PSC

Public Service Commission

Custodian of Good Governance

Report on the Evaluation of Performance and Compliance with the Batho Pele Principle of Access

Public Service Commission

October 2006

Vision

The Public Service Commission is an independent and impartial body created by the Constitution, 1996, to enhance excellence in governance within the Public Service by promoting a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient, effective, corruption-free and responsive to the needs of the people of South Africa.

Mission

The Public Service Commission aims to promote the constitutionally enshrined democratic principles and values of the Public Service by investigating, monitoring, evaluating, communicating and reporting on public administration. Through research processes, it will ensure the promotion of excellence in governance and the delivery of affordable and sustainable quality services.

Evaluation of Performance and Compliance with the Batho Pele Principle of Access

PSC
PUBLIC SERVICE COMMISSION
Custodian of Good Governance

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Acronyms

ABET	-	Adult Basic Education and Training
EPWP	-	Expanded Public Works Programme
PAJA	-	Promotion of Administrative Justice Act
C A S E	-	Community Agency for Social Enquiry
DPSA	-	Department of Public Service and Administration
GTZ	-	German Agency for Technical Cooperation
HOD	-	Head of Department
ICD	-	Independent Complaints Directorate
ICT	-	Information Communication Technology
KPI	-	Key Performance Indicator
MEC	-	Member of the Executive Council
MPCC	-	Multi-Purpose Community Centre
PSC	-	Pubic Service Commission
OPSC	-	Office of the Public Service Commission
PAIA	-	Promotion of Access to Information Act
PFMA	-	Public Finance Management Act
SAPS	-	South African Police Services
UIF	-	Unemployment Insurance Fund
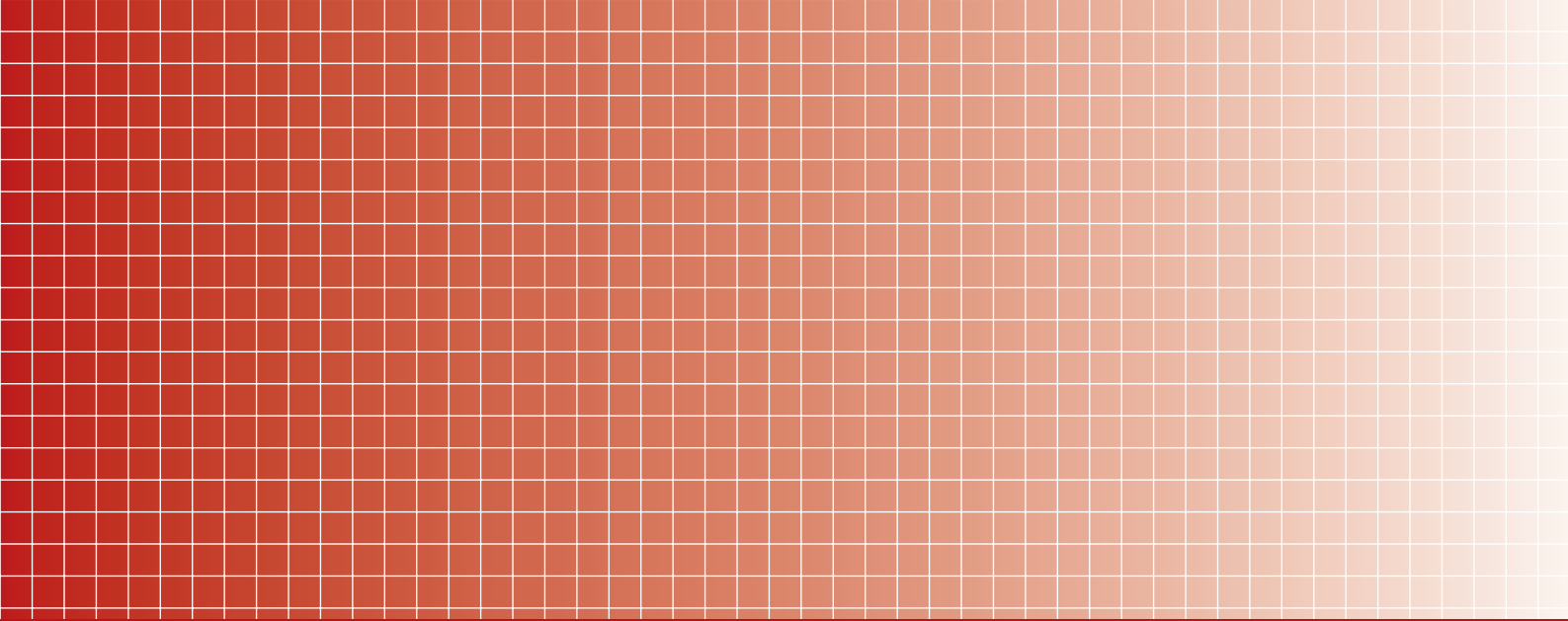
Foreword
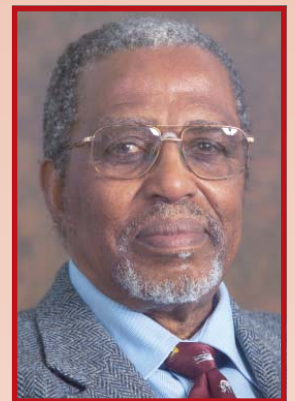
The South African Constitution stipulates that public services must be made available impartially and equitably to all South Africans. Given our apartheid past, the Public Service has inherited a big challenge of redressing the legacy of inequitable service delivery. Such inequities have primarily manifested themselves in the relative scope, quality and accessibility of public services offered largely to black communities. With the advent of democracy, government took it upon itself to rectify this situation, and to ensure that Public Service delivery can be responsive to the needs of all the people of South Africa.

It gives me great pleasure to present this report on the Public Service's performance and compliance with the *Batho Pele* Principle of Access. The report shows that the Public Service is committed to improving access to the services it provides, and that a significant proportion of departments have set targets to ensure that they deal with the barriers to access. However, access to services remains uneven across departments, thus raising the need for departments to accelerate their efforts to remove barriers to access.

I would like to take this opportunity to thank all our colleagues for their efforts to ensure that this study was carried out successfully. Our special thanks go to the German Technical Cooperation for providing technical and financial assistance for this project.

I trust that this report will add value to the current work of the Public Service managers throughout South Africa.

PROF. STAN S. SANGWENI
CHAIRPERSON: PUBLIC SERVICE COMMISSION

Executive Summary

Background to the study

Section 196 of the Constitution of the Republic of South Africa (1996), mandates the Public Service Commission (PSC) to, amongst other things, promote the constitutional values and principles of public administration, set out in section 195 and to propose measures to ensure effective and efficient performance within the Public Service. To this end the PSC monitors the level and quality of government services and promotes a culture of access, openness and transparency that in turn should build more confidence and trust between the Public Service and the public it serves. In line with its constitutional duty, the PSC set out to evaluate the performance of departments with regard to progressively improving access to their services in accordance with the Batho Pele White Paper on Transforming Public Service Delivery published on 18 September 1997. The third Batho Pele principle is that of access, and is stated as follows:

Access: All citizens should have equal access to the services to which they are entitled.

All national and provincial departments were included in the study, with the following exceptions:
- The National Intelligence Agency;
- The South African National Defence Force;
- The South African Secret Service;
- The Office of the Presidency; and
- The South African Management Development Institute.

A standardised, self-completion questionnaire that covered a broad range of policy, implementation and monitoring issues was distributed to designated contact people in each department. Departments were given three months from September to November 2005 to complete the questionnaires and provide supporting documentation. The overall response rate was 76%.

This report presents the findings of the evaluation of the performance and compliance of government departments with the *Batho Pele* principle of Access.

Main Findings on Access

The study found that a number of departments are complying with the *Batho Pele* framework by ensuring that their services are made more accessible to clients. Access to services is, however, uneven across departments as are the internal measures in place to set standards for access, to consult with stakeholders and clients and to monitor and evaluate access. Under the main headings used in the survey questionnaire, the following are the main findings:

Measures to improve access

Amongst other things, it was found that a significant proportion of national (90%) and provincial (86%) departments report to have implemented a number of measures to improve access to their services and products. A large number of departments indicated that they have set targets to increase access to services and over half of the provincial departments' targets are aligned with national targets on access. However, only half (50%) of the national departments (10 out of 20) and less than half (46%) of provincial departments (36 out of 79) indicated that they have developed access standards.

Consultation with stakeholders

The level of consultation was fair across national departments with 40% reporting to have engaged in some form of consultation around access (8 out of 20 departments), while 72% (41 out of 57) of provincial departments had consulted. Of the departments that have consulted, only 2 national departments and 41 provincial departments consulted with both internal and external stakeholders in developing access targets. The nature of consultation is, however, likely to differ in relation to the different challenges that face departments depending on whether they are national or provincial. National departments tend to focus more on developing norms and standards whereas provinces face direct delivery challenges.

Physical Access

Half of all departments have signage and their services indicated clearly on buildings. A significant proportion of departments have identified specific groups (physical, socially and culturally disadvantaged groups) or communities for whom to improve access to services.

Monitoring and Evaluation

Under half of all departments (45% of national and 48% of provincial departments) have systems in place to monitor their performance against set targets and standards for access. The evaluation normally took the form of monthly management reports or performance management systems.

Service Improvements

When asked to evaluate their own performance in implementing access policies, both national and provincial departments were almost equally divided into those who felt that they performed good (departments that are well orientated to increasing access) and those who felt that they performed adequately (departments that face a number of challenges and exhibit gaps in access to their services).
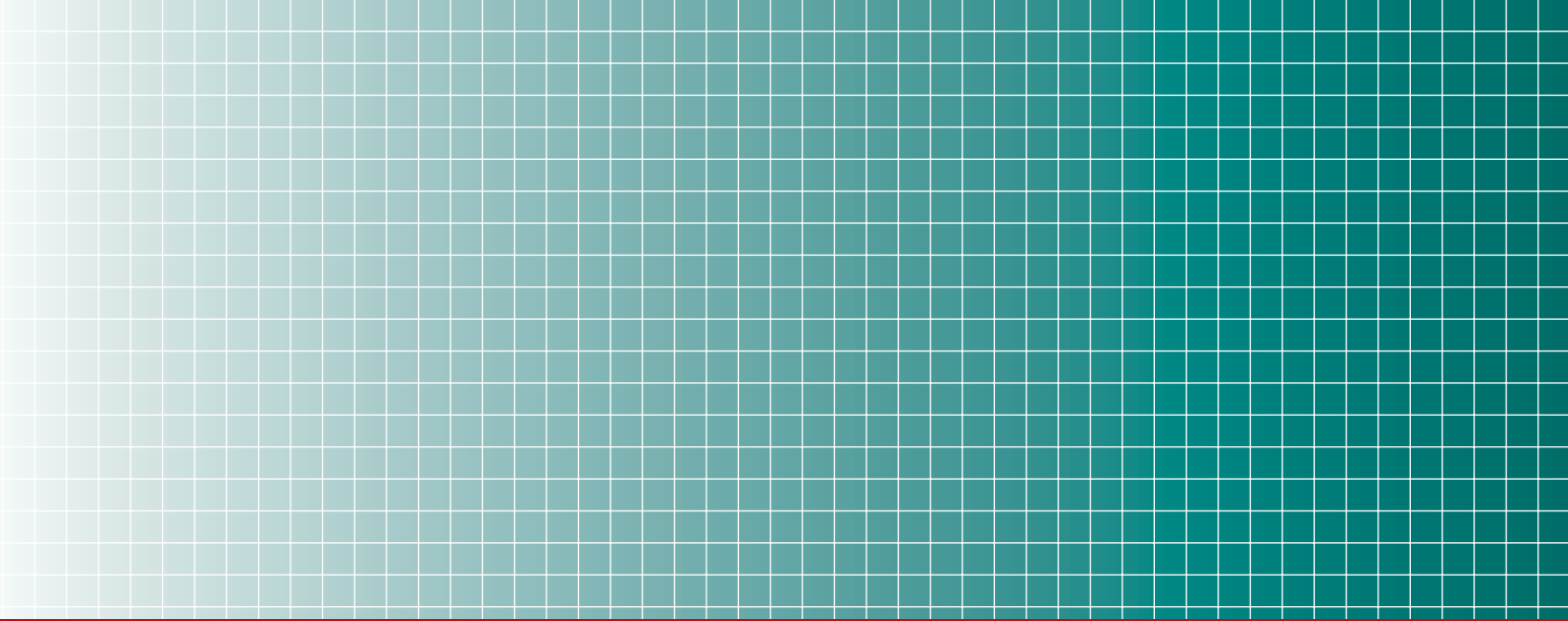
Conclusions and Recommendations

Conclusions

1. The findings present a somewhat mixed picture concerning performance and compliance with this principle. The departments' self-assessment on compliance with the access principle reflected an average to good rating.

2. Generally departments had a good understanding and awareness of *Batho Pele* principles and specifically on the *Batho Pele* principle of access.

3. The performance on monitoring of accessibility was fair but poor when it comes to evaluation. This reveals a general need for regular monitoring and evaluation to allow for continuous improvement in the spirit of *Batho Pele*.

4. Departments are resource constrained. In terms of internal institutional arrangements, the majority of departments have designated units or persons responsible for *Batho Pele*. Many departments are still in the process of building internal capacity to address the demands of *Batho Pele*.

Recommendations

1. Departments that are not performing well on improving access should set targets to ensure progressive improvement. These targets should address consultation with clients to ensure that there is feedback on services, and departments should specifically assess the needs of people living in rural areas. Targets to improve access to services in these rural areas should then be developed. The same applies to vulnerable groups, such as the disabled and the aged.

2. Officials should be identified in every department to serve as implementing agents, and clear responsibility allocated for championing improvements in access to services. Responsibility for ensuring access to services also needs to be incorporated in the performance management systems of departments, where this is not already the case, and implementing agents should receive support from senior management and through relevant training.

3. Common standards for access are needed. These should provide the basic or minimum that departments strive to comply with. Departments can build on these and adapt to them.

4. Departments should consider using the model of good practice as a way of benchmarking their own progress against what other departments have achieved. Those departments that still face challenges in improving access to their services should plan to reach for progressive improvements against established good practice.
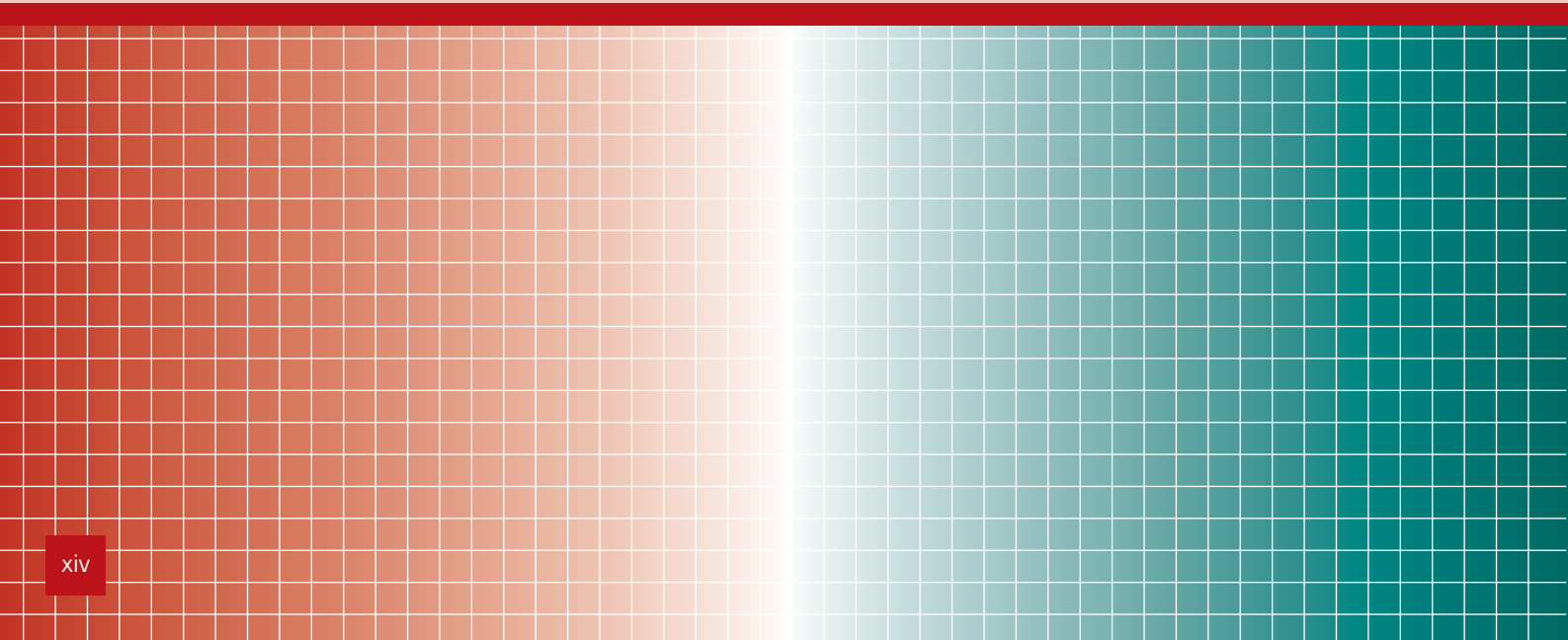
Chapter 1

Introduction

Background to the Study

The advent of democratic rule in South Africa signalled a strong commitment to promoting effective governance and improving the quality of life for all citizens. As the implementing wing of government, the Public Service has had to undergo significant transformation to ensure that its structures, systems, processes and orientation are properly geared to effectively deliver services to the public.

Government introduced the principles of *Batho Pele* (means 'people first' in Sesotho) to serve as a framework that would guide the transformation of public service delivery. Since that time, government departments have done much to address the demands of citizens, but they have also been faced with a number of challenges in expanding service delivery and often doing so within an environment of human resource and other constraints.

Section 196 of the Constitution of the Republic of South Africa (1996), mandates the Public Service Commission (PSC) to, amongst other things, promote the values and principles of public administration, set out in section 195 and to propose measures to ensure effective and efficient performance within the Public Service. To this end, the PSC monitors the level and quality of government services and promotes a culture of access, openness and transparency that in turn, should build more confidence and trust between the Public Service and the public it serves. In terms of this mandate, the PSC began evaluating the implementation of *Batho Pele* in 2000 by undertaking research into compliance with the *Batho Pele* framework.

During 2005, the PSC commissioned the current study to evaluate the performance and compliance of national and provincial government departments with the *Batho Pele* principle of access.

Aim of the Study

The aim of the study was to evaluate the performance and compliance of departments in implementing procedures intended to improve and deal with access to government services as required by the White Paper on Transforming Service Delivery (1997) (Batho Pele).

More specifically, the study sought to:

- Assess the degree to which departments' performance complies with the access principle as required by the *Batho Pele* White Paper;
- Benchmark access and implementation models;
- Draft best practice models for access; and
- Make generic recommendations on implementing access for service delivery improvement.

Structure of the report
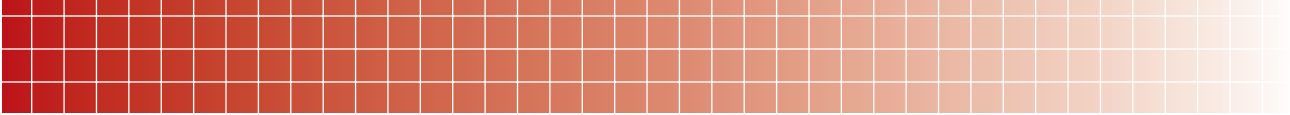
This report presents the findings of the evaluation with regards to the *Batho Pele* principle of access. The report is structured as follows:

- Chapter 2 outlines the *Batho Pele* principles and elaborates on the constitutional and legislative framework for *Batho Pele*. It also provides an overview of previous research regarding the implementation of *Batho Pele* within government and then focuses on the principle of access.
- Chapter 3 describes the methodology that was used in this study.
- Chapter 4 presents the key findings with regard to measures and approaches in place to improve access to services as well as strategic and operational plans to improve access, the level of consultation in developing access standards and targets, physical access to services and monitoring and evaluation systems.
- Chapter 5 outlines a good practice model for good practice in improving access to services and benchmarks departments in terms of their assessment of access to services.
- Chapter 6 contains the conclusions and recommendations for improving access to services.
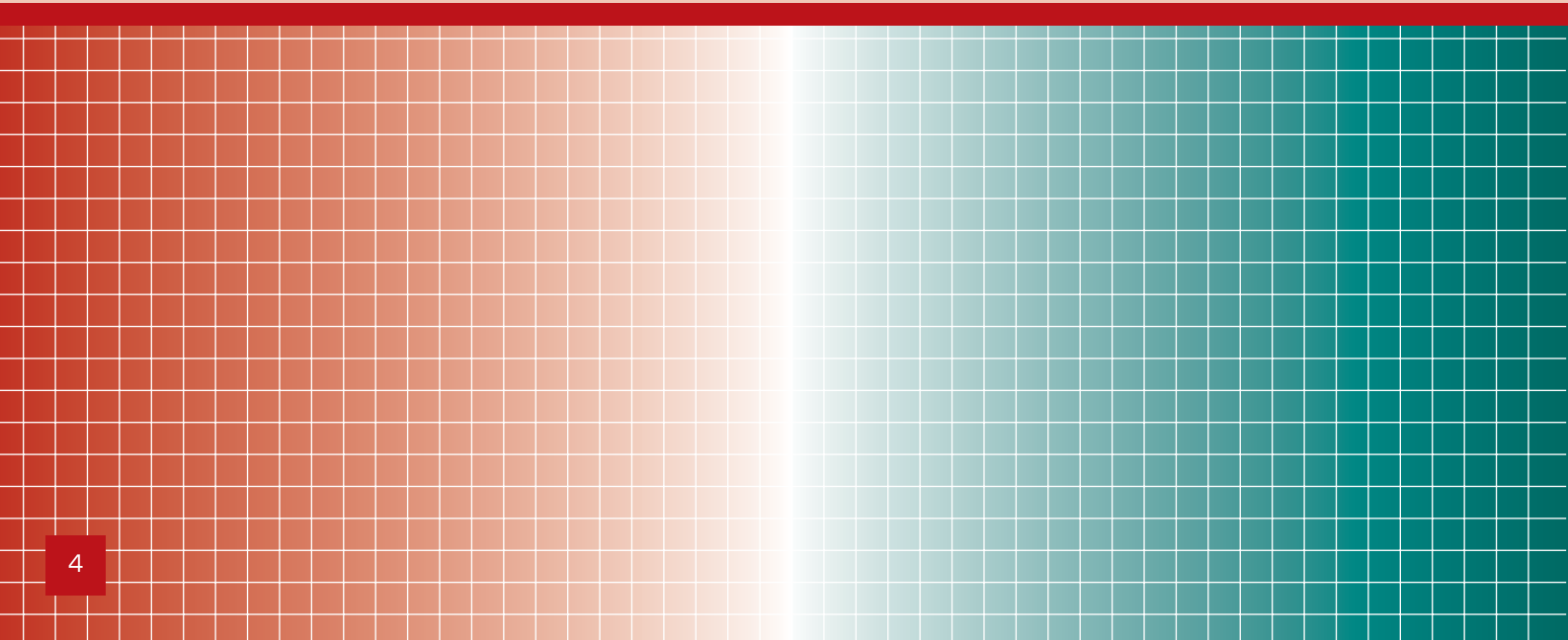
Chapter 2

Context

The Public Service that existed at the time of the first democratic election in 1994 was one that was shaped by the policies of apartheid. In terms of these policies, there was systematic discrimination between population groups that meant that whites enjoyed privileged access to state services whereas blacks were treated as second class citizens. Discriminatory access to services was accompanied by unequal treatment of members of the public by public servants. This treatment led to very different perceptions of the Public Service by citizens, the dominant perception being that government had little respect for black citizens and did not care much about their welfare. The *Batho Pele* initiative should be seen in this historical context as an intervention aimed at transforming the nature of the Public Service to ensure access, particularly for those who were previously disadvantaged. It was also intended to lay the basis for a more people centred government. The White Paper on Transforming Public Service Delivery (1997), also referred to as the *Batho Pele* White Paper, states that "a transformed South African Public Service will be judged by one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens. Improving service delivery is therefore the ultimate goal of the Public Service transformation programme."

The White Paper seeks to introduce a client-oriented approach and requires government departments to transform and improve their Public Service delivery in terms of eight service delivery principles.

2.1   The *Batho Pele* Principles

At one level, the *Batho Pele* principles are quite simple. They promote the notion of 'putting people first' and attempt to get government to be service oriented and to strive for excellence in service delivery.

At another level, the *Batho Pele* principles pose a challenge to government because they require ongoing improvement of service delivery. As the then Minister of Public Service and Administration, the Honourable Dr Zola Skweyiya, noted in his Foreword to the White Paper on Transforming Public Service Delivery in 1997; "…a key part of *Batho Pele* is a relentless search for increased efficiency and the reduction of wastage within the Public Service. Every rand wasted in cumbersome and inefficient processes, in delays and duplication, is money which could be invested in improving services. The aim is to progressively raise standards of service, especially for those whose access to public services has been limited in the past and whose needs are greatest."

The *Batho Pele* initiative is therefore a combination of an approach and a programme of action; a mindset and a way of doing things. It consists of eight principles;
• Consultation;
• Service standards;
• Access;
• Courtesy;
• Information;
• Openness and transparency;
• Redress; and
• Value for money (see below).

Together these principles provide a framework for good practice in ensuring improved service delivery.

The Eight Principles of Batho Pele

Consultation – Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.

Service Standards – Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.

Access – All citizens should have equal access to the services to which they are entitled.

Courtesy – Citizens should be treated with courtesy and consideration.

Information – Citizens should be given full, accurate information about the public services they are entitled to receive.

Openness and Transparency – Citizens should be told how national and provincial departments are run, how much they cost and who is in charge.

Redress – If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.

Value for money – Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

2.2 Constitutional and Legislative Context

At the heart of the legislative framework is the notion of "putting people first." The starting point for considering this framework is section 195 of the **Constitution** of the Republic of South Africa (1996). This section outlines the basic values and principles governing public administration, including the need to provide services impartially, fairly, equitably and without bias. This broad orientation towards sound governance and effective service delivery is further developed in the White Paper on Transforming the Public Service Delivery, at the heart of which is the notion of putting people first. The focus of the White Paper is on how services are provided, and it provides guidelines for the development of service delivery improvement programmes in government departments.

Another White Paper that has relevance for *Batho Pele* principle of access is the **Integrated National Disability Strategy** White Paper, published in 1997. Access to government services clearly raises specific issues for persons with disabilities and this White Paper contains government's thinking about what it can contribute to the development of disabled people and to the promotion and protection of their rights. An important principle outlined in the White Paper is that of self-representation by disabled persons, which led the government to acknowledge the advisory role of organisations of persons with disabilities in the decision-making process.

The above is not an exhaustive exposition of the legislative and policy instruments that relate to *Batho Pele*. Indeed, there are many others that form part of the regulatory framework for the Public Service post-1994. These include the Public Service Act 103 of 1994. The purpose of this Act is to provide for the organisation and administration of the Public Service, the regulation of conditions of employment, discipline, retirement and the discharge of members of the Public Service and matters connected herewith. The White Paper on the Transformation of the Public Service is also of particular relevance in this regard. It provides the strategic framework for change in the Public Service in relation to a number of key areas, such as; institution building, representativeness, enhancing accountability and the broad parameters for improving service delivery. The Employment Equity Act, the Labour Relations Act and the Public Finance Management Act also impact on service delivery by the Public Service in different ways and therefore have some relevance for the *Batho Pele* initiative.

2.3   Previous Research on the Implementation and Promotion of Batho Pele

Prior to this study, five others have been undertaken that have focused on the implementation and promotion of *Batho Pele*. The first was the Survey of Compliance with the *Batho Pele* Policy undertaken by the PSC in 1999-2000. The second was a survey of government departments undertaken by the Department of Public Service and Administration (DPSA) in July 2003, whereas the third study was a client satisfaction survey conducted in the Public Service during 2003-2006 by the PSC. Finally, the PSC also commissioned an evaluation of service standards during 2004. The following gives a brief overview of these four studies and their key findings in relation to the principle of access.

2.3.1 Survey of Compliance with the Batho Pele Policy

The PSC surveyed a number of national and provincial government departments between October 1999 and February 2000. The purpose of the survey was to evaluate the degree to which departments were implementing the *Batho Pele* White Paper and to obtain baseline information on progress in transforming Public Service delivery. This survey was effectively a rapid appraisal of the state of implementation.

Each principle of the *Batho Pele* policy was evaluated in relation to compliance by the eleven departments surveyed. On the principle of access, two departments were found to have set targets for increasing access to services. The conclusion of the study in relation to access was that; "there is not equal access to public services, with a wide range of local and regional variations in terms of quality and coverage"[1]. The report on the study went on to conclude that; " Every department must make a clear commitment to improve access to services, particularly those that are seen as basic human rights, complete with improvement targets and resources where necessary"[2].

2.3.2 Report on the implementation and promotion of Batho Pele[3]

The DPSA survey requested information from 136 national and provincial government departments about their progress in implementing the eight *Batho Pele* principles. It was in many ways a follow-up study to the 2000 survey and relied on a sample of the Public Service. The overall response rate was 37% with many more national compared to provincial departments responding. As was the case for the Survey on Compliance conducted in 2000, the DPSA survey assessed progress in implementation of each of the eight *Batho Pele* principles. With regard to the principle of access, the study found that accessing government services was largely possible only through physical interaction with officials at the respective government departments. While many departments reported using Information Communication Technology (ICT) reliant approaches[4], the report cautioned against an over-reliance on ICT as it may disadvantage those without access to computers and/or the internet.

