



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 Fax: (043) 743 0065
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 Fax: (013) 980 0059/16
 E-mail: moutsecr@bridges.co.za
 Frequency: FM 95.5

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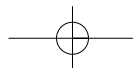
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 E-mail: ucrfm@hotmail.com
 Frequency: FM 97.0

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 Fax: (047) 877 0143
 E-mail: vukani@awe.co.za
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