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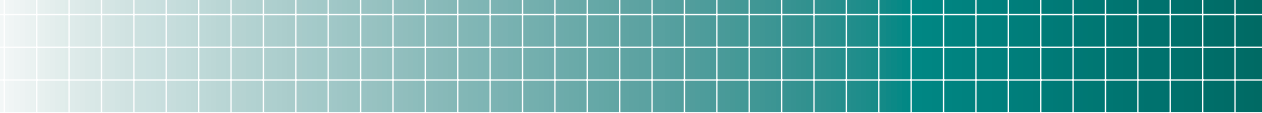
[1]   *Public Service Commission, 2000. Survey of Compliance with the* Batho Pele *Policy. Page xvi. (www.psc.gov.za).*
[2]   *Ibid.*
[3]   *Department of Public Service and Administration, 2004.* Report on the implementation and promotion of Batho Pele. *Pretoria. Government Internal Consulting Services.*
[4]   *Information Communication Technology (ICT) reliant approaches, are systems for example, the internet, telephones and e-mails*

General findings from the DPSA study suggested that there are differing degrees of understanding of the *Batho Pele* principles within government departments. The report noted as follows: "…it appears that some departments do not always create a link between various initiatives they engage in with the fact that these initiatives enhance the realisation of the *Batho Pele* principles or have a bearing on the improvement of service delivery." The report also noted that *Batho Pele* tends to be treated as an 'add-on' and is not properly integrated with the core work of departments.

2.3.3. Citizen Satisfaction Survey: Overview Report

The PSC developed a Citizen Satisfaction Survey tool and piloted it in four departments namely Education, Housing, Health and Social Development. This survey was undertaken in all nine provinces during 2001/02 and the final report released in 2003[5]. The survey aimed to identify key factors that have an influence on the satisfaction of the public and to determine the level of service desired by them. It also aimed to measure the level of service being provided, highlight priority areas for improvement, provide a basis for comparison between different departments and provide a tool for conducting citizen satisfaction research on a regular basis. Although this research did not address the principle of access directly, it did find that the respondents had a high satisfaction with posters and information supplied by the Department of Health and that the Department of Housing's offices were accessible. Respondents also felt that the offices of the Department of Social Development were conveniently located.

2.3.4 Citizen Satisfaction Survey: Criminal Justice Sector

In broad terms, the study found that citizens were generally satisfied with the different services received. Inmates at correctional facilities and magistrate court users exhibited the highest levels of dissatisfaction with the services received. In contrast, citizens who accessed services at Master's offices, family members of probationers and inmate visitors were amongst the most satisfied clients.

There were varying degrees of compliance with the *Batho Pele* principles examined in the study. Physical access to points of service, such as magistrate's courts, police stations and community correction offices was generally adequate for urban respondents, but remains a challenge for users living in rural areas. Citizens interviewed generally rated courtesy and respect by public servants relatively highly. In contrast, most citizens interviewed across all departments were dissatisfied with the information made available to them about the services received.
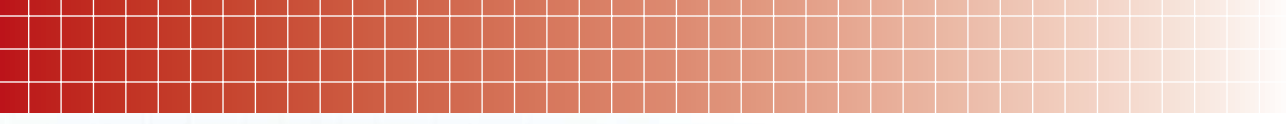
In summary, it could be said that the research conducted over the past three years points to a situation whereby progress has been made in implementing *Batho Pele* within government. The extent to which *Batho Pele* has had a real impact on the functioning of departments and on their delivery of services is less clear. The service standards study suggests that while standards are in place in many departments, there are weaknesses in measuring performance against them. Equally, the citizen satisfaction survey found satisfaction on the part of citizens with some aspects of service delivery of the three departments surveyed, but dissatisfaction with other aspects.

2.3.5 Evaluation of Service Standards in the Public Service[6]

During 2004, the PSC initiated an evaluation of the performance of departments with regard to implementing service standards. The study targeted all national and provincial departments, but it was more narrowly focused on the implementation of service standards. Service standards, following the *Batho Pele* White Paper, require that citizens be told what level and quality of public services they will receive so that they are aware of what to expect.

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[5] *Public Service Commission, 2003*. Citizen Satisfaction Survey: Overview Report 2001/2002. *Pretoria. PSC.*
[6] *Public Service Commission, 2005*. Evaluation of service standards in the Public Service. *Pretoria, PSC.*

In this study, a standardised questionnaire was administered to 131 national and provincial departments with 122 departments responding (93% response rate). The focus of the study was on the service standards being used by departments and their role in the functioning of the department. Many other aspects of service standards were also covered in the study, for instance, consultation around the development of standards, the measurement of performance against standards and communication of standards to internal and external clients. The study also considered best practice in developing service standards.

The study found that 52% (64 out of 122) of the departments that responded had service standards. A number of strengths were identified in departments, which included:

- A desire throughout departments to develop/ improve service standards;
- Awareness of the importance of service standards; and
- Many departments had identified individuals to drive the process of setting and implementing service standards.

The study also highlighted a number of weaknesses. These included the fact that many departments did not have service standards and among those that did, they were often poorly defined and thus difficult to measure. There also appeared to be confusion between standards and indicators, with a number of departments arguing that their indicators were their service standards. Other weaknesses identified by the study were as follows:

- Service standards were sometimes unachievable, leading to clients having exaggerated expectations regarding service delivery;
- Members of staff were often not well informed about the service standards of their department;
- Some departments had uniform standards that took no account of local variation, for example, between urban and rural areas; and
- No linking of service standards to the other *Batho Pele* principles.

In general, the study found widespread use of service standards within government departments, but also identified a few key challenges. Two challenges worth highlighting are, firstly, the regular measurement of performance within departments and, secondly, making effective use of the information gathered. The study went on to make a number of recommendations aimed at strengthening the way in which service standards are understood and used by government departments. The study also noted that in the context of the findings, "....it is now possible to initiate a focused and concerted campaign to improve service standards across the Public Service and thus assist in the development of service delivery systems that are truly responsive to the needs of the citizens of this country."

Once the findings of the current study have been considered, it will be possible to return to a consideration of the impact that *Batho Pele* is having on government and on their delivery of services.

2.4 The *Batho Pele* Principle of Access

The principle of access aims to ensure that government services are known and are easily accessible to members of the public. In this sense, it is a straightforward principle. It does, however, have important implications when viewed in a historical context and when viewed in relation to different needs that exist amongst citizens.

Firstly, access to services needs to be viewed in relation to a legacy of discrimination against black South Africans who were denied access to many government services in the past. In this regard, the *Batho Pele* White Paper (1997) makes it clear that the policy is intended to provide a framework for making decisions about delivering services to citizens who have been denied access in the past and who still do not have access to services. In particular, the White Paper requires government departments to set targets for progressively increasing access to their services for those who had not previously received them.

Secondly, an important factor affecting access to services is that of physical location. Given that many South Africans live in remote areas and have to travel long distances to access government services, the White Paper requires that national and provincial departments develop strategies to overcome the disadvantage of physical location. Examples provided include the establishment of mobile service units and decentralising the service infrastructure of government departments to ensure that they are closer to people living in remote areas. Departments are also expected to develop service delivery programmes that take into account all barriers to access, including social, physical, cultural, communications and attitudinal factors that may affect access.

Thirdly, access needs to be seen in relation to basic issues such as:

- Knowledge about the whereabouts of government departments and their service delivery points;
- Ability of people to get into government buildings even if they have disabilities; and
- How easy it is for citizens to find their way around government buildings.

The *Batho Pele* Handbook deals with the principle of access by providing detailed guidelines on wayfinding and signage - the first important step in ensuring that the public knows how to locate the offices from which services are provided.

In summary, the principle of access is concerned with ensuring that the public knows where services are located and can easily make use of them. The policy guidelines also require that special attention be paid to those who have been denied access to services under the apartheid period and that targets be set to increase access to services for these persons. Finally, access also needs to take account of people living in remote areas.
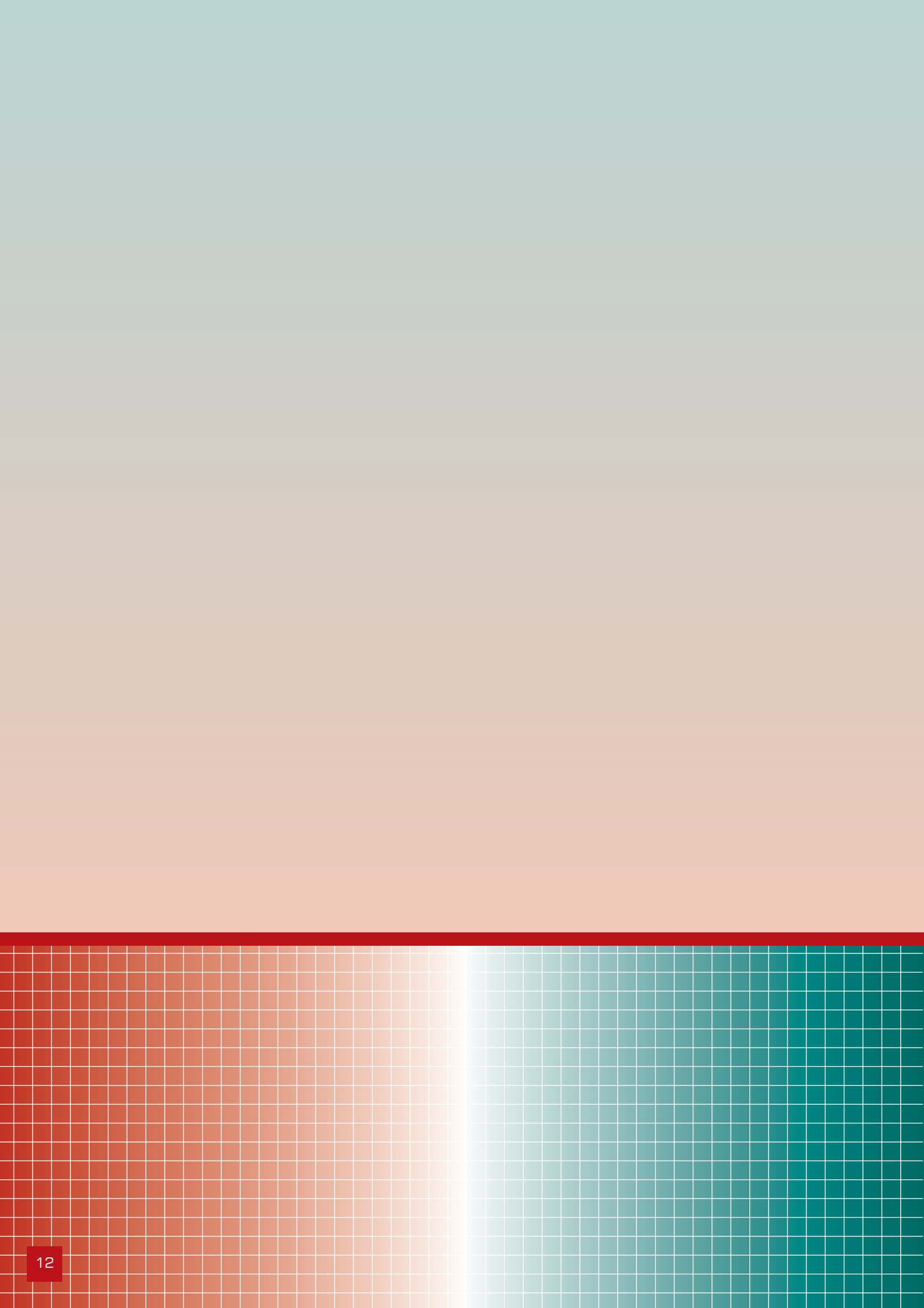
Chapter 3

Methodology

3.1 Scope of the Study

The survey attempted to include all national and provincial departments in the Public Service, with the exception of the National Intelligence Agency; the Presidency; the South African Management Development Institute; the South African National Defence Force, and the South African Secret Service.

The PSC identified 31 national departments and 99 provincial departments for inclusion in this study. Of these departments, 79 provincial and 20 national departments responded, giving a total of 99 of the 130 government departments. This is a response rate of 76%. The full list of departments that responded is provided in Annexure 2.

Government clusters (as per National Treasury)		Departments responded	Departments targeted
Central Government Administration	National	2	5
	Provincial	14	16
Economic Services and Infrastructure	National	8	10
	Provincial	24	31
Finance and Administration	National	3	5
	Provincial	7	9
Justice and Protection	National	4	4
	Provincial	4	7
Social Services	National	3	7
	Provincial	30	36
Total departments		**99**	**130**

Table 1: National and provincial departments that responded on access, by cluster

3.1.1 Description of clusters

3.1.1.1 Central Government

The Central Government Administration cluster oversees the administrative functions of the national and provincial governments. It consists of four national departments and two departments that operate at a provincial level. These include the:

- The Office of the Presidency;
- Parliament;
- The Department of Home Affairs;
- The Department of Foreign Affairs;
- The Office of the Premier;
- The Department of Local Government; and
- The Department of the Royal Household (KwaZulu-Natal).

3.1.1.2 Economic Services and Infrastructure

The Economic Services and Infrastructure cluster is the largest of the government clusters, consisting of ten national government departments, five of which operate provincially through departments that have quite a varied structure and mandate. The departments gathered in this cluster provide a wide range of services that differ significantly in the extent to which they interact with the public. The national departments are mainly concerned with policy development, management of assets, resources and licensing and the setting norms and standards. The Department of Labour provides services to the public through its provincial offices, although these do not function as separate departments. The provincial departments fulfil a broad range of functions and provide direct services including environmental conservation and natural resource management, infrastructure management, economic development and tourism growth and development. These departments are:

- Agriculture;
- Communications;
- Environmental Affairs and Tourism;
- Labour;
- Land Affairs;
- Minerals and Energy;
- Public Works;
- Trade and Industry;
- Transport; and
- Water Affairs and Forestry.

3.1.1.3 Finance and Administration

This cluster consists of government departments that are responsible for strengthening the capacity of the state and state-run institutions, as well as facilitating the transformation of service delivery through frameworks, guidelines and targeted interventions. Departments in this cluster include:

- Government Communication and Information Systems (GCIS);
- Treasury (NT);
- Public Enterprises (DPE);
- Public Service and Administration (DPSA);
- The South African Management Development Institute (SAMDI); and
- Statistics South Africa (StatsSA).

3.1.1.4 Social Services

The Social Services Cluster provides such public services as health care, education, social support and poverty alleviation and the provision of housing. It also provides for recreational activities such as sports, library services and youth development as well as the promotion of science and technology. Departments that fall under this cluster include:

- Arts and Culture;
- Science and Technology;
- Education;
- Health;
- Social Development; and
- Sports and Recreation.

3.1.1.5 Justice and Protection

In the Justice and Protection Cluster, the focus of its constituent departments is on addressing crime and public disorder, improving the functioning of the criminal justice system, and addressing factors that impact negatively on the socio-economic development of the country.[7] The cluster consists of the following government departments:

- Department of Correctional Services;
- The Independent Complaints Directorate;
- The South African Police Services;
- The Department of Justice and Constitutional Development; and
- Safety and Security.

3.2 Method

The study involved a survey of national and provincial departments using a questionnaire that covered a broad range of policy, implementation and monitoring issues. The following were the main sections in the questionnaire:

- Understanding of *Batho Pele* principles;
- Measures to improve access to services;
- Setting access standards and targets;
- Conditions required to access services;
- Communications;
- Budget;
- Physical access;
- Hours of operation;
- Barriers to improving access;
- Monitoring and evaluation of access targets and implementation; and
- Areas for improvement of access.

3.2.1 Questionnaire Development

It was the intention that the study would gather information through the use of a structured questionnaire in face-to-face interviews with the Heads of Departments (HODs), since they are responsible for service delivery and accountable to Parliament for the actual performance of their departments. In addition to the questionnaire, HODs were asked to substantiate policies and programmes that have been instituted by submitting supporting documentation in relation to particular sections of the questionnaire. However, due to the length of the questionnaire and the difficulty of securing appointments with HODs, it was agreed that a self-completion approach would be adopted and HODs would be asked to designate a contact person to oversee the collation of the documents and completion of the questionnaire. The designated contact person was expected to have the HOD sign off on information contained in the questionnaire.

3.2.2 Data Collection

The data collection process began with an official letter signed by the Director General of the OPSC sent to all Heads of Department (nationally and provincially) to inform them of the study and to request them to designate a contact person who would be responsible for overseeing the completion of the questionnaires. Workshops were held at national and provincial level with these contact persons to ensure that they understood the questionnaire and the information required.

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[7] *Justice, Crime Prevention and Security Cluster, Statement for Media Briefing, 2 February 2001, quoted in* South Africa's Criminal Justice System: Policy and Priorities *Pelser E and Rauch J (2001) CSVR (http://www.wits.ac.za/csvr/papers/papepjr.htm#note2)*

Departments were given three months (September – November 2005) to complete the questionnaires and provide supporting documentation. C A S E and the PSC national office were responsible for liaising with the national departments. This involved delivering the questionnaires in person, maintaining contact throughout the three month period and holding follow-up meetings where further clarity was required by officials. The provincial PSC representatives were responsible for meeting and following up with the provincial departments, and researchers conducted quality control visits to the provinces in October 2005.

Some difficulties were experienced in completing the questionnaires because departments differ in the extent to which they provide services to the public. Where departments do not provide services directly to citizens, they were asked to complete the questionnaires in relation to the services they provide to other clients such as government departments. There were also some challenges in obtaining responses from departments due to time pressures and changes in contact people.

3.2.3 Data Analysis

The questionnaires were analysed in two stages. A first round of analysis was conducted resulting in a report dealing with responses to access analysed by each of the five clusters of government departments (as identified above).

In the second stage, the analysis compared the responses of national and provincial departments in the main, but also responses from the different clusters where appropriate.

The supporting documentation submitted by the departments was analysed as part of this second round of analysis.

3.2.4 Respondents

Background information on the persons responsible for completing the questionnaires was sought in the questionnaire and the findings are as follows. Firstly, most respondents were Deputy Directors or Managers (48) with the second most common category of respondents being Directors and other senior department executives (36). In total, 99 persons provided responses to these questions. The breakdown of respondents is shown below.
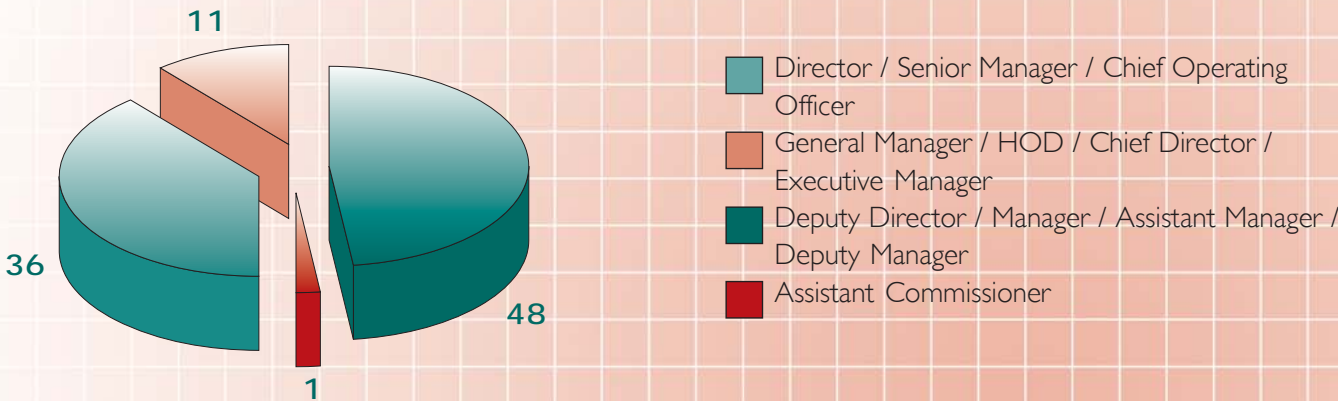
Figure 1: Respondents by official position

The average length of service of the 99 respondents was found to be 7 years. Very few respondents (7) had served for less than one year. Given the predominant level of seniority and the years of experience in the public service, it can be assumed that the information provided is reliable and accurate.

3.2.5 Limitations of the study

Some departments experienced difficulties in completing the questionnaires because of differences in the extent to which they provide services to the public. Where departments, such as the National Treasury, do not provide services directly to citizens, they were asked to complete the questionnaires in relation to the services they provide to other government departments and to treat these departments as clients. Challenges were also experienced in obtaining responses from departments due to time pressures and changes in the designated contact persons within departments.

Not surprisingly, not all questions were completed by departments. This affected the analysis in that the responses will not always equal the total number of responding departments. In other words, the volume of responses varies by question depending on the number of departments answering the questions.

3.2.6 Presentation of Findings

The findings presented in this report follow from the second round of analysis. Generally, the responses of individual departments have been aggregated to provide an overall picture of departments' compliance with the principle of Access. The findings are mostly presented in graphs for both national and provincial departments.

Wherever possible, the graphs report on the findings as percentages. However, where the numbers reported on are particularly low the graphs refer to the numbers rather than percentages, as percentages may be misleading when referring to very low numbers. Generally, real numbers have been used when the findings are reported on.

Chapter 4

Key Findings on Access

The *Batho Pele* principle of access states that all citizens should have equal access to the services to which they are entitled.

The principle of access refers to more than simply physical access to services. Access may be restricted as a result of a number of factors including:

- Structural and physical obstacles (physical condition of buildings, lack of ramps for disabled users, distance between service points and where users live, etc.);
- Demographics of users (such as level of education, age, disability, literacy, etc.); and
- Service provision (attitudes of officials, provision of information, times for provision of services, etc.)

Removing these barriers is essential to improving access to services, ensuring that citizens' basic constitutional rights are respected, and ensuring that citizens who were previously disadvantaged in terms of access to government services now enjoy full access to those services.

This section of the report presents the key findings on the specific measures and approaches implemented to improve access to services, including:

- The development of access standards and targets as required by *Batho Pele;*
- Strategies and measures to improve access to designated groups including people with physical disabilities; and
- Systems to monitor and evaluate performance on access.

4.1 Understanding of Batho Pele Principle of Access

It is clear that improving service delivery is a continuous process for departments and not a once-off task, and it is therefore worthwhile to take stock of the basic understanding of the principle of access. The questionnaire asked respondents to outline how they viewed the understanding of the *Batho Pele* principle of access within their departments and also to express an opinion as to whether the services of the department are accessible to the public.

Respondents outlined their understanding of the *Batho Pele* principle of access, rather than reflect on the level of understanding of the staff in the department as a whole. It is therefore not easy to determine how the understanding of respondents compares to that of the rest of their departments and how entrenched the understanding of *Batho Pele* is within the departments. For example, it is difficult to determine how frontline staff who may not have received training really understand the *Batho Pele* initiative in contrast to the formal understanding of more senior staff and respondents to the survey. Nevertheless, respondents generally had a **good understanding of the principle of access** equating it with access to services by all citizens. There were no significant differences across the government clusters in terms of the understanding of the principle of access.

The Department of Local Government in Mpumalanga responded by stating the following:

To make service delivery accessible to the larger population of the province regardless of age, gender, colour, creed, tradition or belief and to be accessible to people with disabilities as well.

The Department of Arts and Culture in the Eastern Cape stated:

All citizens of the Eastern Cape should have equal access to the services of the department. Special interventions are needed for historically disadvantaged communities to create equal access (e.g. rural areas, women, disabled).

A few departments confused *Batho Pele* in general with the specific principle of access and a small minority confused access to services with access to information in terms of the Promotion of Access to Information Act.

Regarding **access to services**, the majority of departments indicated that their services are accessible to the public. There were, however, differences shaped by the nature of services offered by departments in the different clusters. In the Central Government Administration cluster, for example, most departments indicated that their services are accessible, although two departments did mention that they do not deal directly with the public and one emphasized the use of media communication as a way of ensuring access by the public. In the Social Services cluster, which includes most of the departments involved in large-scale, direct service delivery, such as the Departments of Education, Health, Housing and Social Development, three provincial departments felt that services were not sufficiently accessible at the district or regional level although this response was not substantiated. One of the provincial departments of Education indicated that high school fees created a barrier to access, that the location of some schools made them inaccessible and that the lack of competent teachers and inadequate teaching aids created barriers. The responses to this question are presented in Figure 2 below.
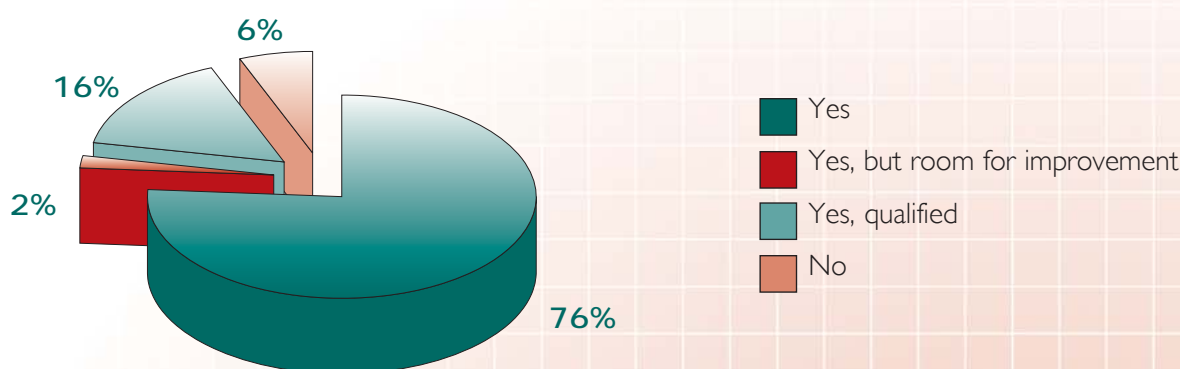
Figure 2: Accessibility of the services of departments to the public

According to the current evaluation of the *Batho Pele* principle of access it is clear that the officials who completed the questionnaire have a good understanding of access and the overwhelming majority (76% of respondents) understand the services of their departments to be accessible to the public.

4.2 Measures to Improve Access

This section investigated the measures that departments have put in place to improve access to their services and products. The White Paper stipulates that departments must develop measures to increase access to people who are disadvantaged by distance to services, for example through mobile units and bringing facilities and resources closer to those in need. It further notes that any infrastructural constraints which make it difficult to communicate with and travel to remote areas are to be eradicated[8].

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[8] *White Paper on Transforming Public Service Delivery, p 18*
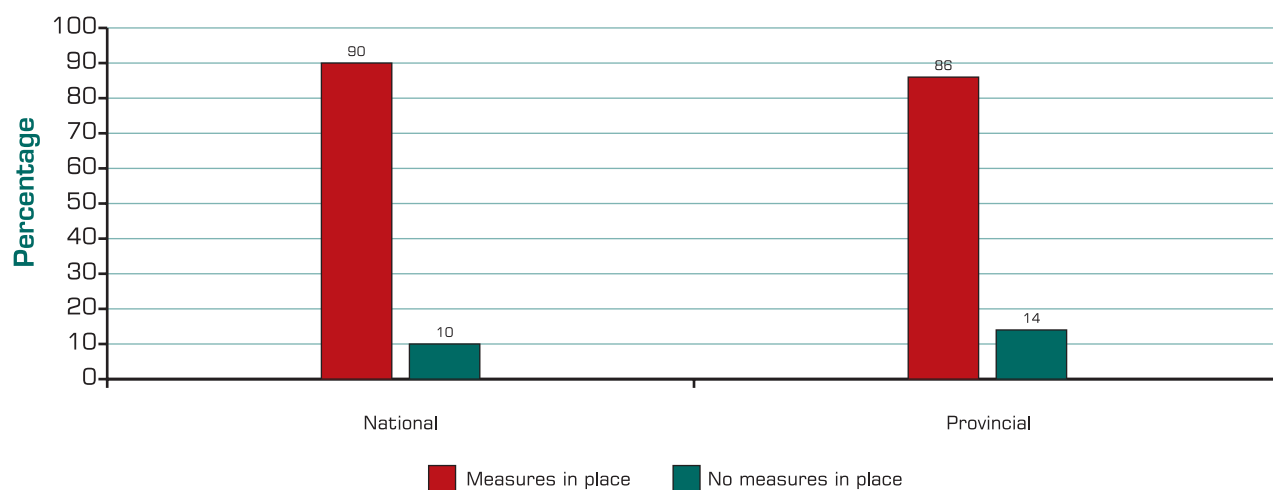
Figure 3: Measures in place to improve access to the departments' services and products

Ninety percent (18 out of 20) of national departments and 86% (67 out of 79) of provincial departments indicated that they have measures in place to improve access to services. The aggregate statistic depicting the Public Service wide status is 86%. The departments that did not have measures in place included the Secretariat for Safety and Security which does not receive frequent visits from the public. The KwaZulu-Natal Department of Public Works said they did not have formal measures in place but have help-desks to assist contractors.
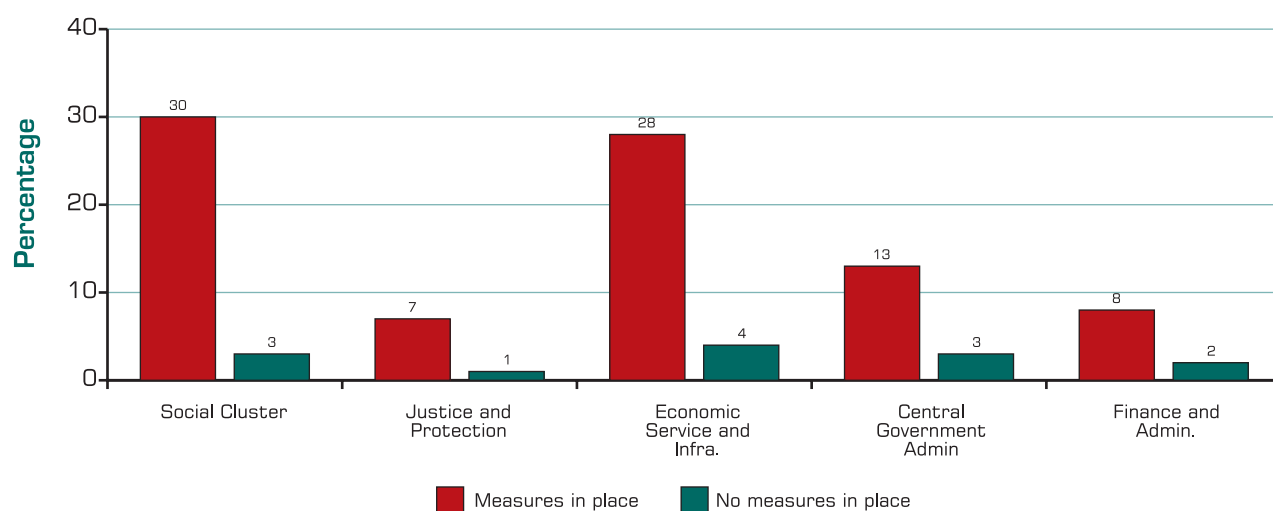
Figure 4: Measures in place to improve access to the departments' services and products by cluster

There were no significant differences between the clusters in terms of whether the departments have measures in place to improve access to the departments' services and products.

	National	Provincial
ICT & the media	85%	77%
Websites	90%	71%
Partnerships with external service providers	80%	70%
Regional offices and/or clinics	75%	66%
Indigenous languages	80%	61%
Help desks	65%	61%
Flexible hours of work	80%	48%
Call centres/toll- free lines	70%	44%
Use of service runs	55%	42%
MPCCs	65%	33%

Table 2: Measures implemented to improve access to services

Departments were provided with a list of specific measures for increasing access and were asked to indicate which of these measures they had implemented. Information and Communication Technologies (ICT) and the mass media were the most popular measures implemented to improve access to services. Ninety percent of national departments (90% or 18 out of 20 departments) and seventy one percent of provincial departments (71% or 56 out of 79) use websites to advertise their services. It is worth noting the high tech orientation of departments to improve access to services in the context of the large numbers of people living in rural areas and high illiteracy levels. It is also worth noting that MPCCs were low on the list of measures used to improve access despite the emphasis on these centres as a vehicle for coordinated delivery within government. It is surprising that the use of MPCCs is not as popular in provincial departments.

In addition, partnerships with external service providers, use of indigenous languages and flexible working hours were measures frequently employed by national departments. In the provinces, the establishment of regional offices, mobile units and clinics were common methods employed by provincial departments to increase access to regional offices.

The Department of Safety and Liaison in the Eastern Cape mentioned izimbizo and campaigns, while the Department of Public Safety, Security and Liaison in the Free State and the Office of the Premier in the Eastern Cape listed the use of suggestion boxes as means of improving access to their services.

The Office of the Premier in the Eastern Cape has a Client Care Unit to improve access to services, while the Free State Department of Sports, Arts and Culture has a client care plan for public libraries. The plan identifies the departments' primary clients and briefly discusses guidelines for establishing the needs and priorities of the clients, the language in which to conduct client care and the identification of personnel who should be involved in client care.

The Department of Home Affairs has introduced mobile units to cater for people living in remote areas. There appears to be an increase in the number of people beginning to engage with the National Treasury budget through media items such as "Tips for Trevor Campaign", as well as greater participation by school-goers in the outreach programmes designed to bring the budget closer to the people.
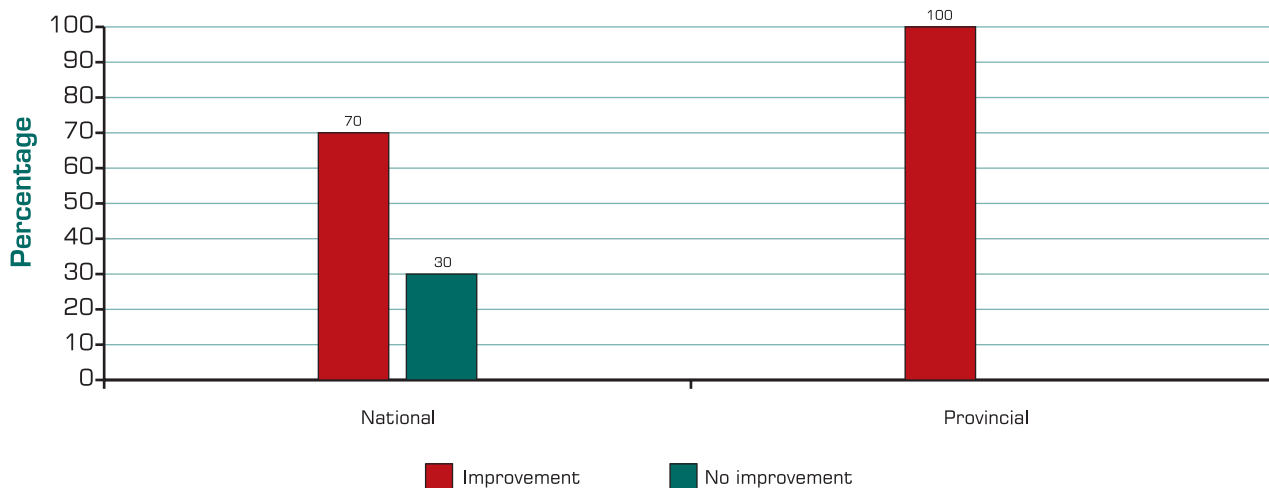
Figure 5: Improvement in the accessibility of services

Seventy percent of national departments (14 out of 20) and all provincial departments (100%) indicated an improvement in the accessibility of services as a result of the measures implemented. The National Department of Land Affairs has compiled statistics such as number of enquiries dealt with per month, number of deeds transferred and demand for updated maps to demonstrate improved access to the department's services and information.

4.2.1 Communications policy and strategy to raise awareness of services

A communication policy or strategy that actively raises awareness of departments' services is an important part of increasing access to services.
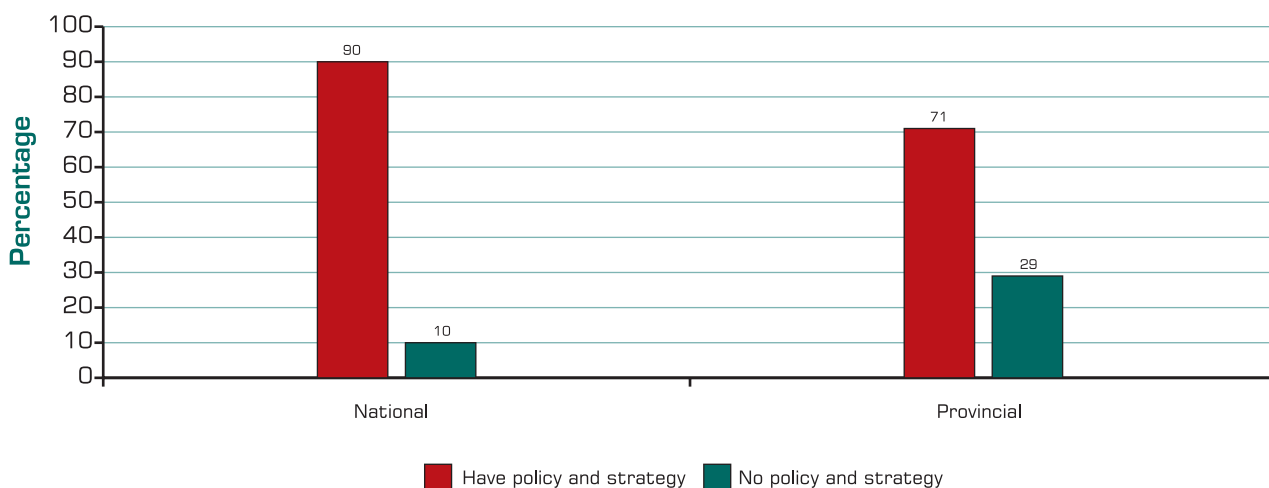
Figure 6: Departments that have a communication policy and strategy to raise awareness of services

Ninety percent of departments at national level (18 out of 20) and 71% of provincial departments (56 out of 79) have a communication policy and strategy to raise awareness of services. However, two national departments and 23 provincial departments do not have any policy and strategy to raise awareness.

The communication policies of departments impact in different ways on their measures to improve access to services. For the ICD, their communications function is handled by a single office. This limits the department's scope for communication.
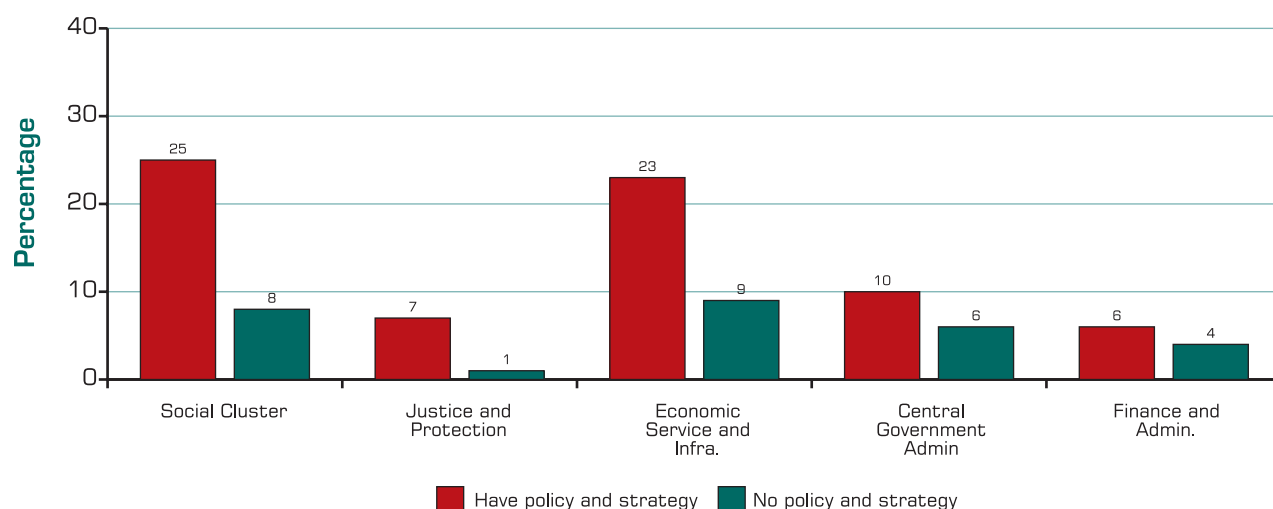
Figure 7: Existence of communication policy and strategy by cluster

The Justice and Protection cluster have the highest proportion of departments with communication policies and strategies. Three quarters of the departments in the Social Services cluster (25 out of 32) indicated having a communication policy and strategy, followed by close to three quarters of departments in the Economic Services and Infrastructure cluster (23 out of 32) and the Central Government Administration cluster (10 out of 16 departments). The Finance and Administration cluster had the lowest proportion of departments with communication policies and strategies (6 out of 10).

4.2.2 Development of means to advertise services and products

The *Batho Pele* Handbook stipulates that departments should publish and display a service delivery charter and standards at strategic points and that a variety of means should be developed for advertising services.

	National	Provincial
Radio	90%	82%
Newspapers	95%	81%
Leaflets	85%	80%
Newsletters	80%	68%
Electronic media	85%	67%
Television	90%	41%
None	5%	4%
Other	50%	13%

Table 3: Communication strategies used by departments to market services and products

The above table shows the communication strategies that departments utilise to advertise their services and products. One national department and 3 provincial departments reported that they did not use any communication strategy. National departments use most of the listed strategies but radio, newspapers and leaflets were the most frequently used communications strategies by provincial departments. Other strategies used by national and provincial departments include izimbizo, community outreach projects, mobile billboards, press conferences, exhibitions, annual reports, posters and focus weeks.

The National Treasury mentioned road shows with the public, although these are viewed as information sessions rather than marketing drives. The DPSA made additional mention of meetings of task teams on Public Service Week and Africa Public Service Day, while SAPS reported making use of community outreach projects to market services. The Northern Cape Department of Social Development indicated the use of community leaders and churches as another means of communication, while the Gauteng Department of Arts of Culture mentioned roving cabinet meetings.

The table below illustrates the factors that informed the selection of the above mentioned communication strategies.

	National	Provincial
Geographic reach	50%	48%
Socio-economic conditions	15%	30%
Budget/ financial constraints	20%	18%
Needs of the communities	15%	13%
Language	-	10%
Nature of the campaign	20%	8%
Strategic objectives of the department	15%	3%
Not specified/not applicable	55%	18%

Table 4: Factors that informed the selection of communication strategies by departments

The geographical reach of the target audience was the most important factor in the selection of appropriate communication strategies. About half the departments (50% national and 48% provincial) felt that maximising reach was the most important factor in selecting the appropriate strategy hence the popular choice of radio and TV as the main means of communication.

The socio-economic conditions of the target audience were also an important consideration (15% national and 30% provincial departments). The Limpopo Department of Health and Social Development said that while the province was generally poor, most people have access to mass media including TV. The Gauteng Department of Housing indicated that it used radio communication to target rural and poor communities while newspapers were used for better resourced communities. The Independent Complaints Directorate (ICD) said that the location of their provincial offices in urban centres had encouraged them to focus on rural communities to counteract possible bias towards urban areas.

It should be noted that only 30% of national departments and 13% of provincial departments were driven by the needs of the communities in selecting their communication methods. The National Department of Social Development appears to be client-focused in this regard, having referred to previous research conducted by GCIS on audience preferences in developing their communication strategy.

National

- 11%
- 6%
- 22%
- 6%
- 61%

Provincial

- 5%
- 4%
- 29%
- 48%
- 5%
- 5%

Legend:
- Enhanced intergovernmental relations
- Increased client awareness of services
- Enhanced access to services
- No communication policy
- Not applicable / Not specified
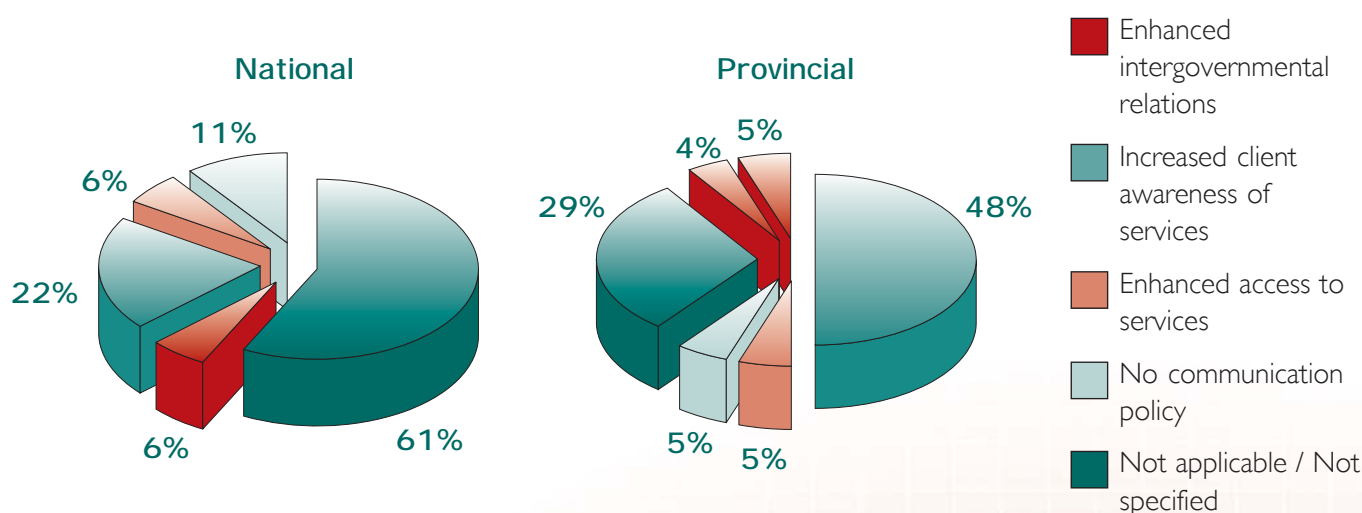
Figure 8: Impact of communication policy on measures taken by departments to improve access to services

When asked about the policy impact of the measures taken to improve access to services, 22% of national departments (4 out of 18) and 48% of provincial departments (27 out of 56) indicated that their communication policy had increased client awareness of their services. Sixty one percent (11 out of 18 national departments) and 29% (16 out of 56 provincial departments) that had a communication policy and strategy did not respond to this question. Two provincial departments said the policy enabled their departments to assess the impact of their services.

The Secretariat for Safety and Security felt that the minister's izimbizo helped to improve access to services. The Free State Department of Public Safety and Liaison reported that their communication strategy had made their measures more focussed on challenges and problems, and that activities were better planned. The Mpumalanga Department of Safety and Security said that their communication strategy encouraged public participation in its programmes.
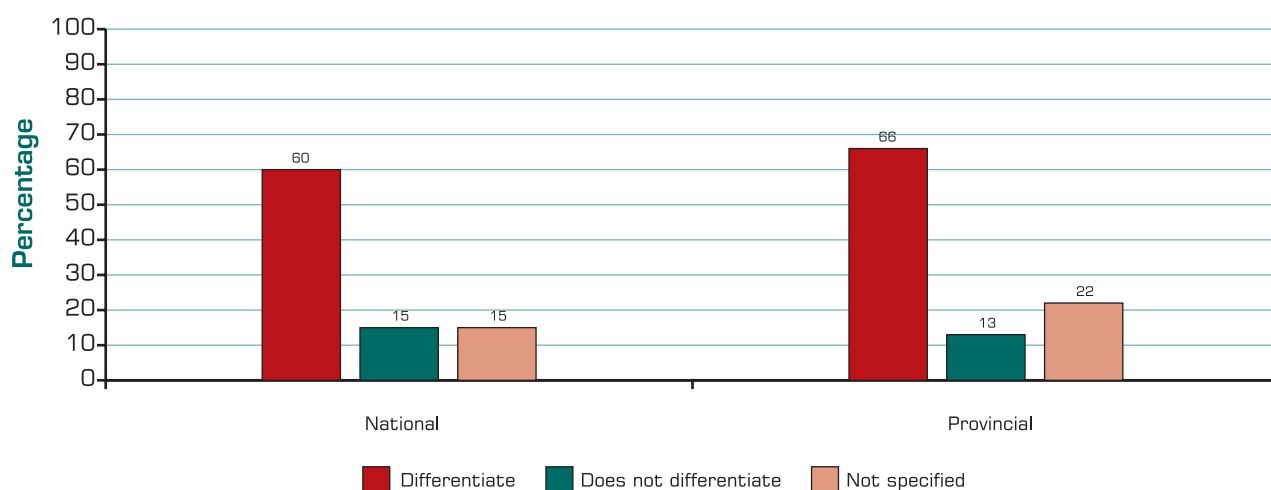
Figure 9: Differentiation of departments' communication strategy between different groups

Close to two thirds of all the departments that participated (65%) have a communication policy and strategy that differentiates between factors such as language groups or between rural and urban areas. The DPSA recommended that the *Batho Pele* policy be translated into all South Africa's official languages to ensure improved access to the information by the broader population of South Africa.

The chart below illustrates the difficulties experienced by departments in implementing their communication policies and strategies.

	National	Provincial
No difficulties	45%	47%
Socio-economic & geographic location of target audience	15%	9%
Budget constraints	10%	11%
Capacity contraints	15%	5%
Language policies	10%	3%
No communication strategy/ strategy not implemented	0%	8%
Did not repond/ Not applicable	20%	19%

Table 5: Difficulties experienced by departments in implementing the communication strategy in relation to access

Forty-five percent of national and 47% of provincial departments did not experience any difficulties in implementing their communication strategy. Budget constraints, capacity constraints (insufficient personnel and inadequate skills) and the geographical location of the target audience were the most prevalent difficulties experienced by the remaining departments.

National			
Internal clients		**External clients**	
Posters/pamphlets/leaflets	35%	Izimbizo/community meetings	30%
Intranet/website	35%	Website/internet	25%
Meetings/workshops	30%	Electronic media	20%
E-mail	10%	Posters/pamphlets/leaflets	15%
Internal newsletter	10%	Road shows	15%
Service standards booklet	5%	Annual reports	10%
		Newspapers	5%

Table 6: Measures used by national departments to communicate access standards to internal and external clients

Fifty five percent of the national departments (11 out of 20) reported that they had measures in place to communicate their access standards to both internal and external clients. Communication with internal stakeholders, such as staff members, takes place through a variety of means, including posters, pamphlets, circulars, leaflets, intranet or websites and meetings or workshops although only half of the internal clients were reported to be included in communication about access standards. The most popular means of communicating access standards to external clients (end-users of services, NGOs, other government departments, communities) included izimbizo, community meetings and the use of electronic media.

Provincial			
Internal		**External**	
Posters/pamphlets/circulars/leaflets	42%	Electronic media	35%
Meetings/workshops	42%	Izimbizo/community meetings	32%
Email	22%	Posters/pamphlets//leaflets	28%
Internal newsletter	14%	Newspapers	20%
Intranet	13%	Consultative meetings	11%
Service Standards booklet	6%	Website/internet	11%
		Road shows	8%
		Annual reports	5%

Table 7: Measures used by provincial departments to communicate access standards to internal and external clients

Thirty two percent (25 out of 79) of provincial departments did not have any measures to communicate access standards. Publications, departmental meetings and workshops are the most commonly used media to communicate with both internal and external clients, while electronic media is most frequently used to reach external clients. Again this finding raises the question of the efficacy of the electronic media given the large number of clients in rural areas.

4.2.3 Development of access standards

Access standards are designed to measure the extent to which departments are meeting their set objectives with regard to improving access to services. These standards should be set in consultation with end-users and take into account their needs and expectations. Access standards should be made public to allow clients to assess departments' performance and to prevent departments from acting as both judge and jury in determining their own progress and achievements[9].
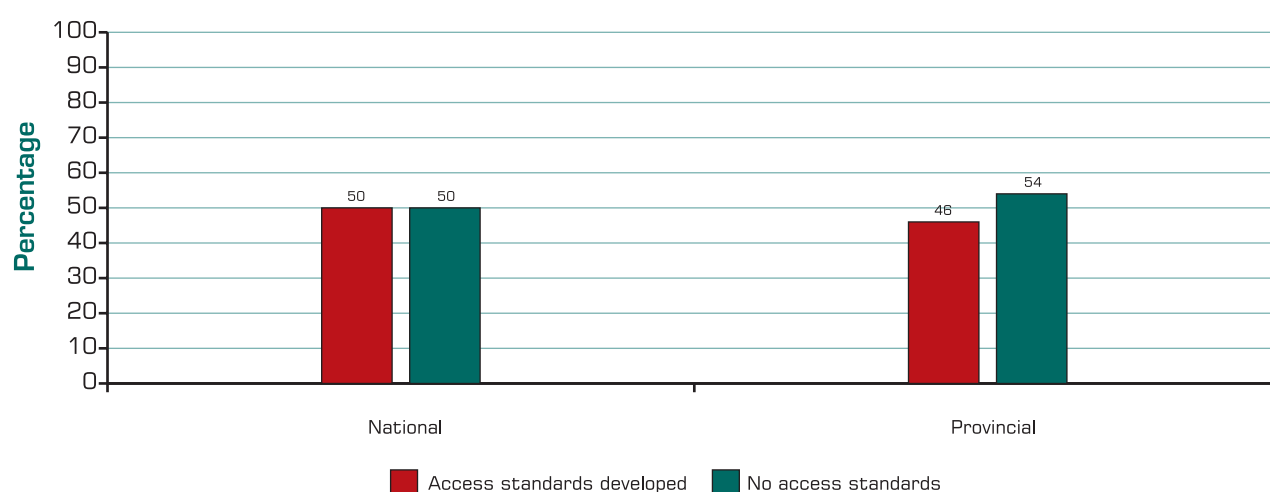
Figure 10: Development of access standards by departments

Half of national departments and 46% of provincial departments have developed access standards. This is clearly a major gap considering that the development of standards is crucial in the assessment of performance against objectives and forms the basis for service delivery improvement.

[9] *The Batho Pele Handbook, p97*
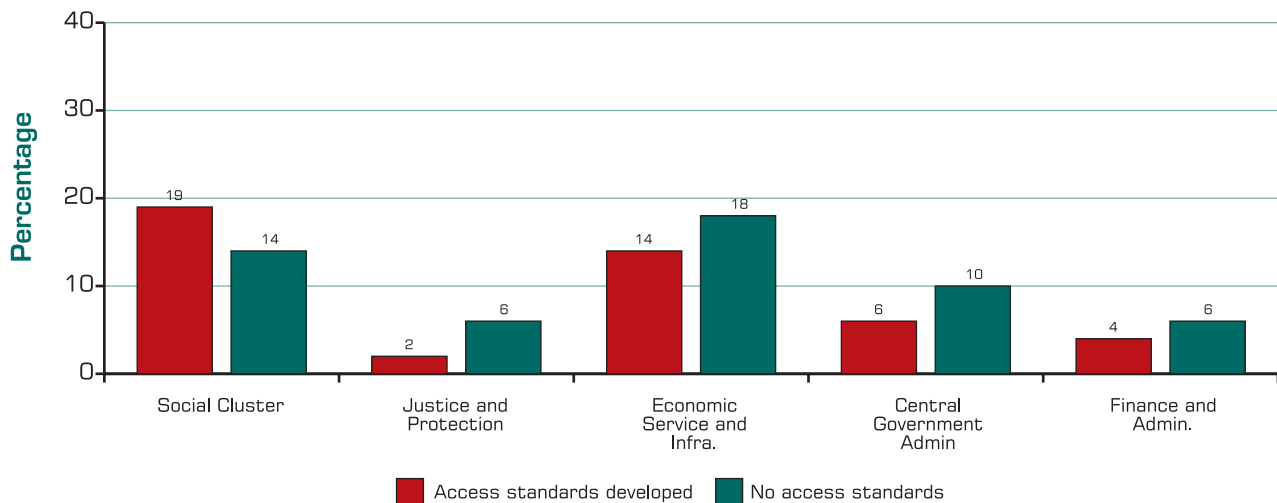
Figure 11: Development of access standards, by cluster

In contrast to the other clusters, more departments in the Social Cluster have developed access standards than departments that did not. Fifty eight percent of the departments in the Social Services cluster (19 out of 33), indicated having developed access standards.

The reasons posited by departments for the absence of access standards were generally procedural, with a number of departments stating that the development of standards was contingent on current restructuring processes. The Office of the Premier in the Eastern Cape, for example, indicated that access standards have not been developed because it is still in the process of establishing and staffing a Client Care Unit. Similarly the Department of Local Government in Gauteng has not set access standards because it is in the process of restructuring and is still working on creating new units, roles and responsibilities.

It should, however, be noted that departments have had at least 7 years since the publication of the *Batho Pele* White Paper to develop access standards, and even departments which have limited contact with the public should have developed these by now.
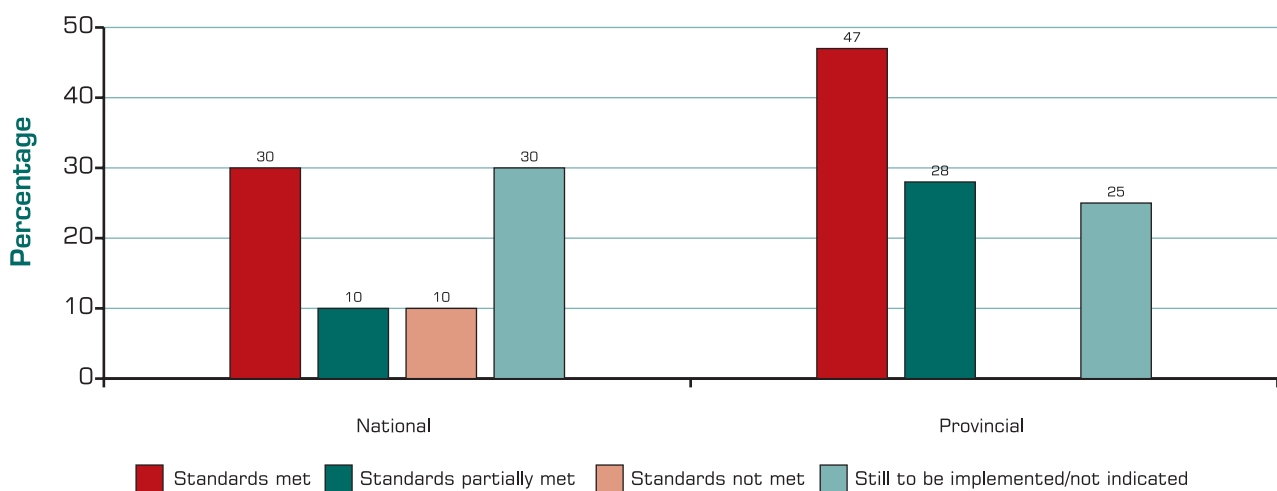
Figure 12: Departments that have met their standards

Only 30% of national departments and 47% of provincial departments that have set access standards report having met them. Ten percent of national departments and 28% of provincial departments report partially meeting their access standards.

The Provincial Treasury of KZN has adopted the "balanced score card" approach. The balanced score card is a concept that attempts to balance competing resources including finances and human resources with consultation and service delivery standards and objectives to maximise client satisfaction[10]. This represents an important step in the operationalisation of access standards.

The Provincial Treasury of the Free State reports having a statement of standards which acts as a guide for communicating with the public, while the Eastern Cape Provincial Treasury has a Norms and Standards unit which ensures compliance with PFMA standards.
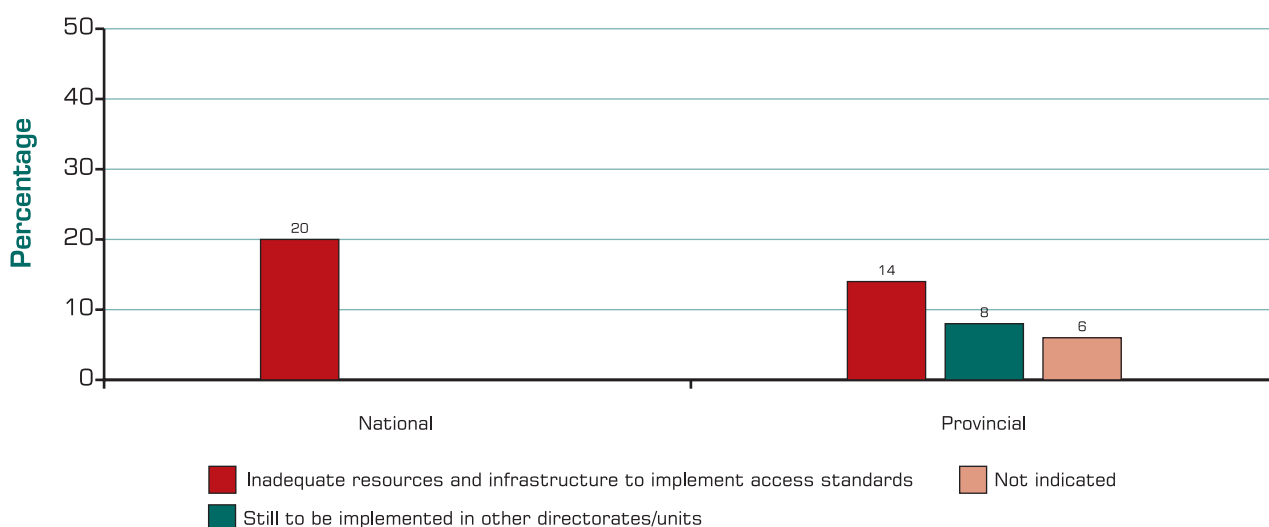
Figure 13: Reasons for not meeting access standards by departments

Twenty percent of national departments (2 out of 10) and 14% of provincial departments (5 out of 36) that had standards cited inadequate resources and infrastructure as impediments to meeting their access standards. Around 8% (3 out of 36) of provincial departments that had developed access standards indicated that they have yet to implement the standards in other directorates/units.
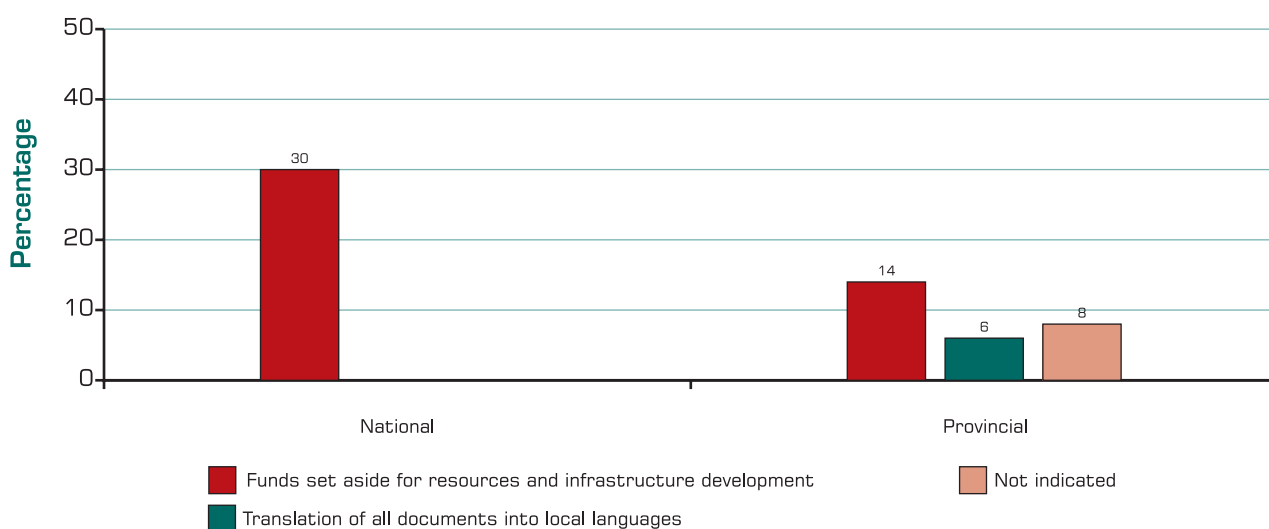
Figure 14: Strategies used by departments to overcome problems in meeting access standards

10 *Batho Pele Handbook, p110*

In terms of overcoming problems in achieving access standards, 30% of national departments (3 out of 10) and 14% of provincial departments (5 out of 36) that had access standards said that funds were set aside for resources and infrastructure development. Two provincial departments (Department of Agriculture in Limpopo and the Department of Social Development in the Northern Cape) had embarked on the translation of all documents into local languages in an effort to meet their access standards.
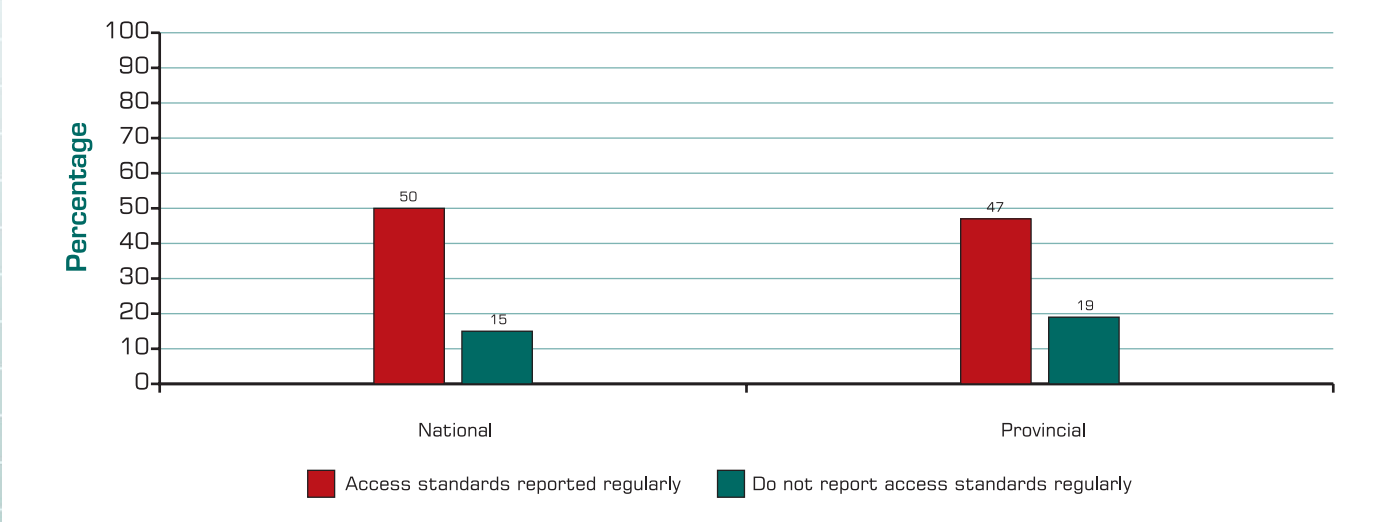
Figure 15: Frequency of reporting access standards

Fifty percent of national departments (10 out of 20) and close to half (47%) of provincial departments reported regularly on their access standards. This clearly is poor performance by government departments. It is important for departments that have developed standards that these be reported on and updated regularly so as to ensure that they are still relevant to the needs of clients.
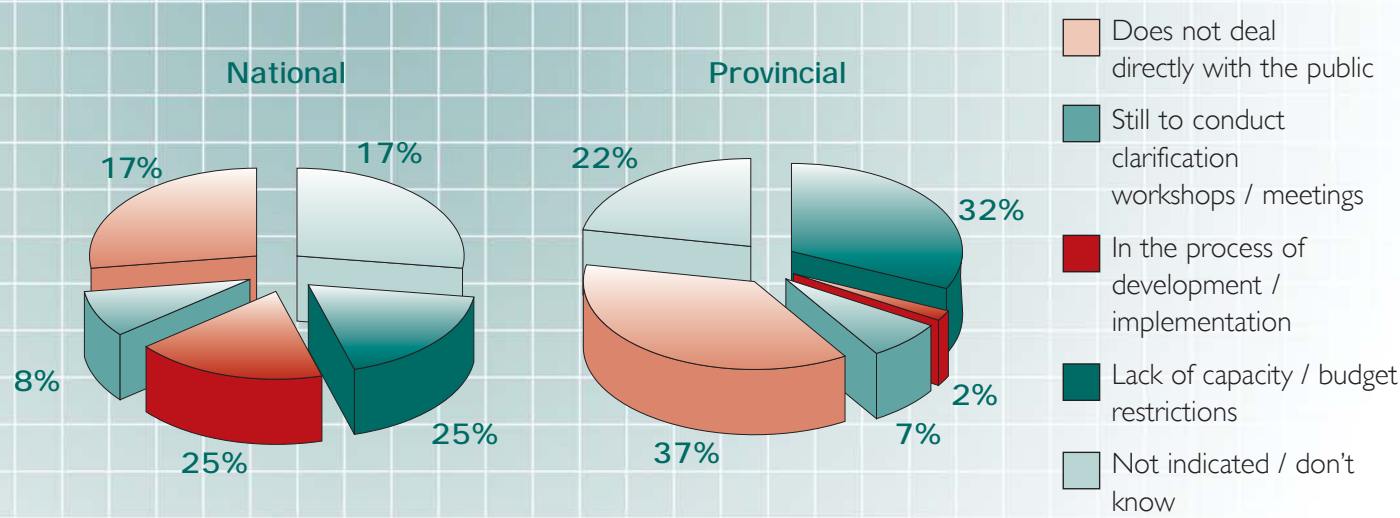
Figure 16: Reasons for not developing access standards

Of the 12 national departments that have not yet developed access standards, about a quarter reported that they were in the process of doing so. Two departments – the Secretariat for Safety and Security and the National Treasury - indicated that developing access standards was not a relevant activity since they did not deal directly with the public. It should be noted, however, that all departments should work towards making their services more accessible, even if their services are primarily directed at other government departments or agencies.

Of the 41 provincial departments that have not developed access standards 37% reported that they were in the process of doing so. The Northern Cape Tourism and Environmental Conservation Department has approached external consultants to assist in the development of standards. The Free State and Western Cape Departments of Arts and Culture and the Free State Department of Agriculture are relatively new departments, and have not yet looked into developing access standards.

Twenty two percent (9 out of 41) of provincial departments reported not having the human resources or financial capacity to develop access standards.

4.2.4 Development of targets

Departments have to set targets for extending access to their clients. This includes implementing special programmes for improved service delivery to physically, socially and culturally disadvantaged persons[11].

	National	Provincial
No targets set	30%	30%
Upgrading of buildings and infrastructure	20%	18%
Improvement of services	20%	15%
Extending geographical reach	15%	15%
Improved communication	15%	14%
Development of strategic and operational plans	10%	13%
No response/not applicable	5%	9%
In process of developing targets	5%	6%
Improving wayfinding and signage	-	6%
Improved access for disadvantaged groups	15%	6%
Extension of hours of operation	-	4%

Table 8: Targets set to increase access to services

Over a quarter of departments at both national and provincial levels have not set targets to increase access to services[12]. This is despite the fact that the *White Paper for the Transformation of Public Service Delivery (1997)* stipulates that all national and provincial departments should "specify and set targets for progressively increasing access to their services for those who have not previously received them"[13].

For departments that had set targets on access, the most common targets were for the improvement of buildings and infrastructure, the improvement of services and the extension of reach geographically. Only 15% of national departments and 6% of provincial departments had targets for improving access for disadvantaged groups such as the poor.

[11] www.psc.gov.za/docs/reports/2000/survey/summary
[12] *One national department and 16 provincial departments did not respond to this question.*
[13] *White Paper on the Transformation of Public Service Delivery (1997), p18*

Departments that had clear, specific and measurable targets included:

- The National Department of Water Affairs and Forestry have set targets to ensure universal access to clean water, to eradicate the bucket system and to ensure universal access to basic sanitation by the year 2015.
- The Western Cape Office of the Premier has a target of 13 000 calls per month while Cape Access aims to deploy another 12 access points in 2006/07.
- The National Department of Education have set the target of having 20% of the poorest schools declared no fee schools as from the 1st of January 2006.

Some departments made mention of key performance indicators as opposed to targets. For example, the Department of Arts and Culture in Gauteng indicated implementing a research strategy to assist in the development of Key Performance Indicators (KPIs) such as percentage increase in access to sport and cultural activities and in awareness of national symbols. The National Department of Water Affairs and Forestry not only has very clear and specific targets as described earlier, but incorporates these into its Strategic Plan and has developed its capacity to measure and monitor progress.

Departments mentioned a number of measures to ensure that their targets were met, including quarterly and annual reports, improved technology, budget reviews, integration of Balanced Score Cards, performance contracts and the filling of vacant posts.
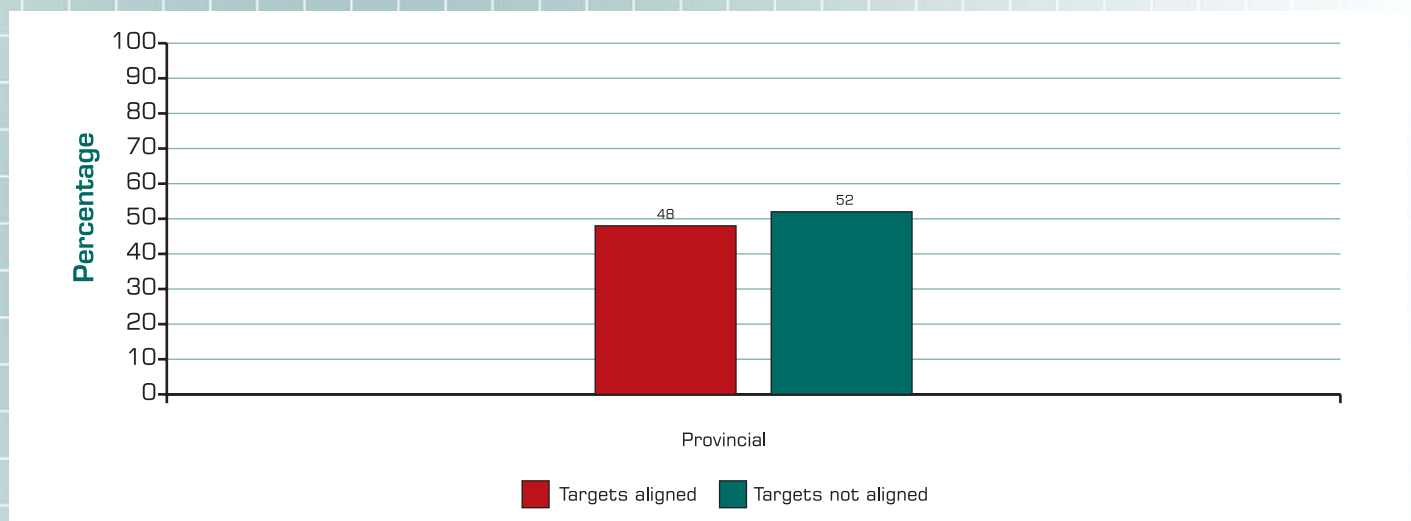
Figure 17: Departments' targets aligned with national targets on access

Around 48% (38 out of 79) of provincial departments have set their targets in line with the national targets set for their departments. In the North West, MPCCs were established in relation to the national guidelines, while the Office of the Premier in both the Western Cape and Mpumalanga have set their targets in line with the national government's mission of "Homes for All".

The Department of Arts and Culture in the Free State argued that their targets were not aligned with the national department's targets because these had not been communicated to them.

	National	Provincial
Lack of resources (capacity/financial)	10%	29%
Inadequate stakeholder participation	-	9%
Inadequate buildings/infrastructure	-	6%
Lack of knowledge/understanding by staff	5%	6%
Proper planning	-	4%
Combination of the above difficulties	5%	4%
Not indicated/applicable	80%	42%

Table 9: Difficulties faced by departments in setting access targets

Around 80% (16 out of 20) of national and 42% of provincial departments (33 out of 79) did not indicate whether or not they experienced any difficulties in setting access targets. SAPS and Correctional Services reported that they had not experienced any difficulties in setting access targets.

Lack of resources (human resources and financial) was the most common obstacle facing departments in setting access targets (10% of the national departments and 29% of the provincial departments).

One national department and three provincial departments said that a lack of understanding or knowledge by staff contributed to difficulties in setting access targets. Inadequate stakeholder participation, inadequate buildings or infrastructure and poor planning arrangements were also mentioned as difficulties in setting targets.
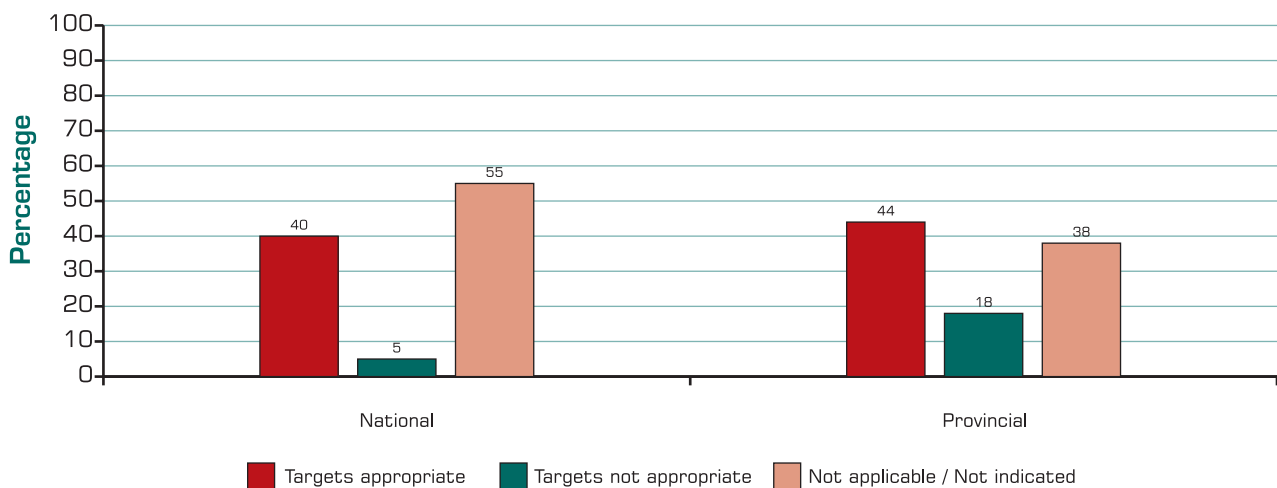
Figure 18: Appropriateness of targets for overcoming the access problems faced by departments

There was a minor discrepancy in how departments answered this question. In particular, 3 national departments that had previously indicated having no difficulties with regard to access now reported that their targets were appropriate for overcoming their access problems.

SAPS provided evidence of an increased number of reported cases as an indication that their targets were appropriate for overcoming access problems. At provincial level, 44% (22 out of 50) of departments felt that their targets are appropriate in addressing their access problems, while 9 departments felt that the targets were inappropriate. The Free State Office of the Premier felt that their targets were appropriate as they were reviewed on a regular basis. On the other hand, the Northern Cape's Department of Health felt that their targets are not appropriate as road access and physical distance to service points are still affecting their health care responsibilities and EMS.

4.2.5 Barriers to improving access
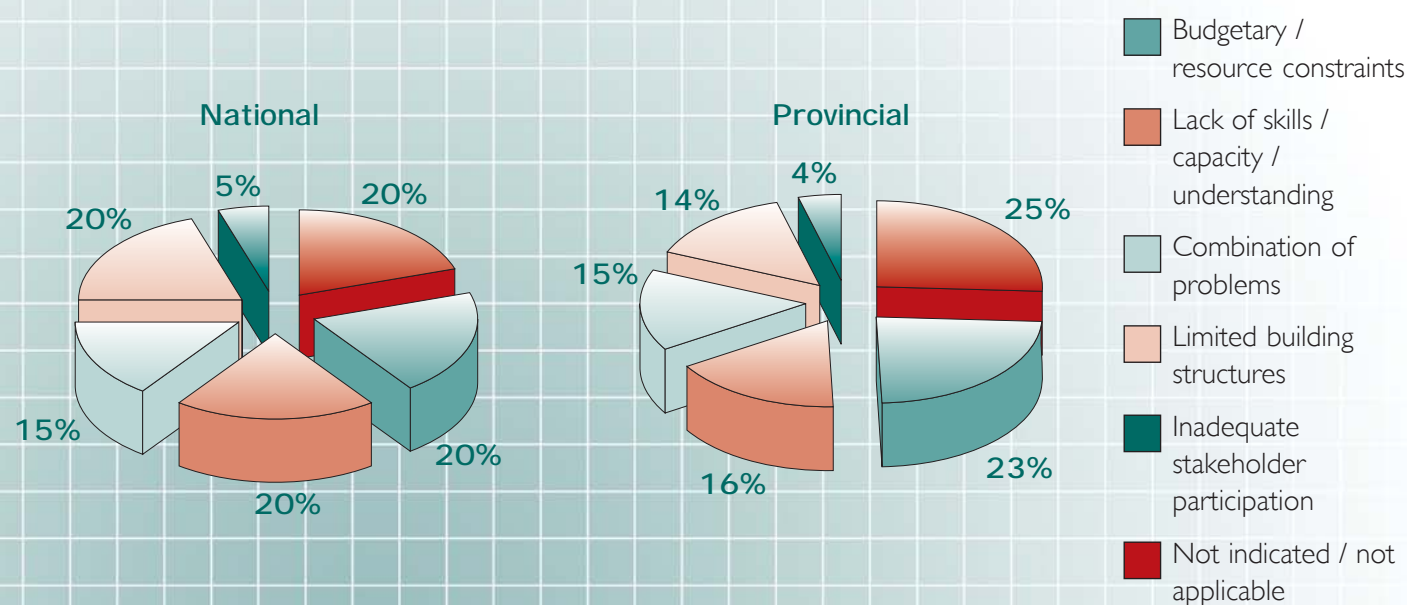
Figure 19: Problems experienced by departments in improving access to services

Around 20% (4 out of 20) of national departments and 25% (20 out of 79) of provincial departments failed to report on problems experienced in improving access to services. Twenty percent of national departments (4 out of 20) and 23% of provincial departments (18 out of 79) cited budgetary constraints as the key problem in improving access. Lack of skills and capacity 20% (4 out of 20) of national departments and 16% (12 out of 79) of provincial departments was another key problem.

Fifteen percent of national and provincial departments reported a combination of problems in improving access to services. The Free State, Mpumalanga and Gauteng Departments of Arts and Culture said that lack of policies and standards as well as inadequate stakeholder participation were highlighted as problems in improving access. The North West Provincial Department of Social Development reported that they had encountered problems of fraud by applicants for the Child Support Grant. The National Department of Land Affairs said that the distances between district offices and clients' homes was a barrier and also that increased prices of land affect land redistribution.

National

15% | 30% | 10% | 15% | 20% | 15% | 20%

Provincial

5% 3% | 9% | 38% | 15% | 20% | 27%

Legend:
- Capacity building / filling in vacant of posts
- Consultation with all relevant stakeholders
- Request for budget increase
- Public education and interaction
- Establishment of units / regional offices
- Refurbishment / erection new buildings
- Not indicated / not applicable
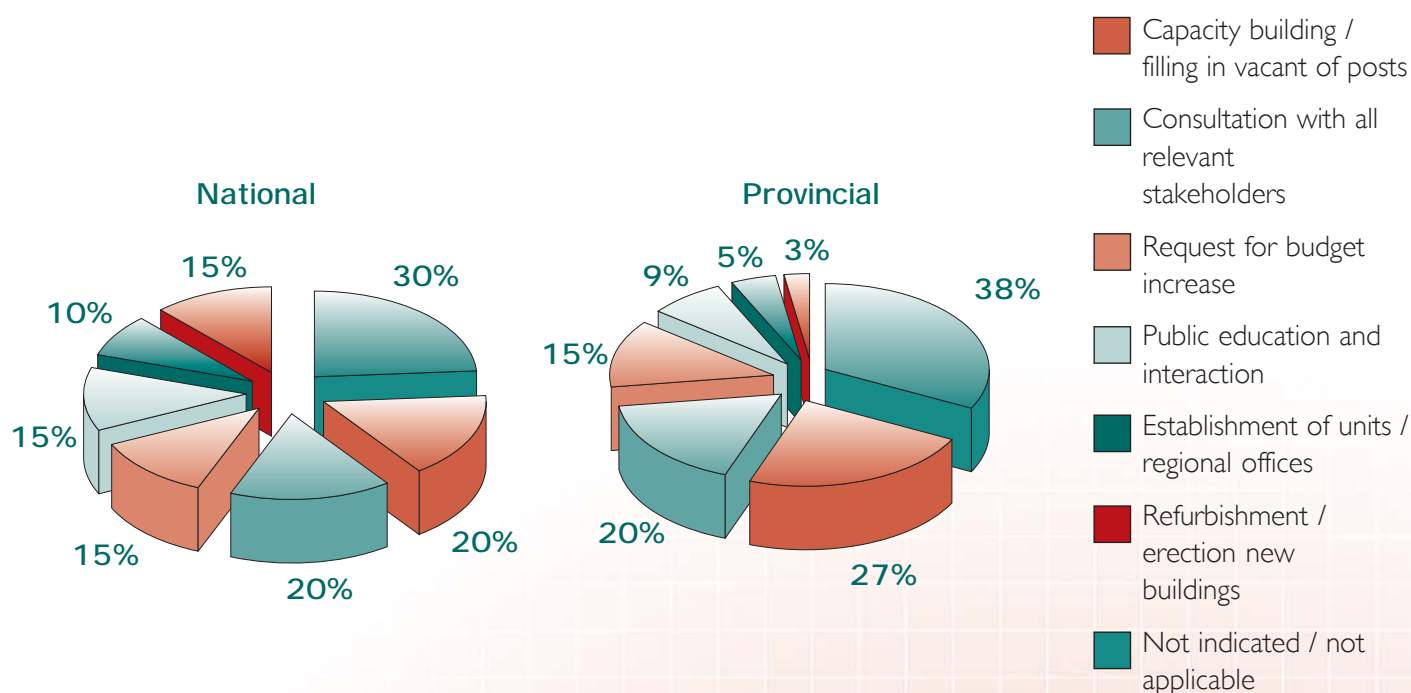
Figure 20: Measures to address problems experienced by departments in improving access to services

Departments were asked what measures they had put in place to address the barriers to improving access to services. The most frequently cited measures are captured in the chart above. The primary strategy for national and provincial departments was internal capacity building and the filling of vacant posts (reported by 20% of national departments and 27% of provincial departments). The second most common strategy was consultation and cooperation with relevant stakeholders. Surprisingly only 15% of all departments listed requesting additional funding as a measure to improve access to services yet this was reported to be the biggest constraint to improving access.

Other methods to address barriers to access include public education initiatives to improve interaction between the department and the public (15% national and 9% provincial departments), the establishment of regional offices to improve accessibility (10% of national and 5% of provincial departments) and improvements of current buildings and construction of new buildings (15% of national and 10% of provincial departments). A significant proportion, however, did not have or did not indicate measures to address the problems experienced in improving access to services (30% national and 38% of provincial departments).

4.3 Strategic and Operational Plans

Strategic plans refer to a department's vision and the direction taken by that department in pursuit of this vision. Operational plans translate the strategic plans into results and activities with measurable standards.[14] Operational plans refer to the internal institutional arrangements and policies to enforce the department's compliance with the access principle. Key performance indicators for translation of strategic plans into operational plans include:

- Performance agreements;
- Job descriptions;
- Performance management systems;
- Delegation of *Batho Pele* tasks to dedicated units/individuals;
- Budgetary allocation; and
- Training of staff.

The access study assessed these components to determine whether departments effected internal arrangements that allow for the translation of strategic plans and objectives into results.

4.3.1 Performance agreements/job descriptions
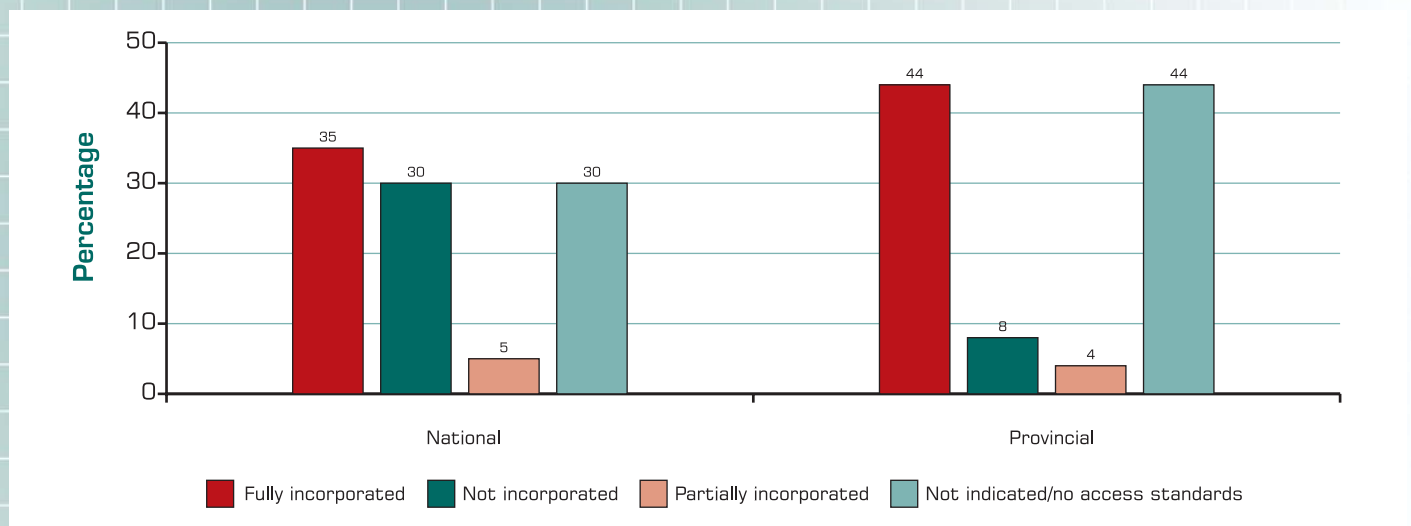
Figure 21: Incorporation of access standards into individual performance agreements and/or service level agreements

Thirty five percent of national departments (7 out of 20) and 44% of provincial departments (35 out of 79) are fully incorporating their access standards into individual performance agreements and/or service level agreements.
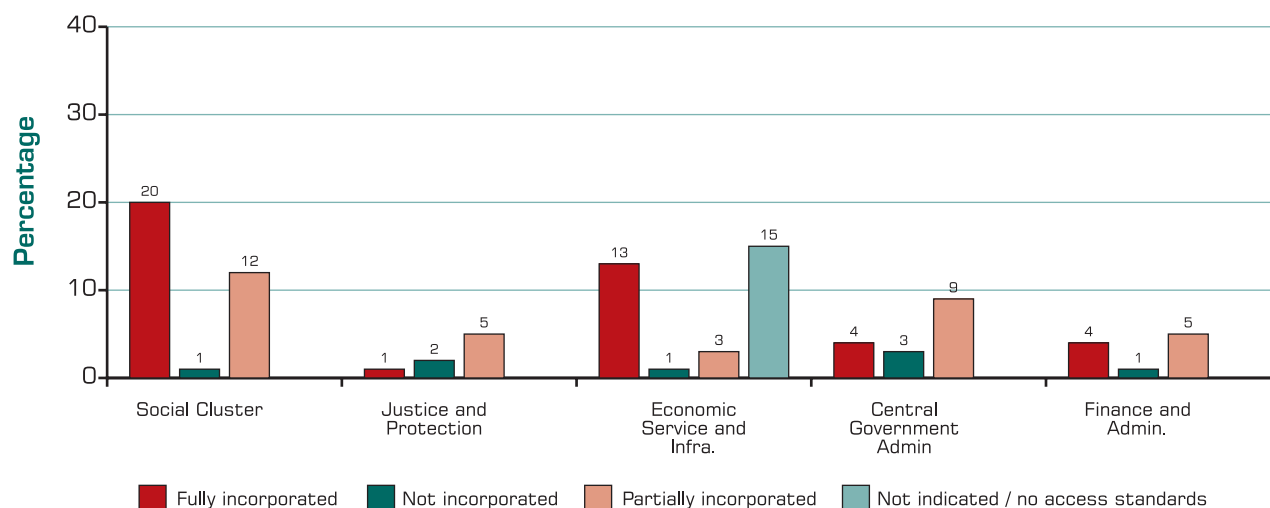
Figure 22: Incorporation of access standards into individual performance agreements and/or service level agreements, by cluster

Over three fifths (61%) of departments in the Social Services cluster (20 out of 33) indicated that access standards are fully incorporated into individual performance agreements and/or service level agreements, followed by the Economic Services and Infrastructure (13 out of 32), the Finance and Administration cluster (4 out of 10), the Central Government Administration (4 out of 16) and the Justice and Protection cluster (1 out of 8).

The table below illustrates how senior management ensures continued support and resources for the improvement of access to services

	National	Provincial
No structure in place	20%	15%
Implementation of strategic plans/ objectives	20%	14%
Constant monitoring of reports	-	4%
Service standards/part of performance agreement	-	5%
Initial & continuous planning	-	3%
Feedback from management meetings/consultation	10%	10%
Communication section at head office supports provinces with material	5%	-
Visits by special task teams/senior management to determine needs	10%	1%
Budgetary allocation and reviews	5%	18%
Resources channelled towards community outreach projects	-	1%
Conditional grants and developmental budgets	-	1%
Availing resources (HR, financial &material)	-	3%
Training of officials	5%	5%
Not indicated	25%	19%

Table 10: Ensuring continued support and resources for the improvement of access to services by senior management

Twenty percent of national departments (4 out of 20) and 15% of provincial departments (12 out of 79) indicated that they did not have any structures in place for managers to ensure continued support for the improvement of services. Twenty percent of national departments and 14% of provincial departments reported implementing strategic plans and objectives as a measure to improve access to services.

4.3.2 Delegation of Batho Pele tasks to designated units or individuals
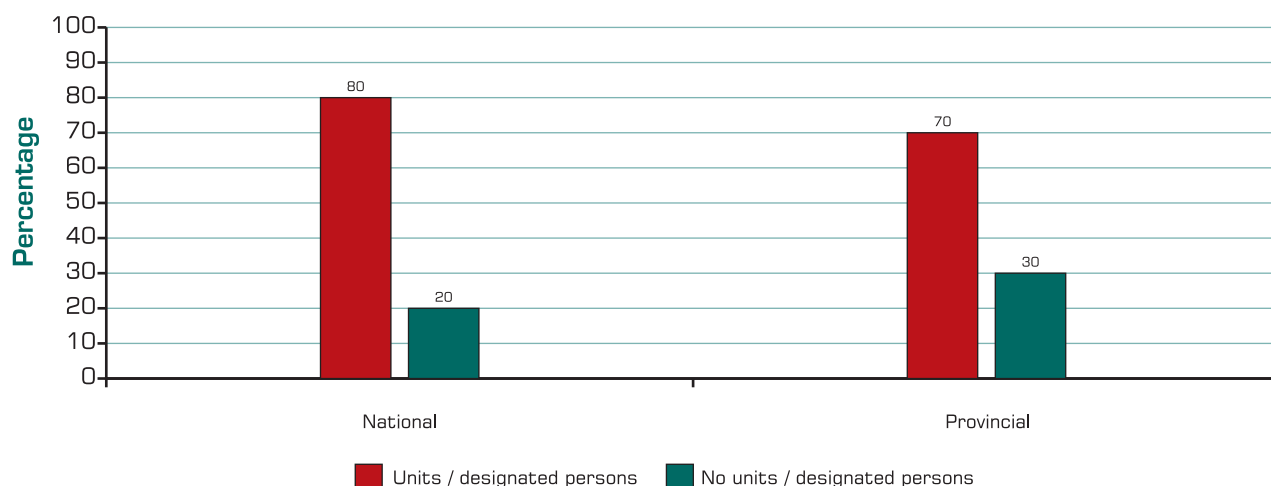
Figure 23: Units or designated persons responsible for ensuring the implementation of access principle to services

Eighty percent of national departments (16 out of 20) and 70% of provincial departments (55 out of 79) had units or designated persons responsible for ensuring the implementation of access principles to services. It appears that in most departments, this responsibility is dispersed amongst a number of units or components. Several departments have established a gender and transformation unit while others like Gauteng Provincial Health had a Quality Assurance Unit to monitor physical access.

In a number of provincial departments, this responsibility is decentralised to regional and district officials. The Department of Education in Limpopo has a broader vision of this responsibility. All employees/staff including those in service points are responsible for the implementation of this principle.
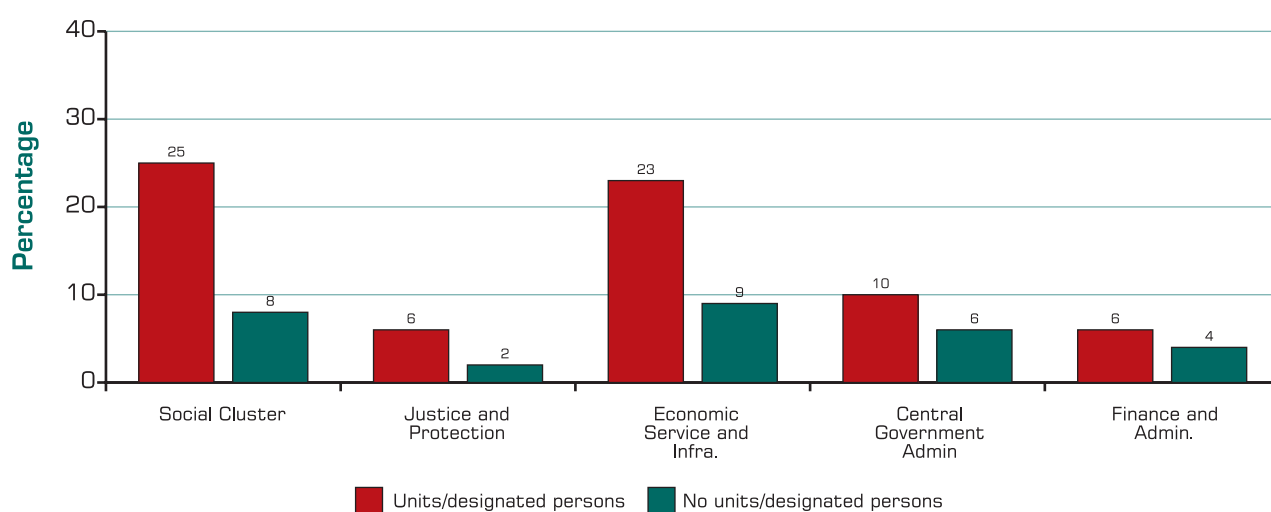
Figure 24: Units or designated persons responsible for ensuring the implementation of access principle to services, by cluster

Three quarters of departments in the Social Services (76%) and Justice and Protection clusters (75%) have units or designated persons responsible for ensuring the implementation of the access principle to services. They are followed by the Economic Services and Infrastructure (23 out of 32 departments), Central Government Administration (10 out of 16 departments) and Finance and Administration clusters (6 out of 10).

4.3.3 Training of Staff
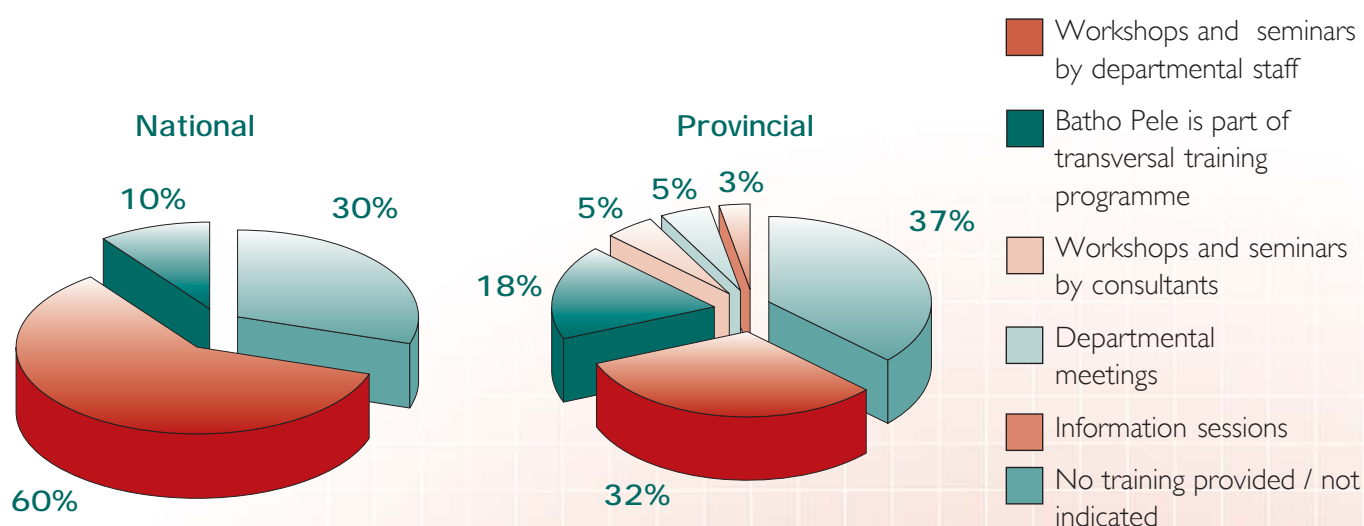
Figure 25: Training of staff to ensure compliance with the principle of access

Around 60% (12 out of 20) of national and 32% (25 out of 79) of provincial departments have conducted departmental workshops and seminars for all staff on the principle of access, while 10% (2 out of 20) of national and 18% (14 out of 79) of provincial departments did not provide specific training for *Batho Pele*, but made *Batho Pele* part of transversal training programmes.

Surprisingly, most provincial departments either did not provide any training or did not indicate how their staff is trained to ensure compliance. None of the national departments in the Financial and Administrative cluster have provided formal training on the access principle. The South African Police Services indicated that they had training in client care, telephone etiquette at the Community Service Centre, and how to respond to queries in all official languages.

	Social Cluster	Justice and Protection	Economic Service and Infra.	Central Government Admin	Finance and Admin.
Workshops and seminars by departmental staff	15	3	12	6	1
Workshops and seminars by consultants	1	-	1	2	-
Departmental meetings Information sessions	- -	- 1	4 1	- -	- -
Batho Pele is part of transversal training programme	8	-	6	1	1
No training provided/not indicated	9	4	8	7	8

Table 11: Training of staff to ensure compliance with the principle of access, by cluster

Departments in all the clusters were most likely to mention workshops and seminars by departmental staff as the forum they use to train staff to ensure that the principle of access is complied with. The Finance and Administration cluster was less likely to train staff to ensure compliance (8 out of 10 departments), followed by the Justice and Protection cluster (4 out of 8 departments).

4.3.4 Budget
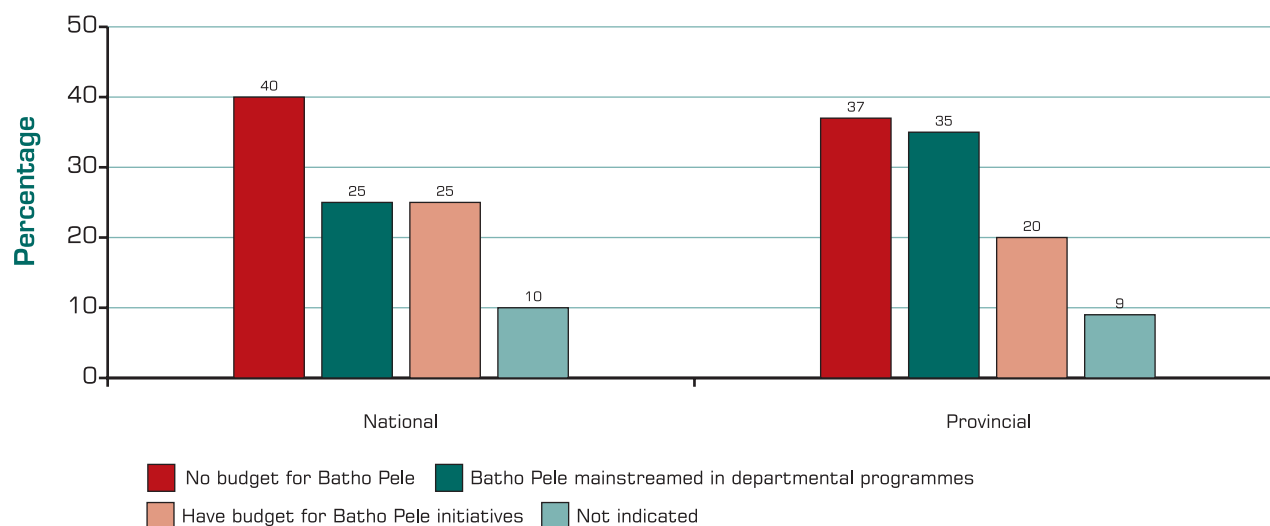
Figure 26: Departments' budget for Batho Pele principles

Twenty five percent of national departments and 20% of provincial departments reported that they had specific budgets for the implementation of *Batho Pele* principles. A quarter of national departments (5 out of 20) and 35% of provincial departments (28 out of 79) reported that they had mainstreamed the *Batho Pele* principles into their departmental programmes, and that the *Batho Pele* budget was integrated into other programme budgets. However, 40% of national departments (8 out of 20) and 35% of provincial departments (28 out of 79) did not have a budget for *Batho Pele*. In addition, 10% of national departments (2 out of 20) and 9% of provincial departments (7 out of 79) did not indicate whether they had specific budgets for the implementation of *Batho Pele* principles.

4.4 Consultation

The implementation of *Batho Pele* in government departments requires continuous consultation within departments and with end-users of the departments' services. Consultation is important because it ensures better decision making and planning and services that are in tune with the needs and expectations of the public. It affords dignity to the client and other stakeholders consulted. It also ensures that the citizens remain at the core of service delivery by enquiring from them about their needs and expectations.[15] Some key performance indicators around the success of consultation include:

* Participation of stakeholders in developing access standards and targets;
* Reporting on access standards to external clients; and
* Systems to provide feedback from the public on access.

4.4.1 Consultation with internal and external stakeholders

This section looks at the level of consultation with internal and stakeholders in setting access targets and the nature of this consultation.
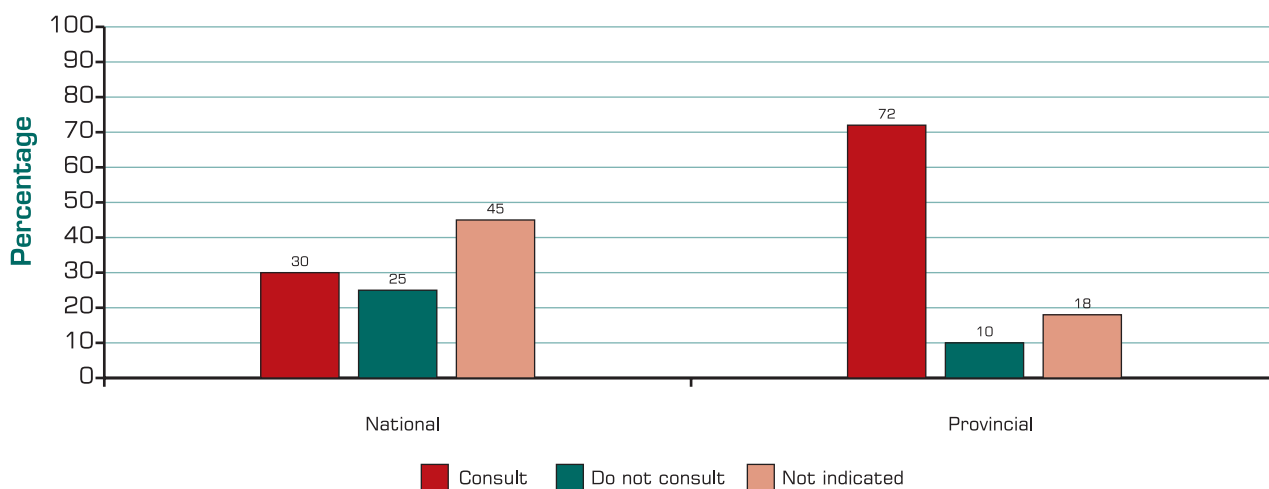
Figure 27: Departments that have consulted with stakeholders in the development of access targets

The above chart shows the extent to which departments had consulted internal and/or external stakeholders in the development of access targets. The level of consultation was low for national departments – 40% (8 out of 20) had consulted with stakeholders in developing their targets while 25% (5 out of 20) had not engaged in any consultation. Of those that had consulted, only one department (Social Development) had consulted with both internal and external stakeholders. The level of consultation was high across provincial departments. Close to three quarters of them had consulted with stakeholders. Of these, 72% (41 out of 57) had consulted with both internal and external stakeholders in developing access targets.

	National	Provincial
Provincial/national departments	38%	7%
Other departments	-	12%
Staff	25%	42%
Senior/executive management	50%	35%
Other units/directorates within the department	13%	12%
Trade unions/labour organisations	-	9%
Statutory bodies	-	4%

Table 12: Internal stakeholders consulted in setting access targets

The table above reflects the proportion of departments who had consulted with internal stakeholders of those who had engaged in consultation. Internal staff members, as well as senior and executive management were the most common internal stakeholders consulted. Internal consultation occurs mainly through departmental strategic planning sessions, meetings and workshops. Twelve percent of provincial departments considered other departments to be internal stakeholders.

	National	Provincial
National/provincial/district offices	-	12%
Other departments	63%	12%
Trade unions/labour organisations	-	7%
Business	-	11%
Youth/gender/disability forums	-	5%
Public/clients	13%	4%
Other institutions	13%	5%
Local government	13%	16%
Civil society	38%	12%
Community members	38%	14%

Table 13: External stakeholders consulted in setting of access targets

Nationally, the most common external stakeholders consulted were other government departments. Among provincial departments, the external stakeholders most frequently consulted were local government, as well as community members and community structures.

The following is an example from the National Department of Land Affairs of how input from external stakeholders was solicited and consolidated:

"The inputs, comments and suggestions were used as a basis to determine the targets. The targets are set at the annual strategic planning sessions of the senior managers. The inputs from meetings, workshops, discussions and enquiries from stakeholders are used to determine the targets. The issues from the Land Summit [held in 2005] are being analysed in order to develop implementation strategies to speed up land reform delivery" (National Department of Land Affairs).

A variety of reasons were given for the lack of consultation with stakeholders. The National Treasury reported that they were limited by the fact that they were not providing services directly to the public. The Department of Arts and Culture of the Western Cape highlighted capacity issues as the reason for lack of consultation but did not elaborate any further. The Northern Cape Tourism, Environment and Conservation Department had no policy to guide stakeholder consultation.

Gauteng Social Development argued that other factors were more important in driving access targets than consultation:

"The need to make services accessible is determined by the demographic and population trends and not necessarily on a consultation process with stakeholders" (Gauteng Department of Social Development).

The remainder of the departments said they had not consulted since they had not set access specific targets. It should be borne in mind that about 30% of all departments had not set any targets for improving access.

4.4.2 Consultation with disabled community
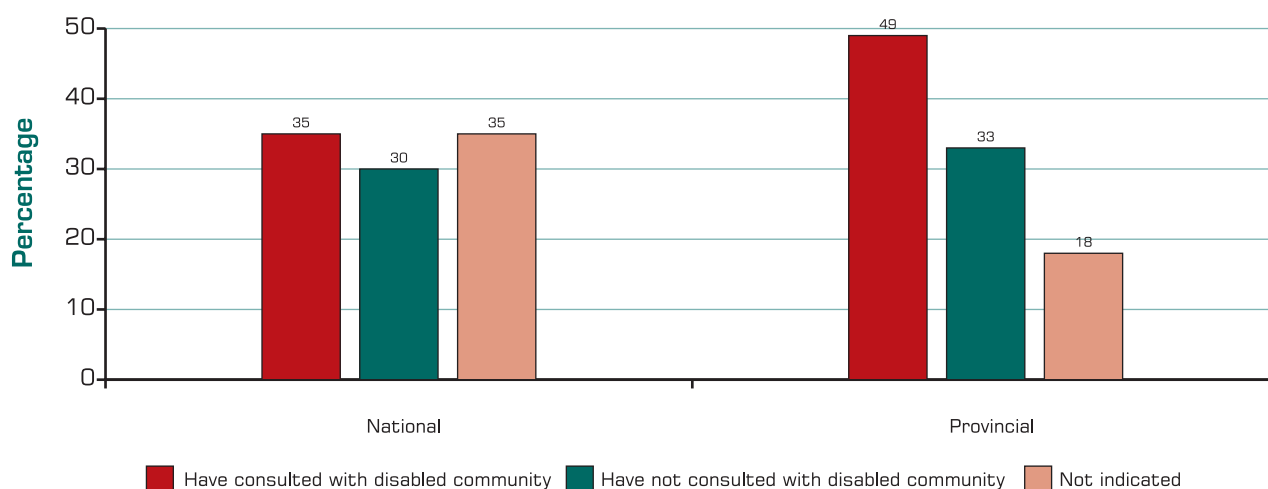
Figure 28: Departments that have consulted with the disabled community

More than a third of national departments and about half the provincial departments had sought specialised advice or consulted with the disabled community. Examples of such groups/persons consulted were provincial and national disability forums, Office of the Status of Disabled Persons, the Blind and Deaf Society, the Mental Health Society and the South African National Council for the Blind. Most departments did not elaborate much on the nature of consultation with these groups other than mentioning that they held meetings with representatives of the various bodies. The Department of Arts and Culture in Mpumalanga mentioned that their consultation had involved staff receiving training in sign language.

4.4.3 Summary on consultation

The level of consultation in developing standards and targets was fairly high across both national and provincial departments. Internal consultation was much higher than external consultation. With regard to consultation with the disabled community, about half the provincial departments had consulted or sought advice from the disabled community in ensuring that their buildings and services are accessible to this group compared to about a third of national departments.

4.5 Physical Access

This section of the report covers issues around physical access including wayfinding and signage and the targetting of designated groups and communities to improve access to services. Wayfinding and signage refers to finding a specific destination using signs or signage, information/help-desks, guides, physical devices such as hand rails and ramps, and electronic devices such as touch pads[16].

In addition, this section will report on departmental hours of operation, as well as conditions developed by departments to access services.

4.5.1 Wayfinding and signage
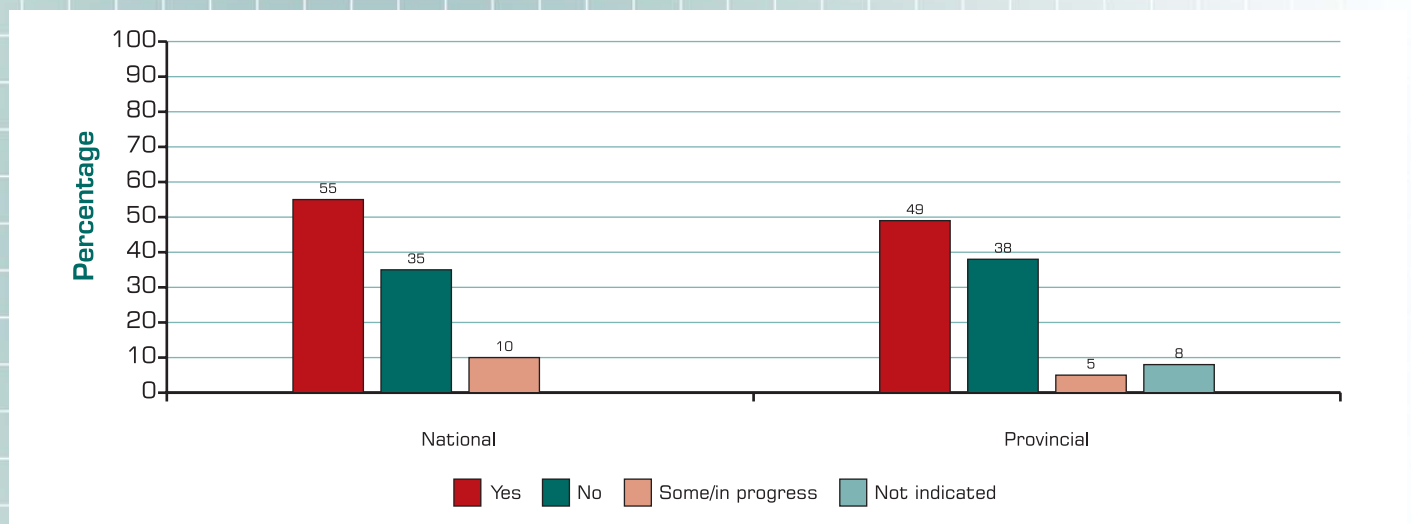
Figure 29: Departments that have their services indicated on buildings and signage

More than half the national departments (11 out of 20) and about half the provincial departments (39 out of 79) had their services clearly indicated on buildings and signage. A few departments (10% of national and 5% of provincial departments) reported that only some of their buildings had clear indications and signage. Of these, two national departments and one provincial department said that they were in the process of renovating or making improvements to ensure compliance with this aspect. An obstacle to clear signage on buildings was noted by the ICD who said that all buildings occupied by the department are leased, thus making it difficult to make any alterations without the consent of the landlord.

4.5.2 Physical access for designated groups
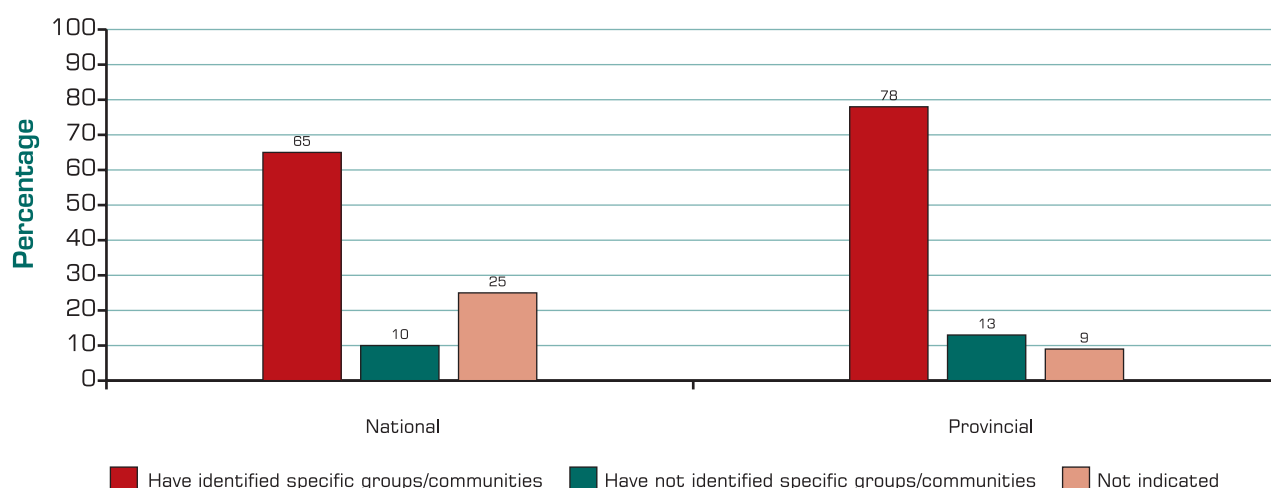
Figure 30: Departments that have identified groups or communities for improvement of access

At the national level, close to two thirds of national departments (13 out of 20), had identified specific groups or communities for the improvement of access to services. Provincially, the majority of the departments (78%) had also identified such groups or communities.

	National	Provincial
Rural areas	30%	33%
Women	10%	29%
People with disabilities	20%	27%
Youth	15%	22%
Specific communities/historically disadvantaged groups	10%	18%
Children	5%	13%
Poor/unemployed	5%	13%
Municipalities	10%	9%
Elderly/pensioners	5%	6%
People living with HIV/AIDS and/or chronic illnesses	5%	6%
Illiterate people/people who cannot understand English	5%	6%

Table 14: Specific groups or communities targeted for improvement of access to services

The main groups targeted both provincially and nationally for improvement of services were rural communities, youth, women and people with disabilities. Less than 10% of all the departments targeted the elderly or people living with HIV and AIDS and other chronic illnesses as groups requiring improved access to services. This lack of improvement of access for the elderly and people living with HIV/AIDS should be seen in the context of the likely growth of this grouping in the population. The fact that less than one tenth of all departments target illiterate people and people who cannot read or understand English is also of concern given the low levels of literacy in rural areas and given the fact that the country has 11 official languages.

4.5.2.1 Strategies to increase access to people with disabilities
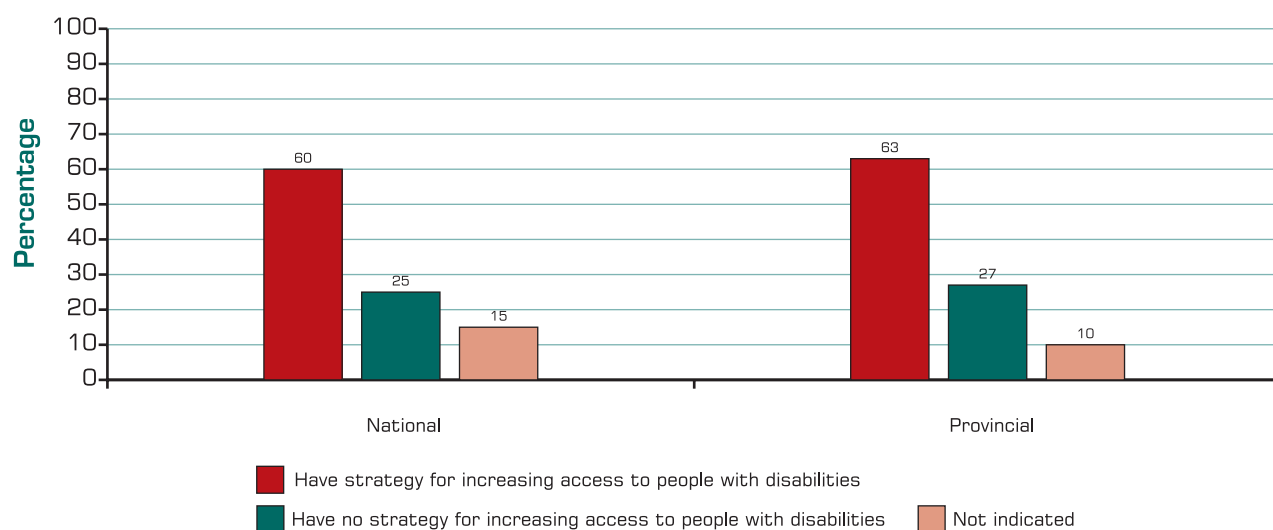
Figure 31: Departments that have strategies to increase access for people with disabilities

More than 60% of both national and provincial departments had implemented strategies to increase access for people with disabilities. About a quarter of national and provincial departments did not have such strategies. Gauteng Arts and Culture, Free State Arts and Culture and Western Cape Safety and Security indicated that they did not have a formal/written strategy. The Department of Health in the Western Cape has adopted the national strategy. The Department of Safety and Security in the Western Cape had no strategy but said that facilities such as toilets and lifts were accessible for the disabled. Ensuring that toilets and lifts are accessible to disabled persons is a minimal level of access and caters for a small proportion of the disabled. These measures do not go far enough and do not reach people with other forms of disability, such as the hearing impaired.

4.5.2.2 Measures to improve access for designated groups
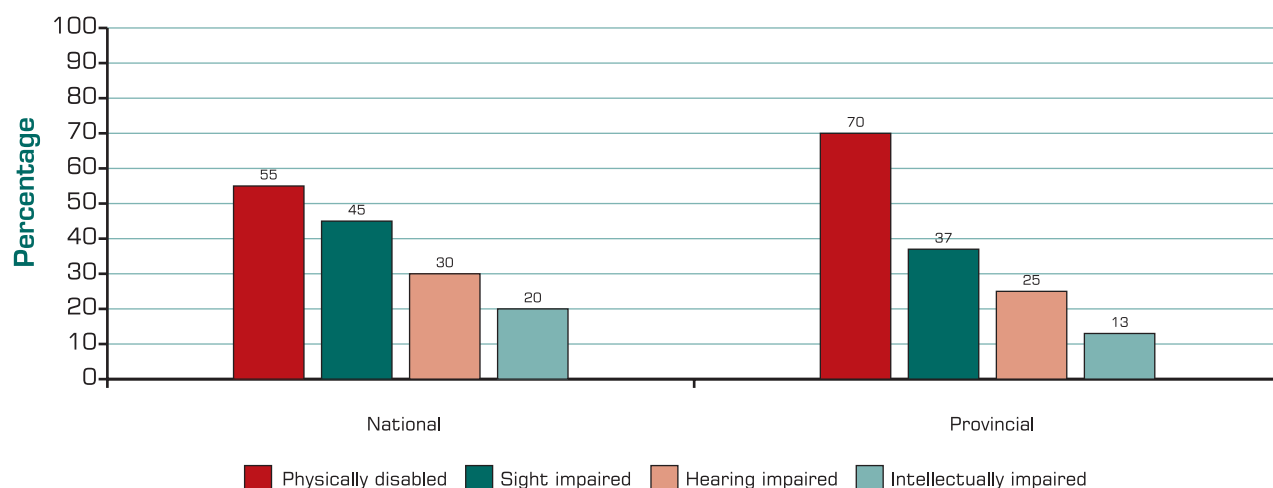
Figure 32: Measures in place to improve access for people with physical disabilities

Half the national departments (11 out of 20) and close to three quarters of provincial departments (55 out of 79) have measures in place to improve access for physically disabled persons. These measures include ramps and rails, lifts, special toilets and accessible parking. The National Department of Home Affairs has special counters for the disabled.

Close to half the national departments (45%) but less than 40% of provincial departments have measures in place for the sight impaired. The most commonly listed measures were the use of Braille in documents and lift buttons, and storage of information on tape and CD. The Eastern Cape Department of Treasury has support enforcements fitted on the sides of stairs to assist people with sight impairments.

For the hearing impaired, the most commonly mentioned measures were sign language, signage on buildings and written information such as leaflets. As the above chart shows less than 20% of provincial departments had measures to improve access for the intellectually impaired. Those that had such measures mentioned staff assistance for example in completing forms and home visits. The KZN Department of Housing has plans to engage the services of psychologists to assist mentally impaired people.
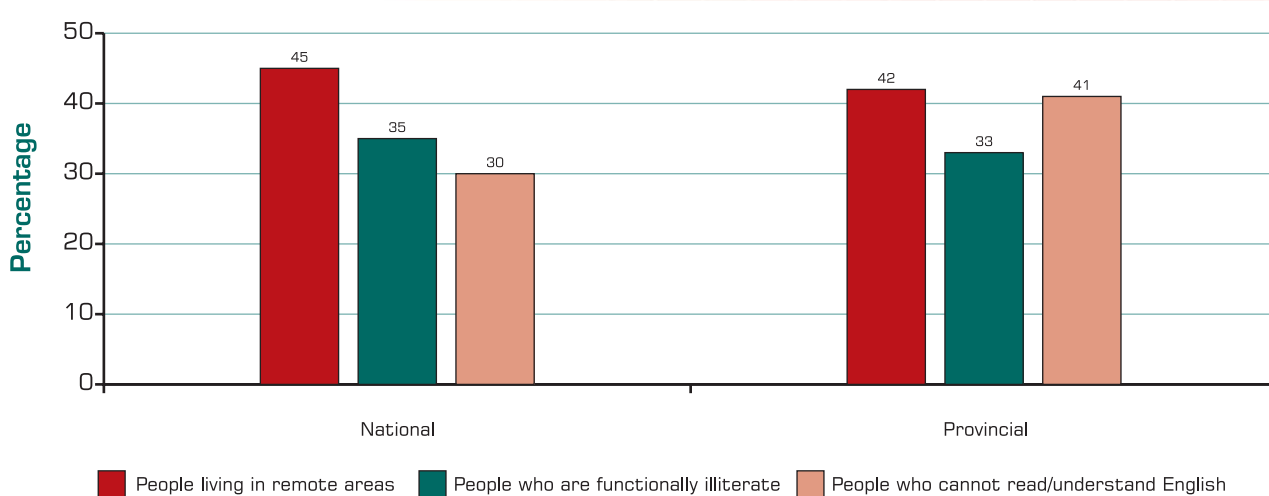
Figure 33: Departments that have measures in place to improve access for other designated groups

Less than half of the national (45%) and provincial (42%) departments specified any measures to improve access to people in remote areas[17], and only about a third had measures for functionally illiterate people. Less than a third of national departments had measures for people who cannot read/understand English compared to about two fifths of provincial departments. This is disturbing given that the Constitution stipulates that public services must be made available to all South Africans in an equitable fashion, and that a large proportion of South African adults are illiterate or semi-literate and speak languages other than English. These findings resonate with the findings from the PSC Client satisfaction survey in the Justice Cluster which also pointed to poor physical access to services for rural citizens compared to urban dwellers[18].

The departments that had measures to improve access in remote areas listed mobile units, community outreach programmes, awareness campaigns, MEC meetings and izimbizo as the means of extending reach to such communities. Popular means of reaching functionally illiterate people and those who cannot read/understand English were front-desk assistance, community meetings and izimbizo, translation of documents into local languages spoken in the province and links to ABET programmes. Several departments had translation services for people who cannot read or understand English.

[17] The proportion of departments who had measures to improve access to people living in remote areas was slightly higher than those who said they had targets for people living in remote areas as illustrated in the previous table on specific groups or communities targeted for improvement of services
[18] Public Service Commission, 2005. Citizen Satisfaction Survey: Overview of the Criminal Justice Sector. Pretoria: PSC.
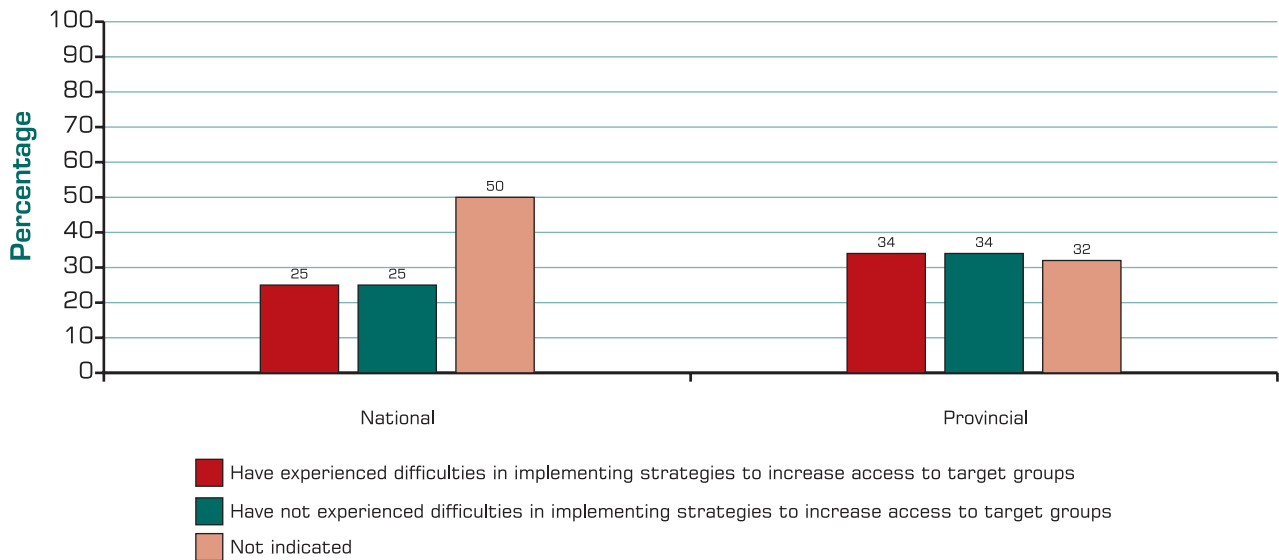
Figure 34: Departments that have experienced difficulties in implementing strategies to increase access to target groups

Departments were evenly split with regard to whether they had encountered difficulties in implementing strategies to increase access for designated groups. About half the national departments and a third of provincial departments did not respond to the question. Some of the difficulties cited were lack of cooperation by stakeholders, limited funding and lack of internal capacity. The Mpumalanga Department of Arts and Culture specified insufficient literature in vernacular languages as a constraint.

4.5.3 Summary on physical access

• The level of compliance with regard to the installation of clear signage about services was fair. About half the provincial departments and slightly more than half the national departments had clear signs on their buildings.

• The main groups targeted for improvement of access are rural communities, women, youth and people with disabilities. Few departments target the elderly/pensioners, with the exception of the departments of Health and Social Development.

• Two-thirds of the departments have strategies for the disabled while about half have specific measures to improve access for the disabled. Access for disabled persons is generally at a minimal level and few departments have improved access for the full range of disabilities that people have.

• Less than half the departments had any measures to improve access to people in remote areas, and only about a third had measures for functionally illiterate people and people who cannot read or understand English. This is a disturbing finding given that the Constitution stipulates that public services must be made available to all South Africans in an equitable fashion and given the fact that a large proportion of South African adults are illiterate or semi-literate and that the country has 11 official languages.

• The major constraints listed were lack of resources and internal capacity, as well as lack of cooperation from stakeholders.

4.5.4 Hours of operation
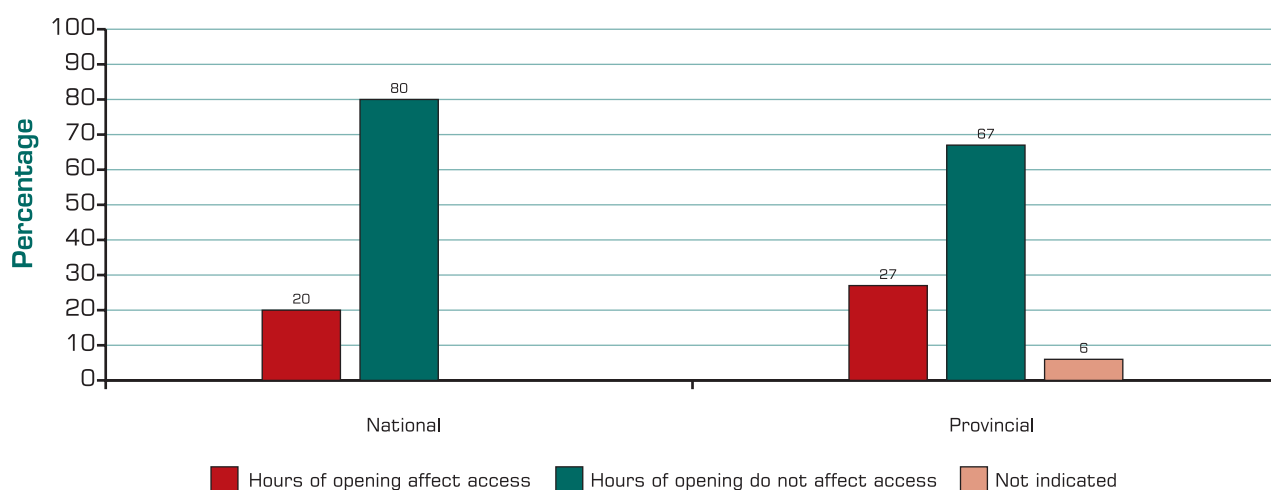
Figure 35: Departments whose services and accessibility are affected by opening hours

Hours of opening are important in assessing whether services are accessible. This is particularly the case for crucial services such as health care and police services that require 24 hour operations. About a fifth of national departments and a quarter of provincial departments said that their services were affected by opening hours. The departments that said their services were affected by opening hours were mainly in the social cluster, specifically the Departments of Health for clinic services and Arts and Culture for library services. Four provincial health departments mentioned that some of their clinics only open during normal working hours and this has negative implications for people wanting to access these services after hours.
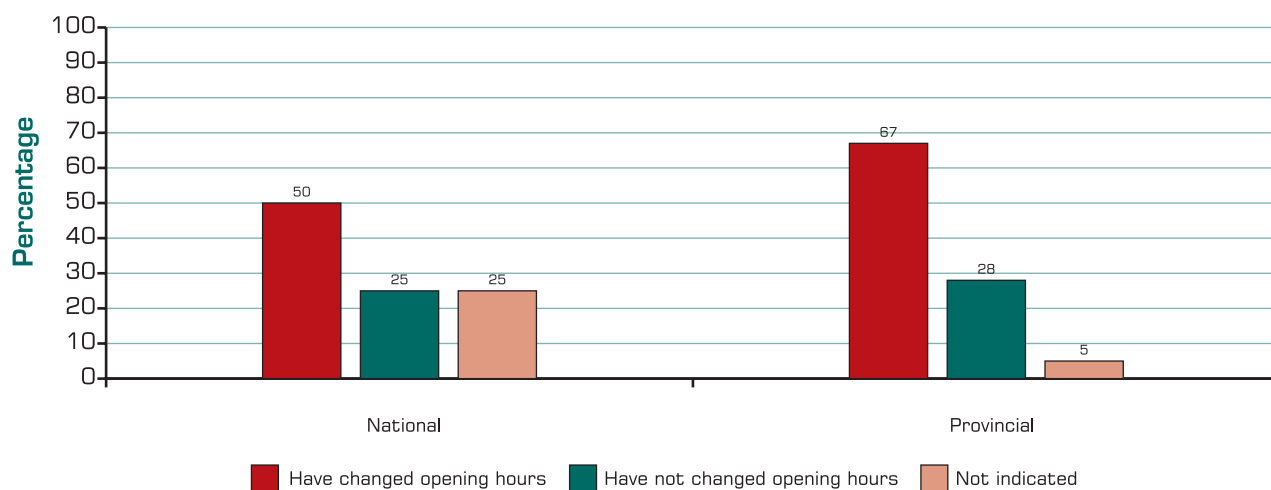
Figure 36: Departments that have changed opening hours

Fifty percent of the national departments (2 out of 4) and 67% of the provincial departments (14 out of 21) who said that accessibility to their services was affected by opening hours had changed their opening hours. The reasons for the changes were mainly to address demand for services after normal working hours. Some examples of the changes made and the reasons for the changes are as follows:

- The Department of Labour has extended hours for labour inspectors and has introduced a call-centre to address UIF enquiries;
- The Department of Home Affairs has adopted flexi hours for staff;
- Western Cape Transport and Public works has extended hours for the licence board to accommodate the growing demand for applications;
- Gauteng Public Works has extended hours for licence renewal;
- Western Cape Social Development is currently drafting policies and action plans to accommodate clients who can only access their services on Saturdays;
- In KZN Housing senior managers are on call 24 hours per day as per their employment contract; and
- Gauteng Health Clinics are being encouraged to stay open until 7:00 pm (19:00) to accommodate clients who can only attend the clinic after normal working hours.

4.5.5 Conditions/requirements to access services
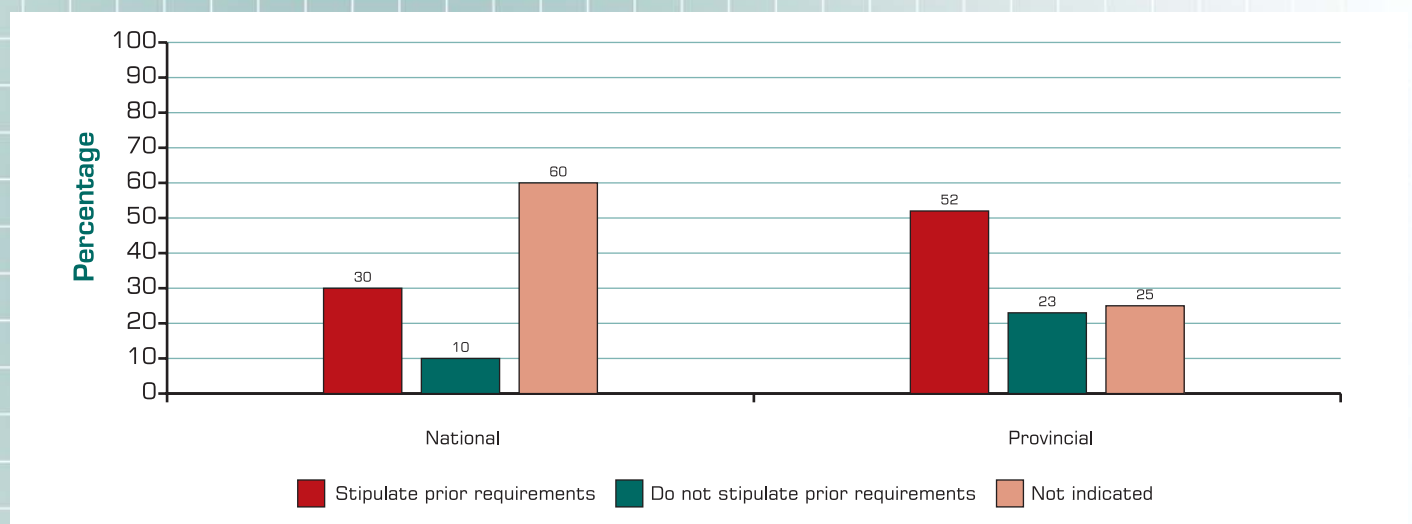
Figure 37: Departments that stipulate prior requirements to access services

A larger proportion (52%) of provincial departments (41 out of 79) have prior requirements to access services compared to 30% of national departments (6 out of 20), which is not surprising given the fact that they are more directly engaged in public service delivery.

	National	Provincial
Departmental publications	50%	68%
Mass media	-	27%
Meetings/imbizo	-	24%
Awareness campaigns	33%	20%
Noticeboards	-	19%
Roadshows	-	12%
Help desks/departmental staff	17%	10%
Community radio stations	-	7%
Other institutions	-	7%
Toll-free line/call centre	-	5%
Service-points/pay-points	-	5%

Table 15: Means used to inform clients about the requirements to access services

A range of measures are used to inform clients about the requirements to access services as outlined above. Very few national departments mentioned any prior requirements and hence did not have any means in place to inform clients about accessing these requirements.

Departmental publications such as annual reports, brochures and pamphlets were the most commonly used method to inform clients about requirements to access services across both provincial and national departments. Advertisements through radio and TV, as well as meetings, information sessions and izimbizo were also common means of communicating for provincial departments. Only two provincial departments said that toll-free lines and call centres were a means of communicating these requirements even though 70% of national departments (14 out of 20) and 44% of provincial departments (14 out of 79) had mentioned toll-free lines and call centres as some of the approaches implemented to improve access to services.
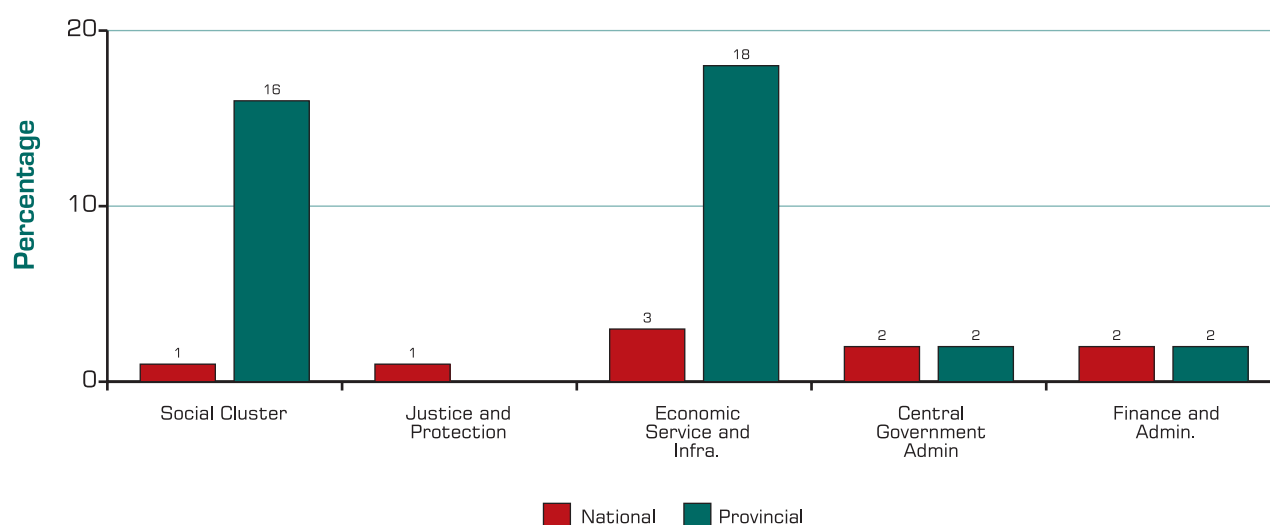
Figure 38: Departments that levy fees for services or products[19]

[19] This chart reports on numbers rather than percentages due to the small number of departments in some clusters, for example, Central Government and Administration

At the national level, the economic cluster has three departments that levy fees for services. These departments are: Minerals and Energy, Land Affairs, and Trade and Industry. The other clusters had only one or two national departments that charge fees. Provincially, the Economic and Social clusters have the largest number of departments that levy fees for services or products. None of the provincial departments in the Justice Cluster charge fees.
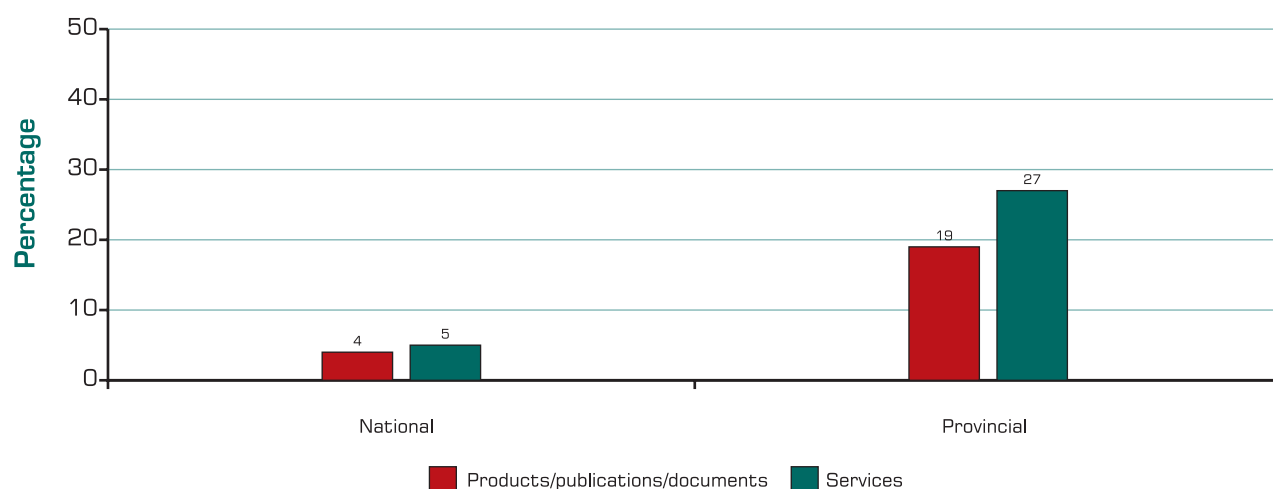
Figure 39: How departments make use of levied fees

National departments were almost evenly split across the use of fees charged. About half of them said they charged fees for publications and documents such as tender documents and licences while the other half charge fees for services such as education, library and archiving and hospital services. With provincial departments, fees charged are mainly used for cost recovery of services provided.

	National	Provincial
Referral to other departments	33%	29%
Fee exemptions/waivers	50%	24%
Clients denied access	17%	12%
Alternative requirement	-	10%
Advance payment	-	7%
Disregard requirements	17%	7%

Table 16: How departments deal with clients who are unable to meet specified requirements

Referrals to other departments and providing fee exemptions/waivers were the two most common ways in which clients unable to access services were dealt with by departments that stipulate prior requirements in order to access their services. Fee exemptions were commonly mentioned in the Social cluster while referrals to other departments (for example Home Affairs for ID documents) were specifically mentioned by the Departments of Arts and Culture and Social Development. Less than 10% of provincial departments have a provision to disregard requirements for clients who are unable to meet them.

4.6 Monitoring and Evaluation

The implementation of *Batho Pele* requires a constant process of self-assessment by government departments. Self-assessments are a means to monitor the efficacy of teams, units or projects in meeting their service delivery commitments[20]. The key performance indicators for a functioning self-assessment mechanism include:

- Regular monitoring and evaluation of standards and targets;
- Measurement of performance against set standards; and
- Reporting on the findings of the assessment.

4.6.1 Monitoring and evaluation systems
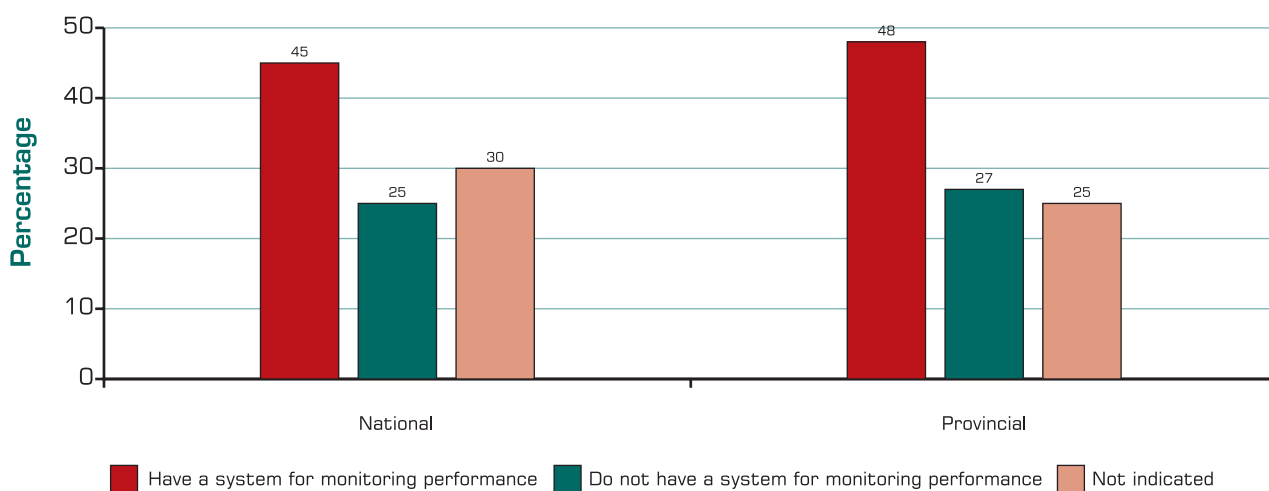
Figure 40: Departments that have systems for monitoring performance against standards and targets for access

The above chart indicates that less than half the departments both nationally and provincially had systems in place to monitor their performance against set targets and standards for access. Generally, monitoring and evaluation systems mentioned by departments appear to be in the form of monthly management reports or performance management systems. Some departments, for example, the Western Cape Office of the Premier does not have a formal monitoring system. However, they do conduct regular visits to access points and hold management discussions on a regular basis concerning access to services and problems experienced.

The DPSA seems to have developed a detailed monitoring and evaluation system for measuring performance against set standards and targets for access, although this appears to be for the purpose of measuring the performance of other government departments. The DPSA has developed a template that other departments should complete to report progress on *Batho Pele* initiatives. The department spells out the target time for submission of the reports, and follow ups are made in cases where departments cannot meet the timelines.

[20] *Batho Pele handbook, p211*
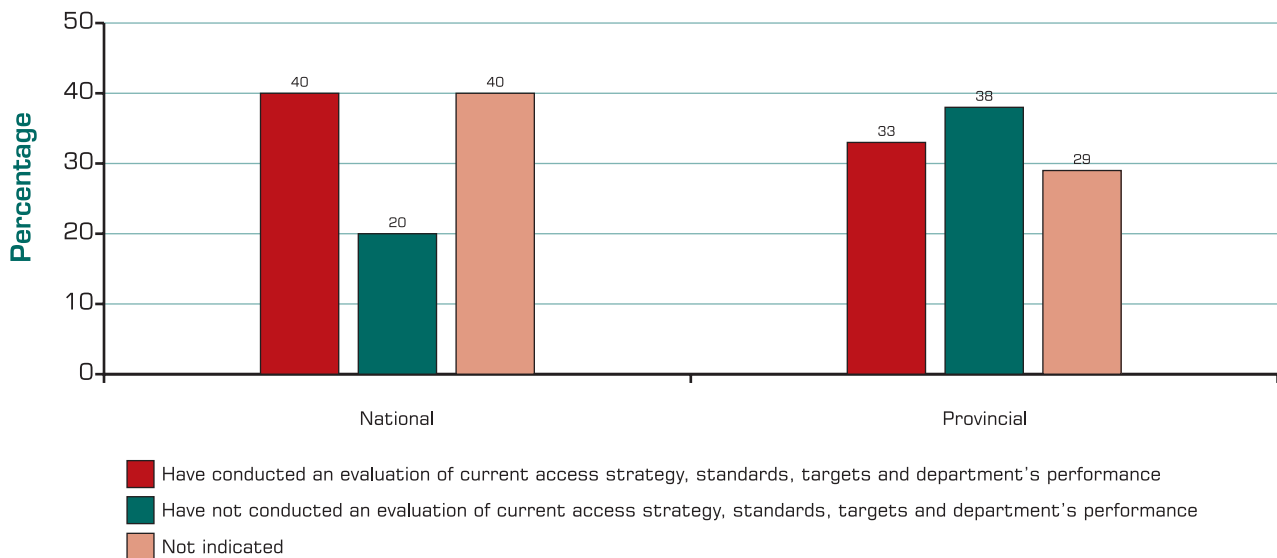
Figure 41: Departments that have conducted an evaluation of their current access strategy, standards and targets

Two fifths of national departments and a third of provincial departments had conducted an evaluation of their access strategy, standards and targets. Many of them did not elaborate on how the evaluation was conducted and what the key findings were. Some examples of those that described their evaluation process and outcomes include the following:

• SAPS commissioned Development Research Africa (DRA) to conduct a client satisfaction survey in 2004. Data from the same study was also analysed as part of the PSC client satisfaction in the Justice Cluster survey conducted in 2004-2005. According to SAPS, the survey pointed to a good service delivery system although there were areas recommended for improvement.
• Western Cape Office of the Premier: The main findings of this evaluation were that marketing of services should take place, that access points need to be increased and that duplication of services offered by other departments should be avoided.
• Gauteng Public Works conducts regular surveys of the labour intensity programme (LIP) to monitor job creation. The findings show that the LIP is instrumental in providing jobs to the unemployed.
• Stats SA: Their evaluation pointed to improved accessibility through the establishment of a one-stop shop and the development of a user management system to track stakeholder queries. Their website has been revamped to be user friendly.

4.6.2 Performance against standards and targets

With regard to performance against set standards and targets for access in the last four years, two national departments (Labour and Land Affairs) felt that their performance was satisfactory while one department (Home Affairs) reported an improvement. Provincially, 19% (5 out of 26) of those that had done evaluations reported good performance. The North West Department of Agriculture indicated that 60% of their standards had been achieved.

According to the Gauteng Public Works office, their provincial infrastructure analysis was instrumental to the EPWP strategy.[21] The department has also been nominated for the Premier's service excellence award for improved communication services and has also received the Golden Award for licensing services.

[21] The Expanded Public Works Programme (EPWP) is one of South African Government's short-to-medium term programmes aimed at the provision of additional work opportunities coupled with training. The EPWP is a programme which cuts across all government departments and all spheres of government. For more information visit www.Epwp.gov.za.

4.6.3 Reporting on performance
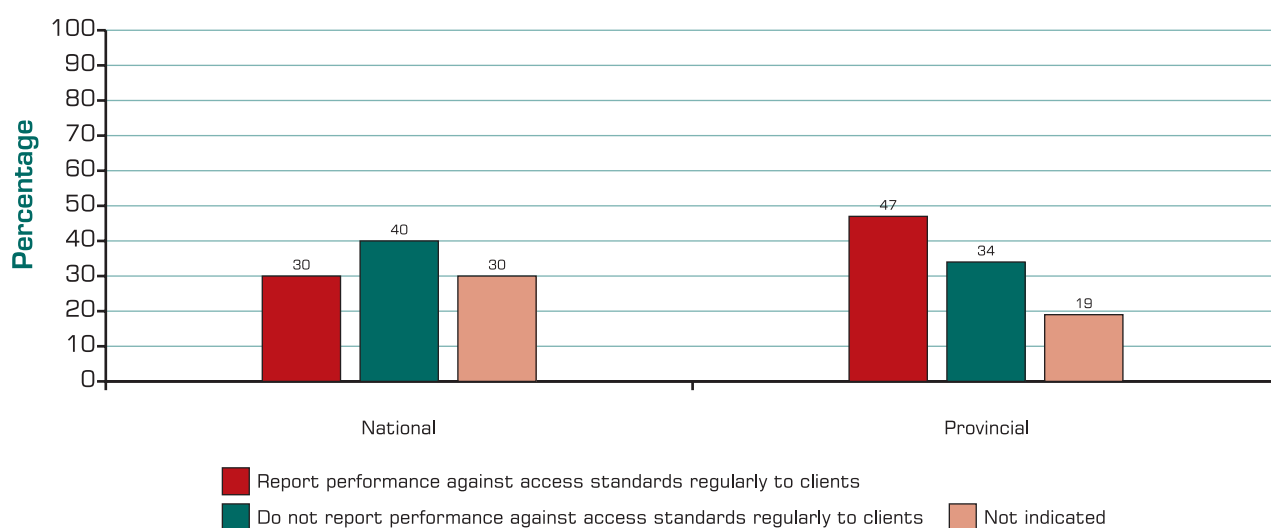
Figure 42: Departments that report on performance against access standards regularly

The same proportion of provincial departments who said that they report on access standards regularly (47%) also said that they report on performance against standards regularly. However, a lower proportion of national departments (30%) said they reported on performance against standards compared to those that report on access standards (50%).

4.6.3.1 Systems to receive feedback from the public
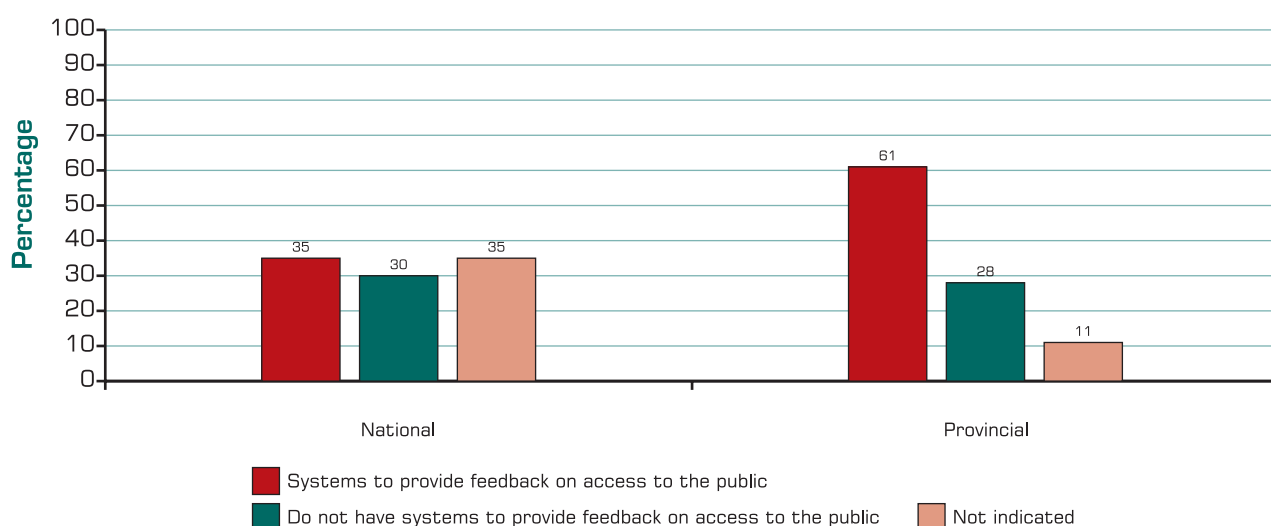
Figure 43: Departments that have systems to provide feedback from the public on access

Over a third of national departments and three fifths of provincial departments had systems to receive feedback from the public on access. Examples of systems to receive feedback from the clients included suggestion boxes, toll-free lines, help-desks, roadshows and izimbizo. Five departments mentioned client satisfaction surveys.

4.6.4 Summary on monitoring and evaluation systems

Less than half of all the departments have monitoring systems. Those that had developed such systems mentioned monthly reports and performance agreements as examples of such systems. The DPSA has a template for monitoring compliance of other departments with *Batho Pele*. About half of the national and more than two thirds of provincial departments had conducted evaluations. However, these evaluations were not specifically on access but were focused more broadly on service delivery. Reporting on performance against standards and targets is low. Less than a third of national departments and less than half of provincial departments report on performance against access standards and targets. Performance on systems to receive feedback from the public on access was good. More than half the provincial departments have systems to receive feedback from the public while only about a third of national departments have such systems.

4.7 Service Improvements

An important component of implementing the Batho Pele principle of access is the constant assessment and improvement of the accessibility of departments ' services. This requires both internal assessments and regular consultation with clients. The following section presents departments' own assessment of the accessibility of their services and are as for improvement.

4.7.1 Self-assessment on accessibility of services and compliance with access principles

	National	Provincial
Excellent	5%	5%
Good	35%	39%
Adequate	30%	38%
Poor	10%	8%
Very Poor	-	1%
Not indicated	20%	9%
Total	100%	100%

Table 17: Departments ranking of overall access to services rendered

The majority of departments ranked themselves fairly positively in the promotion of access to services. The Department of Land Affairs considered their overall access to services as excellent. More than a third of national departments (35%) ranked the overall access to services rendered as good. However at least one in ten national departments felt that access to their services was poor. A similar pattern was observed across provincial departments. Four provincial departments (Limpopo Health and Social Development, Western Cape Health, Gauteng Housing and Mpumalanga Local Government and Housing) gave themselves an excellent score. The Mpumalanga Provincial Treasury ranked their overall access to services as poor but did not give any indication why they gave themselves this low rating.

	Social	Justice	Economic	CGA	Finance
Excellent	9%	45%	3%	6%	-
Good	48%	25%	26%	25%	40%
Adequate	27%	13%	42%	50%	10%
Poor	9%	-	8%	-	10%
Very Poor	-	-	-	-	10%
Not indicated	7%	17%	21%	19%	30%
Total	100%	100%	100%	100%	100%

Table 18: Departments ranking of overall access to services rendered by cluster

The pattern in terms of ranking was similar across the five clusters. None of the departments in the Central Government cluster rated themselves as poor.

	National	Provincial
Excellent	5%	5%
Good	40%	34%
Adequate	15%	38%
Poor	20%	8%
Very Poor	-	1%
Not indicated	20%	14%
Total	100%	100%

Table 19: Departments ranking of compliance with principle of access

A large number of departments both nationally and provincially ranked their compliance with the *Batho Pele* principle of access as either good or adequate. Five departments in total felt that their compliance with this principle was excellent.

	Social	Justice	Economic	CGA	Finance
Excellent	9%	-	3%	6%	-
Good	48%	63%	31%	25%	40%
Adequate	27%	13%	50%	38%	10%
Poor	9%	13%	9%	13%	10%
Very Poor	-	-	-	-	10%
Not indicated	7%	11%	7%	18%	30%
Total	100%	100%	100%	100%	100%

Table 20: Departments self-assessment of compliance with principle of access, by cluster

Three of the five departments that ranked their compliance as excellent were in the social cluster. Half the departments in the financial cluster ranked themselves as average to poor.

4.7.2 Improving access to services

National and provincial departments were asked to consider the areas that need to be given priority in order to improve access to their services. Departments mentioned four broad areas:

- Increased resource allocation including budgetary allocation and physical infrastructure;
- Training of staff;
- Improved consultation with internal and external stakeholders; and
- Improved physical access for designated groups.
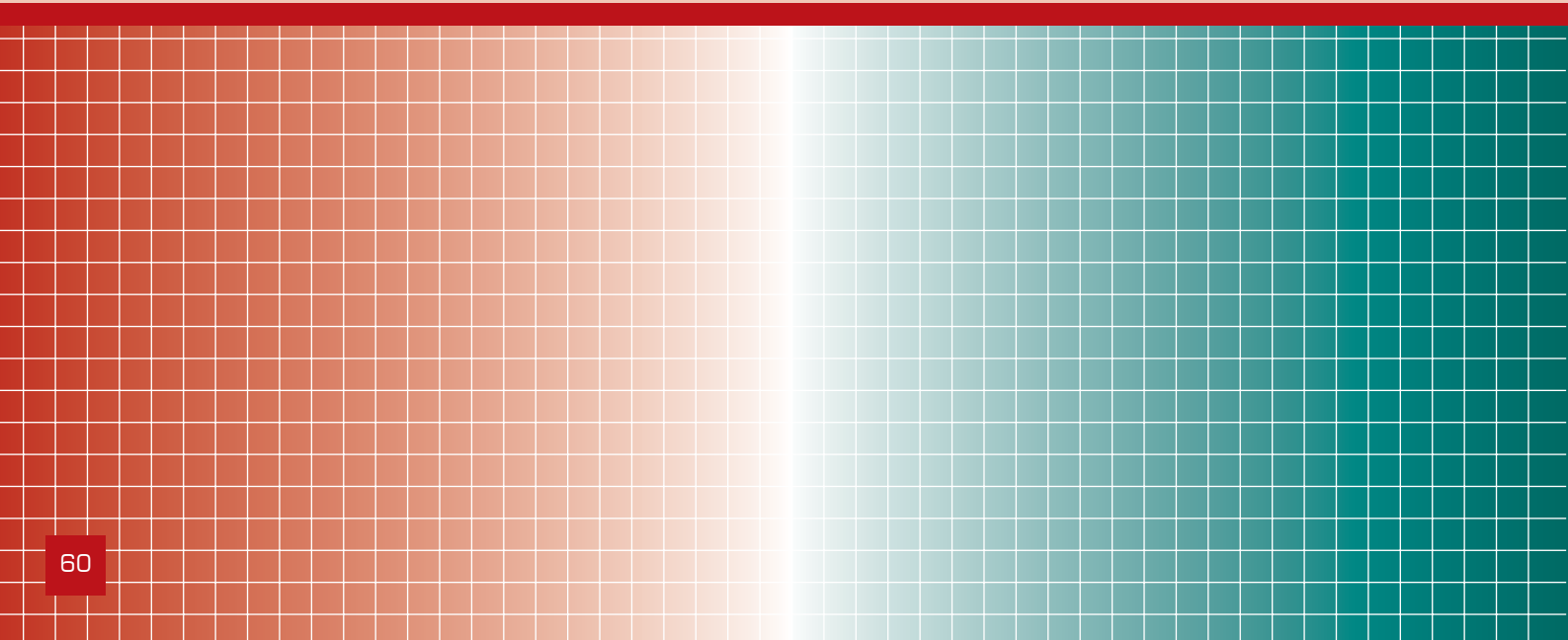
Chapter 5

A Good Practice Model and Benchmarking

5.1 Introduction

The purpose of this chapter is to consider a model of good practice for implementing the *Batho Pele* principle of access and to benchmark departments against this model. First, the model is spelt out before considering the findings on how departments have performed in relation to the model. Wherever possible, examples are given to illustrate what constitutes good practice. A benchmarking exercise follows in which departments are compared in terms of their self-assessment of improvements in access to services rendered. The benchmarking exercise also highlights challenges and gaps that face departments in improving access to their services.

5.2 A model of good practice in relation to access

The *Batho Pele* principle of access requires departments to set targets. The aim of the targets is to ensure that services are progressively made available to those who have not previously had access to them. The targets can apply to direct service delivery and also to the range of factors that affect access to government departments and their services including, wayfinding and signage, ramps at entrances to buildings, telecommunication and information technology based services, media and the use of indigenous languages. Targets are best set as part of departmental planning and in relation to budget requirements of ensuring greater access.

Having targets is not sufficient if there is not an ongoing process of implementation and, even where departments do not have specific targets, measures can be taken on a regular basis to improve access. Ongoing implementation is key to improving access and this also requires consultation, especially with external clients and stakeholders to improve understanding of their needs and to obtain feedback on the delivery of services.

Finally, monitoring and evaluation helps to check progress in achieving targets, ensuring feedback from users of services and learning where and how to improve access to services. The following outlines a short checklist of indicators that could be seen to make up a model of good practice in ensuring access to services.

5.2.1 Measures to improve services

These would be specific measures taken by departments to improve access to services. They indicate where departments have taken steps to improve access and highlight the ongoing and dynamic nature of *Batho Pele*.

5.2.2 Development of access targets

Targets ensure that departments are able to progressively improve access to services, especially for people who were denied access to services during the apartheid period.

5.2.3 Implementation agents

This refers to the situation where a department has a unit or designated persons responsible for ensuring the implementation of the principle of access to services. Ensuring that responsibility is clearly allocated for issues of access helps to establish a driver of implementation and improvement.

5.2.4 Consultation

Consulting with internal and external stakeholders provides a learning opportunity in how to improve access to services, as well as helping to plan and prioritise. In the case of physical access, consultation with representatives of the disability sector is particularly important to identify special needs in relation to access to services.

5.2.5 Physical access

Wayfinding and signage are a first step in ensuring access. Increasing access for people with disabilities as well as people living in remote areas or those who are illiterate is also an important aspect of ensuring access. Often this will require a specific strategy and sufficient budgetary resources to improve access.

5.2.6 Monitoring and evaluation

Finally, monitoring performance against targets and ensuring feedback on service delivery is an integral part of ongoing improvement in the delivery of services. This requires consultation with clients, client satisfaction surveys or feedback mechanisms, monitoring actual performance against targets and reporting regularly on implementation of access to clients, but also to the departmental management.

Drawing on the service delivery model outlined in the *Batho Pele* Handbook, a model of good practice in relation to access is represented in Figure 1 below.

MODEL FOR GOOD PRACTICE IN IMPLEMENTING ACCESS:

SET TARGETS
- Plan
- Set standards
- Consult

IMPLEMENT
- Implementation agents
- Wayfinding & signage
- Measures to improve access
- Consult

MONITOR & EVALUATE
- Consult
- Monitor
- Evaluate
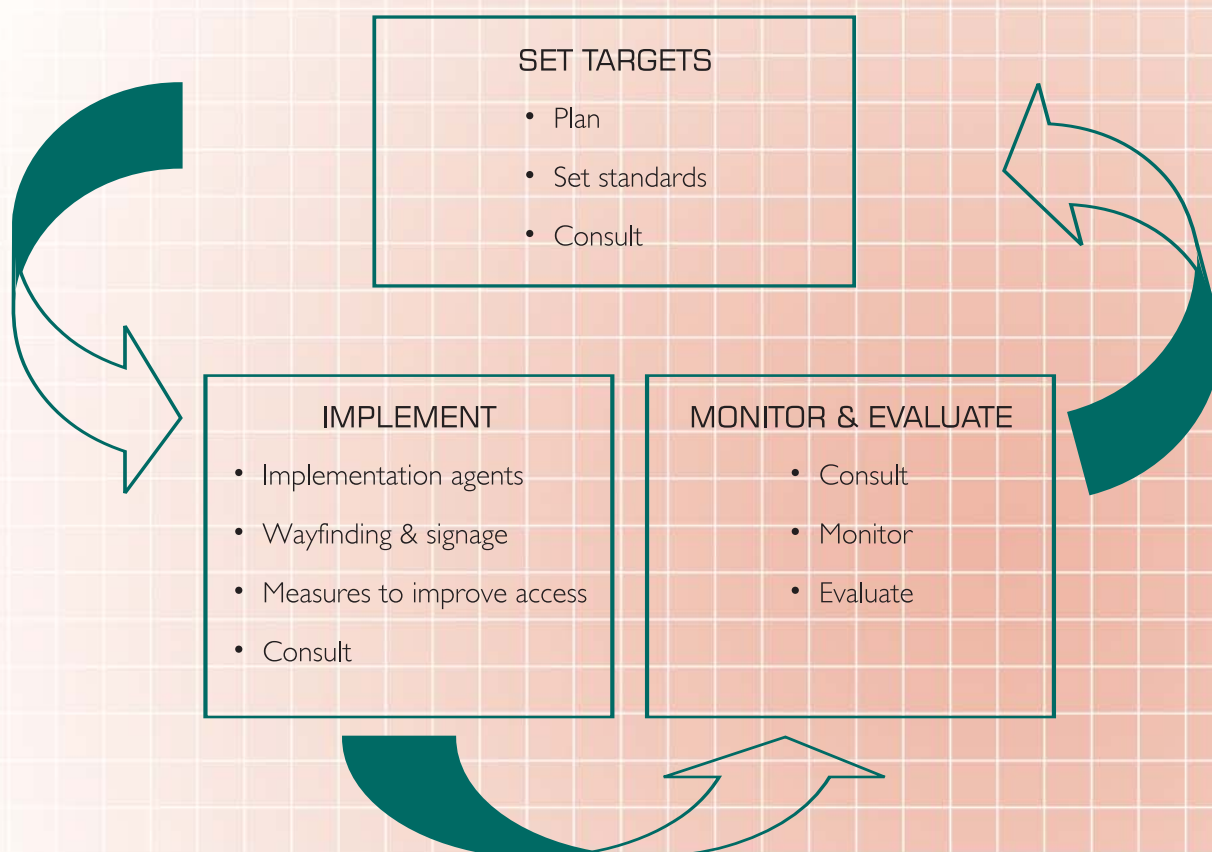
5.3 Performance on Access in Relation to Good Practice Model

The findings of the study outlined in the previous chapter demonstrate considerable variation in the implementation of the *Batho Pele* principle of access. The findings covered a wide range of issues in relation to access, however, the purpose of this section is to focus on those questions in the survey that relate more specifically to the good practice model outlined above.

Each item in the above checklist had an associated question in the study questionnaire that was administered to the national and provincial departments. A summary of responses, classified as yes or no answers is contained in Annexure 3. More than 80% (84 of 99) of the National and Provincial Departments that participated reported that they do have measures in place to improve access to the departments' services and products as required by the *Batho Pele* White Paper on Transforming Service Delivery. When one considers whether targets are set to improve access to the departments' services, just more than half (50) of the 99 departments who responded reported that they do have targets to increase clients' access to their services. It was also further reported by the various departments (63 of 99), that when targets are set, they are set in consultation with either internal or external stakeholders. The number of departments that have set targets for access in 2005 compares favourably with the finding of the PSC survey of compliance with *Batho Pele* in 2000. In that survey, 18% of participating departments had set targets for increasing access, compared to 50% in 2005.

Seventy one percent of departments (70 of 99 departments) reported that they do have designated units and people in place responsible for the *Batho Pele* principle of Access. It was reported by some of the provincial departments that the units or persons in place are responsible for implementing the *Batho Pele* principles as a whole and not just the principle of access. It was also noted that these designated units or people are usually senior staff, chief directorates or a customer care service centre. However, one should recognise that the different departments differ in the services they provided and in the degree to which they interact with clients.
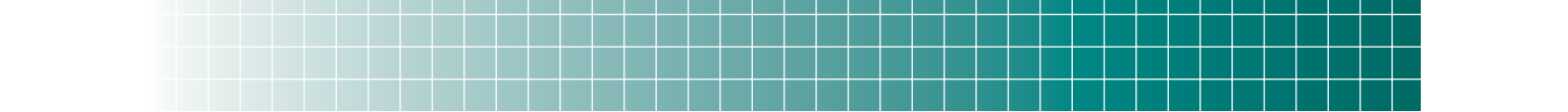
On consultation, departments generally did well. Sixty four percent (63 of 99 departments) reported that they set targets in consultation with either internal or external stakeholders.Improving physical access is reflected in the availability of signage on buildings and in strategies in place to increase access to designated groups including people with disabilities. Generally, departments performed well on improving access for the disabled. Sixty three percent of departments (62 the 99 departments) reported that they do have strategies in place to improve access for the disabled, while about half the departments reported that they had consulted with the disabled community or an expert in the field on ways to improve access for disabled persons. In relation to monitoring and evaluation, departments were asked whether they monitor performance against targets. Just less than half of the responding departments (47) indicated that they do monitor performance against targets with most of these being provincial departments in the Economic Services and Infrastructure and the Social Services clusters. Roughly a third of departments (34) reported that they had conducted evaluations of their current access strategies, standards and targets. Again, the majority of those who conduct evaluations are provincial departments.

5.4 Benchmarking Access

Benchmarking can be defined as a process by which departments seek to increase their effectiveness by learning from the successes of others and, in particular, through identifying the good practice of other departments. Systematic approaches to benchmarking generally entail the following:

*   A continuous cycle of looking for new and better ways of doing things;
*   A structured process or set of activities that seeks to bring about the desired result; and
*   Comparison of performance with other successful, well performing departments[22].

[22] *Saul, J. Benchmarking for Nonprofits: How to Measure and Improve Performance. Amherst H. Wilder Foundation Press. (not dated)*

In order to undertake a rough benchmarking between government departments in their implementation of the principle of access, the following compares departments in relation to a self-assessment of access to their services. The self-assessment was based on two questions in which departments were asked to rate overall access to services rendered by their department and also to rate their compliance with the Batho Pele principle of access. The rating was done on a scale of excellent to very poor and findings are shown in the previous chapter in tables 18 to 21. For the purposes of benchmarking, three broad categories are used;

- Those departments that are well-oriented to increasing access (the 'well performing departments' that assessed themselves as excellent or good);
- Those departments that face a number of challenges and exhibit gaps in access to their services – the 'average' performers;
- The departments who have not been making their services progressively more accessible – the below average performers. These are the departments who rated themselves as poor or very poor.

The following draws on the survey findings to categorise departments according to the above. It then goes on to give examples of good practice and to identify gaps that exist, drawing on the good practice model outlined above. Given that the following is based on a self-assessment, it is important to note that it reflects

5.4.1 Departments well-oriented to increasing Access (the 'good' performers)
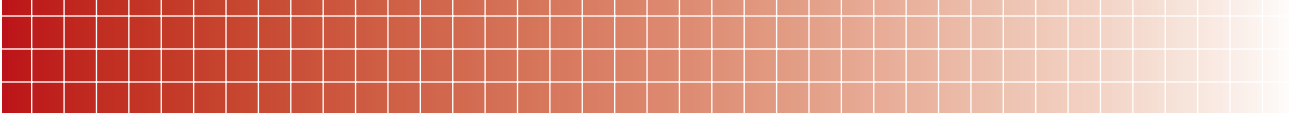
Roughly forty percent of national and provincial departments assessed the access to their services as being good or excellent. These are all departments that could be said to be well-oriented to increasing access to their services. Typically, these are departments who comply with all or a majority of items on the checklist in the good practice model. The following are some examples from amongst this cluster of departments that exhibit good practice and that are well-oriented to increasing access to their services.

A department that does exhibit good practice is the Department of Labour. It has targets for access to services although the target is broad, specifying "100% accessibility of our buildings and services." The Department of Labour has taken concrete measures to improve access and has a full range of approaches to counter barriers to access, ranging from the use of multi-purpose community centres to the use of service runs. Mobile units have also been introduced to enhance access in rural areas and the department is piloting the use of mobile devices for recording and transmitting information by the inspectors. The Department has a number of designated persons responsible for implementing the principle of access. It has consulted extensively on issues of access with representatives of the business community, organised labour and community representatives and has also consulted staff of the department who work in the Provincial offices and Labour Centres – the local level delivery points of the department. The buildings of the department have been altered to include ramps and it makes use of wayfinding and signage. The Department also makes use of various forms of communication to interact with clients and stakeholder, including a range of electronic and print media, izimbizo and advocacy campaigns. Finally, the Department engages with stakeholders to ensure feedback on services which assists in monitoring access. Once a year, it conducts an annual client satisfaction survey that enables the Department to evaluate access to its services. The Department rated itself as having performed above average in its performance against access targets over the past four years.

Another example of a Department that exhibits good practice in increasing access to services is the Department of Water Affairs and Forestry (DWAF). Its targets for access include;

- To have 100% of people accessing clean water prior to 2015.
- To eradicate the bucket system prior to 2015.
- Ensure basic sanitation prior 2015.

These targets are incorporated in the strategic plan of the department and dedicated units exist within the department to ensure that the targets are met and therefore that there is a progressive increase in access to services. DWAF makes use of a range of approaches to improve access to its services including; the use of multi-purpose community centres (MPCCs), ICT and media, the use of indigenous languages, and service runs. It is not clear to what extent DWAF has consulted clients and stakeholders in setting targets, although it has conducted a client satisfaction survey as part of its monitoring and evaluation activities.

Examples of other Departments that are well-oriented to improving access to their services are the Departments of Land Affairs and the Department of Environmental Affairs and Tourism. Both have taken specific measures in terms of their policies to improve access to persons who were previously disadvantaged, such as small scale farmers or those engaged in subsistence fishing. They also have dedicated capacity to implement strategies for improving access and they monitor and evaluate their targets and performance in relation to access.

Specific examples of good practice include the following:

5.4.1.1 Department of Health and Social Development, Limpopo – Citizen report 2005/2006

This report serves to communicate the department's services as well as its achievements. It also reports specifically on access and outlines the steps taken by the department to improve access to services.

5.4.1.2 Department of Sports, Arts, Culture, Science & Technology, Library & Archive Directorate, Free State – Service Delivery Plan

This plan contains a vision, mission, values and goals that address the ways in which the business units aim to deliver services. It is very similar to a service delivery charter in that it aims to put the *Batho Pele* principles into action by setting out standards and service commitments in relation to each of the *Batho Pele* principles, including that of access.

5.4.2 Challenges and Gaps in implementing access (the 'average' performers)

In the self-assessment by departments of their overall access to services rendered, 30% of national departments and 38% of provincial departments assessed the overall access to their services as adequate. Examples from amongst this set of respondents include the national departments of Agriculture, Minerals and Energy, Trade and Industry and Communication.

Provincial departments that rated themselves as adequate include; the Departments of Arts and Culture in the Free State and Western Cape, the Departments of Education in Limpopo and the Western Cape, the Departments of Health in the Free State and Mpumalanga, the KwaZulu-Natal Department of Housing, Social Development in the Free State and Western Cape, the Mpumalanga Department of Safety and Security and the Departments of Agriculture in the Eastern Cape, Gauteng and North West.

The departments that rated themselves as adequate typically have taken some measures to improve access to services, but do not have a strategic approach to increasing access. This is evidenced by a lack of targets, little consultation with clients and/or stakeholders and where consultation does take place it is most often internal consultation with the staff of the department. Very often these are also departments that do not monitor their performance or evaluate service delivery from their clients.

5.4.3. Poor compliance with the principle of access (the 'below average' performers)

Ten percent of national and 8% of provincial departments rated their compliance with the principle of access as being poor. These include the national Department of Home Affairs and Foreign Affairs while the Independent Complaints Directorate rated itself as poor on both access to its services and on compliance. More provincial departments rated themselves as poor on access to services and on compliance. These include the Department of Agriculture in the Free State, the Department of Economic Development and Environmental Affairs in Mpumalanga, Local Government and Housing in the Gauteng Province, the Provincial Treasury and Finance in Mpumalanga and the North West.

For this category of department, there are clearly many gaps that remain in improving access to the services that they render. Departments need to set targets as a first step in planning and prioritising how to improve access to their services. They need to consult with clients to obtain feedback and to learn where services need to be improved and/or extended and they need to improve the physical accessibility of building and services for people living with different forms of disability. In many cases, these are also departments whose internal capacity for driving the implementation of the principle of access is poor or absent. Many of the departments that assessed themselves as being poor on access to services and compliance do not have a designated person or unit to oversee access, they do not provide training on the principle of access and some, such as the Department of Education in KwaZulu-Natal cited both human and financial constraints in improving access. Finally, as outlined in the good practice model above, these departments also need to monitor and evaluate their service delivery on an ongoing basis.

From the survey findings, there were a number of areas that departments identified as priorities for improvement. As outlined in the previous chapter, these include:
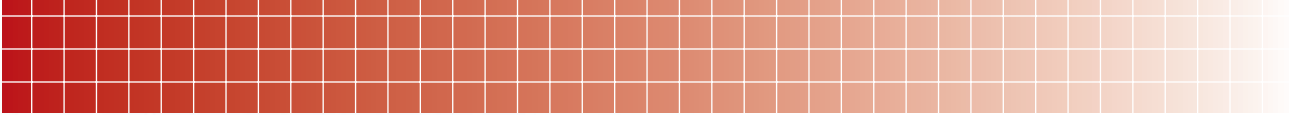
- Increased resource allocation – this covered a range of resources including appropriately skilled human resources, budgetary resources and ICT resources.
- Training of staff – in a number of cases, this also referred to staff retention.
- Improved consultation
- Improved physical access for designated groups.
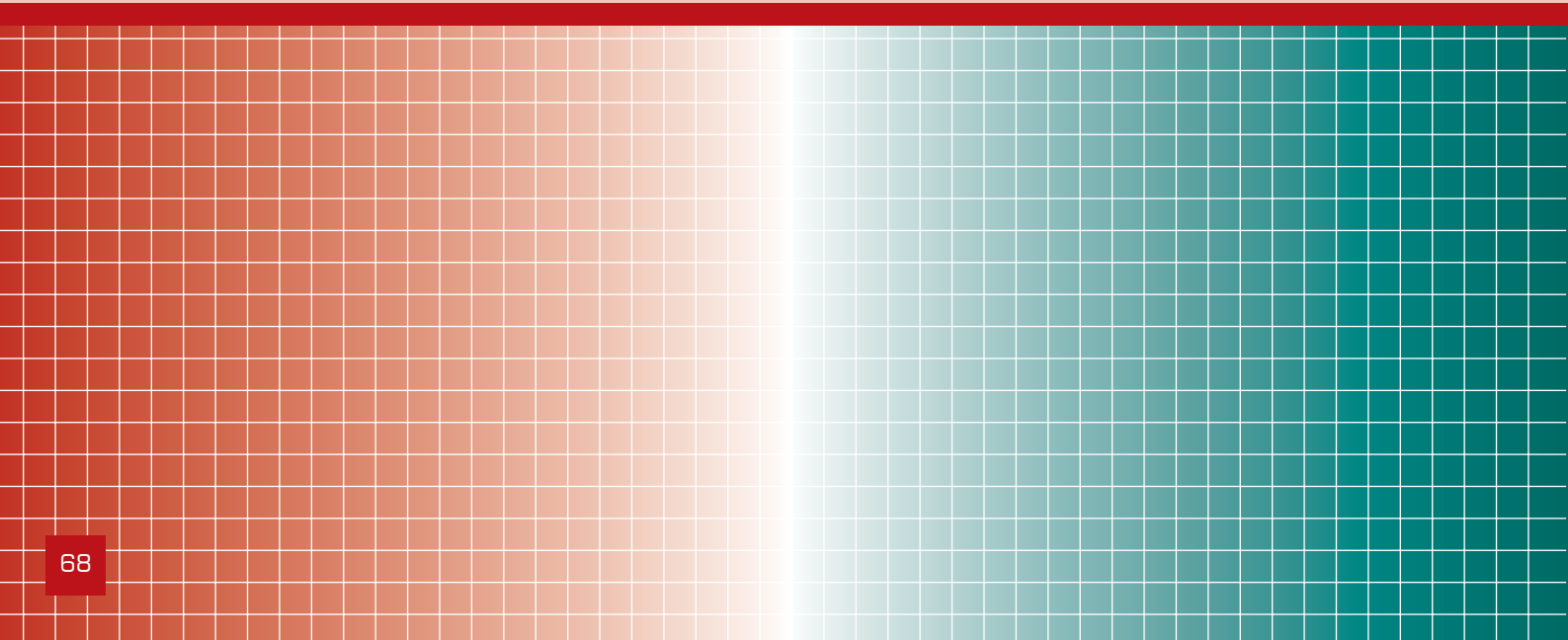
Chapter 6

Conclusion and Recommendations

The study has investigated a broad range of issues relating to improvements in access to services of government departments. It has ranged from the understanding of the *Batho Pele* Principle of access, to concrete measures taken by departments to improve access and their internal and external efforts to consult and communicate about their services. Departments have also reported their self- assessment of access to their services. Most national and provincial departments participated in the study and completed the questionnaires given to them. In the course of the study, there were a few national departments that felt that *Batho Pele* did not apply to them as they do not deliver services directly to the public. While the *Batho Pele* initiative is aimed at placing citizens at the centre of planning and operations, it also embodies a 'spirit' for the public service as a whole that is all-embracing. The *Batho Pele* Revitalisation Strategy developed in 2001 was a further attempt to strengthen and concretise the operations of the public service. Across the range of issues investigated, the main findings of the study can be summarised as follows:

6.1 Summary of Key Findings

6.1.1 Measures to improve access

A range of measures are in place to improve access. Both national and provincial departments make greater use of ICT technologies and websites to improve access to services. This could be seen alongside of the high use of radio and newspapers to advertise services. The use of ICT, radio and newspapers can be contrasted with the relatively low use of service runs and MPCC's. Surprisingly, more national departments reported using the MPCC's compared to provincial departments. All provincial departments have noted an improvement in access to services as a result of implementing these measures. However, only fourteen national departments had noted such improvements.

While specific measures and approaches are clearly in place, these are not often backed by a clear communication policy and strategy especially at provincial level. Close to a third of provincial departments did not have a communication policy or strategy. In contrast, most national departments had such a policy.

6.1.2 Development of standards and targets

The findings of this study on the development of standards and targets resonate with the service standards study which found that approximately 50% of the departments that participated in the study had developed service standards. [23] The performance on the development of targets was slightly better. About 50 out of 99 departments had developed access targets. However, a close examination of the responses and documents provided revealed that only about half of the departments that said they had developed targets, had access specific targets. The key obstacles to developing both standards and targets appear to be lack of resources – mainly financial and the necessary human resources. While several departments described measures such as capacity building, recruitment for vacant posts, consultation and requests for additional funding to rectify this, 6 national departments and 30 provincial departments admitted to not having any plans or measures underway to develop access standards and targets.

6.1.3 Consultation

The level of consultation in developing standards and targets is fairly high across both national and provincial departments. Internal consultation was much higher than external consultation. With regard to consultation with the disabled community, about half of all departments had consulted or sought advice from the disabled community in ensuring that their buildings and services are accessible to this group.

[23] *Public Service Commission, 2005. Evaluation of service standards in the Public Service. Pretoria, PSC.*

6.1.4 Physical access

The level of compliance with regard to the installation of clear signage about services offered by the department was fair. About half of all departments had clear signs on their buildings.

The study also assessed strategies to improve access for specific groups. The findings showed that the main groups targeted are rural, youth, women and people with disabilities. Few departments target people living with AIDS and the elderly/pensioners with the exception of the Departments of Health and Social Development. Two-thirds of the departments have strategies for the disabled while about half have specific measures to improve access for the disabled. Less than half the departments had any measures to improve access for people in remote areas, and only about a third had measures for functionally illiterate people and people who cannot read English. This is a disturbing finding given that the Constitution stipulates that public services must be made available to all South Africans in an equitable fashion and given the fact that a large proportion of South African adults are illiterate or semi-literate and that the country has 11 official languages. Again, the major constraints listed were lack of resources and lack of internal capacity as well as lack of cooperation from stakeholders who were consulted.

6.1.5 Monitoring and evaluation

Less than half of all the departments have monitoring systems. Those that had developed such systems mentioned monthly reports and performance agreements as examples of such systems. The DPSA has a template for monitoring compliance of other departments with *Batho Pele*. About half of the national and more than two thirds of provincial departments had conducted evaluations. However, these evaluations were not specifically on access but were focused more broadly on service delivery. Reporting on performance against standards and targets is low. Less than a third of national departments and less than half of provincial departments report on performance against access standards and targets. Performance on systems to receive feedback from the public on access was good. More than half the provincial departments have systems to receive feedback from the public while only about a third of national departments have such systems.

6.2 Conclusions

6.2.1 The findings present a somewhat mixed picture concerning performance and compliance with this principle. It is difficult to compare the overall performance and compliance of national departments with that of provincial one's given that provincial departments had a much higher representation in the sample. Comparisons across the clusters are equally made difficult by the fact that different departments have different levels of engagement with the public as a result of the nature of services provided. However, the departments' self-assessment on compliance with the access principle reflected an average to good rating while performance on access to services was ranked the same but with slightly higher numbers compared to the compliance scores.

6.2.2 Generally departments had a good understanding and awareness of *Batho Pele* principles and specifically of the *Batho Pele* principle of access. As noted above, a few confused access in relation to Batho Pele with access to information in terms of the Promotion of Access to Information Act. And some departments, or officials within departments, think that Batho Pele only applies to those who deliver services directly to the public. The findings on training of staff to ensure compliance with the principle of access show a low rate of training on Batho Pele and this is likely to weaken the understanding of the Batho Pele policy over time, particularly amongst new staff.

6.2.3. An important feature of access to services is a tendency by departments to concentrate on information and communication technologies as a way of providing information about services. This contrasts with the relatively low number of departments who make use of Multi-purpose Community Centres (MPCCs) even though there is a high demand for government services in communities near existing MPCCs[24]. These communities are unlikely to be able to make use of ICT and they highlight the importance of improving access in rural areas and amongst more vulnerable segments of the population, including the elderly and people living with chronic illnesses.

6.2.4 The performance on monitoring was fair but poor on evaluation. This reveals a general need for regular monitoring and evaluation to allow continuous improvement in the spirit of *Batho Pele*.

6.2.5 Finally, departments appear to be resource constrained. This has implications for the improvement of access which for example requires modifications to buildings to cater for the physically disabled and extension of reach in remote areas. In terms of internal institutional arrangements, while the majority of departments have designated units or persons responsible for *Batho Pele*, many departments are still in the process of building internal capacity to address the demands of *Batho Pele*.

6.3 Recommendations

6.3.1 Departments that are not performing well on improving access should set targets to ensure progressive improvement. These targets should address consultation with clients to ensure that there is feedback on services and departments should specifically assess the needs of people living in rural areas. Targets to improve access to services in these rural areas should then be developed. The same applies to vulnerable groups, such as the disabled and the aged.

6.3.2. Implementing agents should be identified in every department and clear responsibility allocated for championing improvements in access to services. Responsibility for ensuring access to services also needs to be incorporated in the performance management systems of departments, where this is not already the case and implementing agents should receive support from senior management and through relevant training.

6.3.3. Common standards for access are needed. These should provide the basic or minimum that departments strive to comply with. Departments can build on these and adapt them.

6.3.4. Departments should consider using the model of good practice as a way of benchmarking their own progress against what other departments have achieved. Those departments that still face challenges in improving access to their services should plan to reach for progressive improvements against established good practice.

[24] *Public Service Commission, 2003. Report on the monitoring and evaluation of the provincial Multi Purpose Community Centres: MPCCs. Pretoria, PSC.*

Annexure 1

Government Clusters (as per National Treasury)

Cluster	Departments
Central Government Administration	Foreign Affairs
	Home Affairs
	Parliament
	Presidency
	Provincial and Local Government
Economic Services and Infrastructure	Agriculture
	Communications
	Environmental Affairs and Tourism
	Labour
	Land Affairs
	Mineral and Energy Affairs
	Public Works
	Trade and Industry
	Transport
	Water Affairs and Forestry
Financial & Administrative Services	Government Communications and Information System
	National Treasury
	Public Enterprises
	Public Service and Administration
	South African Management Development Institute
Justice & Protection Services	Correctional Services
	Independent Complaints Directorate
	Justice and Constitutional Development
	Safety and Security
Social Services	Arts and Culture
	Science and Technology
	Education
	Health
	Housing
	Social Development
	Sports and Recreation

Annexure 2

Participating Departments

The following are the departments that submitted access questionnaires:

National & Provincial Departments	Name of Departments
National	Agriculture Communications Correctional Services Education Environmental Affairs and Tourism Foreign Affairs Home Affairs Independent Complaints Directorate Labour Land AffairsMinerals and Energy Public Service and Administration Science and Technology Secretariat for Safety and Security Social Development South African Police ServicesTrade and IndustryTreasury Water Affairs and Forestry
Eastern Cape	Agriculture Public Works Economic Development & Environmental Affairs Provincial TreasuryLocal Government and Housing Safety & Security LiaisonOffice of the Premier Sports, Arts and Culture Education Social Development
Free State	Agriculture Health Public Works Economic Development & Environmental Affairs Provincial Treasury Local Government and Housing Safety & Security Liaison Office of the PremierSports, Arts and Culture Education Social Development
Gauteng	Agriculture Provincial Treasury Office of the Premier Sports, Arts and Culture Education Local Government Housing

National & Provincial Departments	Name of Departments
Kwazulu-Natal	Public Works Health Economic Development & Environmental Affairs Provincial Treasury Roads, Transport & Public Works Education Social Development Local Government Housing
Limpopo	Agriculture Public Works Economic Development & Environmental Affairs Local Government and Housing Safety & Security Liaison Office of the Premier Sports Arts and Culture Education Health and Social Development Roads and Transport
Mpumalanga	Agriculture Public Works Economic Development & Environmental Affairs Provincial Treasury Local Government and Housing Safety & Security Liaison Health and Social Development
Northern Cape	Economic Development & Environmental Affairs Provincial Treasury Local Government and Housing Office of the Premier Sports Arts and Culture Education Roads, Transport & Public Works Social Development
North West	Public Works Health Provincial Treasury Local Government and Housing Office of the Premier Sports Arts and Culture Education Safety, Transport & Roads Social Development

National & Provincial Departments	Name of Departments
Western Cape	Agriculture
	Health
	Economic Development & Environmental Affairs
	Local Government and Housing
	Office of the Premier
	Sports, Arts and Culture
	Education
	Environmental Affairs
	Safety & Security Liaison

Annexure 3

Responses to Checklist of Good Practice

Government Clusters		Measures	Targets	Implementation Agents	Consultation		Physical Access		Monitoring & Evaluation			Total Number of Departments responding
		Measures to improve Access	Targets set to increase access to services	Units /Designated persons responsible for access	Access targets in consultation with stakeholders	Consulted with Disabled Community or sought specialized advice	Service indicated in buildings and signage	Strategy for increase access to people with Disabilities	Monitoring actual performance against set targets	Evaluation conducted of current strategy, standards and targets	Performance against access standards reported to external clients regularly	
Central Government & Administration	National	2	1	1	1	1	2	1	1	1	1	2
	Provincial	11	8	9	10	7	5	9	5	6	6	14
Economic Services and Infrastructure	National	6	7	6	-	1	3	5	4	4	3	8
	Provincial	21	5	17	15	14	8	15	10	8	9	24
Finance and Administration	National	3	1	2	1	1	2	2	2	1	-	3
	Provincial	4	2	4	5	-	1	2	3	1	-	7
Justice and Protection	National	3	1	3	3	3	3	2	-	2	1	4
	Provincial	4	2	3	2	1	2	-	-	-	1	4
Social Services	National	3	2	3	1	1	1	2	2	-	1	3
	Provincial	27	21	22	25	17	23	24	20	11	21	30
Total		84	50	70	63	46	50	62	47	34	43	99

Annexure 4

Evaluation of Access Principle Questionnaire

Evaluation of Access Principle Questionnaire

The Office of the Public Service Commission and the German Agency for Technical Co-operation (GTZ) have commissioned a study to evaluate performance and compliance with the Batho Pele principles of access and redress amongst government departments. This study will consider the extent to which these principles have been implemented as specified in the White Paper (1459 of 1997) on Transforming Service Delivery. Once information has been gathered from national and provincial departments, a report indicating the performance and compliance with these two principles will be compiled and tabled in Parliament. We are aware that a study was undertaken earlier this year regarding service standards in government departments. We have made an effort not to duplicate the issues addressed in that study, but some of the questions may be similar. This questionnaire focuses specifically on the implementation of the access principle in relation to services provided to the public. Your understanding and participation in this study is greatly appreciated.

Name of Respondent	
Department	
Department's Physical Address	
National/Provincial	
Province (if relevant)	
Telephone Number	
Cell Phone Number	
Email Address	
For follow-up meeting:	
Interviewer Name	
Date of Interview	

Note: Space has been provided on the questionnaire to allow you to record your answers to the questions asked. If necessary please feel free to record your answers on separate pages. If you do so, please ensure that you indicate the question number to which the response relates and staple the additional pages to the questionnaire.

Background information

1. How long have you worked for this department?

Less than a year	
No. of years	

2. In which section of the department do you work?

_____

3. What is your position within this department?

_____

4. Please provide an outline of the main services that your department provides.

_____

_____

_____

_____

Understanding of Batho Pele Principles

5. What is your department's understanding of the Batho Pele Principle of Access?

_____

_____

_____

_____

_____

6. According to your understanding, are the services of your department accessible to the public?

_____

_____

_____

_____

_____

_____

Measures to Improve Access to Services

7. What specific measures are currently in place to improve access to the departments' services and products as required in terms of the Batho Pele White Paper (1459 of 1997) on Transforming Service Delivery?
[PLEASE PROVIDE EXAMPLES AND DOCUMENTARY EVIDENCE WHERE POSSIBLE]

_____

_____

_____

_____

8. Please indicate (by ticking the appropriate box) whether your department has implemented the following approaches to improve access to services.

	Yes	No
Multi – purpose community centres (MPCCs)		
Call centres and toll- free lines		
Websites		
Help desks		
Information and Communication Technologies & the media		
Greater use of indigenous languages		
Establishment of regional offices and/or clinics		
Use of service runs (e.g. Registration drives)		
Partnerships with external service providers		
Flexible hours of work		
Other (please specify below)		

_____

_____

_____

9. In your opinion, have these measures led to an improvement in the accessibility of services? Please explain.

_____

_____

_____

_____

10. Are there units or disignated persons responsible for ensuring the implementation of the principle of access to services in your department? [PLEASE ELABORATE BELOW AND PROVIDE DOCUMENTARY EVIDENCE]

Yes	1
No	2

_____

_____

_____

_____

11.   How does the department train staff to ensure that the principle of access is complied with? [PLEASE PROVIDE A COPY OF ANY TRAINING SCHEDULES OR MATERIALS THAT MAY BE USED]

_____

_____

_____

_____

12.   Has your department identified specific groups or communities that require additional attention in terms of improving access to services?

Yes	1	Go to q.13
No	2	Go to q.14

13.   Please indicate which groups or communities have been identified AND what measures have been put in place to improve their access to services. [PLEASE PROVIDE EXAMPLES AND DOCUMENTARY EVIDENCE OF THESE MEASURES]

Groups or Communities	Specific Measures in Place

Required Documentation	Question	Yes	No	Comments
1. Specific measures to improve access to your services and products	q.7			
2. Documentation of specific unit/persons designated to ensure implementation of the principle of access	q.10			
3. Copy of training schedule to ensure compliance with the principle of access	q.11			
4. List of groups and communities previously unable to access services and documentary evidence of measures taken to improve access to services for these groups	q.13			

Setting Access Standards and Targets

14. Has your department developed access standards? [IF YES, PLEASE PROVIDE A COPY OF THESE STANDARDS]

Yes	1	Go to q.15
No	2	Go to q.18

15. Have these standards been met by the department? Please explain your answer.

_____

_____

_____

_____

16. If these standards have not been met, what are the reasons for this?

_____

_____

_____

_____

17. What strategies have the department used to overcome these problems? [GO TO Q.19]

_____

_____

_____

_____

18. If access standards have not been developed by the department, what are the reasons for this?

_____

_____

_____

_____

19. What targets has your department set to increase access to services? [PLEASE PROVIDE A LIST OF THESE ACCESS TARGETS]

_____

_____

_____

_____

20. What measures does the department have in place to ensure that these targets are met? [PLEASE PROVIDE A LIST OF THESE MEASURES]

_____

_____

_____

_____

21. In what way is your department's policy on access and the accompanying access targets aligned to the department's strategic objectives?

_____

_____

_____

_____

22. [FOR PROVINCIAL DEPARTMENTS ONLY] Are your provincial targets aligned with the national targets on access?

Yes	1
No	2

23. Please explain.

_____

_____

_____

_____

24. What difficulties has your department faced in setting access targets?

_____

_____

_____

_____

_____

25. Do you think that your department's targets are appropriate for overcoming the access problems that you face?

_____

_____

_____

_____

26. Does the department set access targets in consultation with internal and/or external stakeholders? [PLEASE CIRCLE THE NUMBERS NEXT TO THE APPROPRIATE ANSWERS]

Internal stakeholders	1	Go to q.27
External stakeholders	2	Go to q.30
No consultation with stakeholders	3	Go to q.33

27. Please specify the internal stakeholders who were consulted when setting the access targets.

_____

_____

_____

_____

28. How did this consultation take place with each of the internal stakeholders?

_____

_____

_____

_____

29. How was information from <u>internal</u> stakeholders incorporated in the setting of access targets?

_____

_____

_____

_____

30. Please specify the external stakeholders who were consulted when setting the access targets.

_____

_____

_____

_____

31. How did this consultation take place with each of the external stakeholders?

_____

_____

_____

_____

32. How was information from <u>external</u> stakeholders incorporated in the setting of access targets?

_____

_____

_____

_____

33. [ONLY IF NO STAKEHOLDERS WERE CONSULTED] If stakeholders were not consulted, why not?

_____

_____

_____

_____

Required Documentation	Question	Yes	No	Comments
5. Copy of access standards set by department	q.14			
6. List of access targets set by department	q.19			
7. Examples of measures in place to ensure targets are met	q.20			

Conditions required to Access Services

34. Does your department stipulate any prior requirements (e.g. identity documents or age requirements) to access your services?

Yes	I
No	2

Go to q.35

Go to q.37

35. Please specify for which services these are required AND why these requirements are necessary.

Service	Requirements	Reason for requirements

36. How are clients made aware of the requirements to access services?

_____

_____

_____

_____

37. Are fees levied for the department's services or products?

Yes	I
No	2

Go to q.38

Go to q.41

38. If yes, for which services do you levy fees and why? [PLEASE PROVIDE DOCUMENTATION OUTLINING THE FEES AND AMOUNTS REQUIRED]

Service	Reason for fees

39. How does your department determine fees charged for services rendered?

_____

_____

_____

_____

40. How does the department deal with clients who are unable to meet these requirements? (e.g. someone who cannot produce an ID or pay fees?)

_____

_____

_____

_____

Required Documentation	Question	Yes	No	Comments
8. List of fees and amounts levied for department's services or products	q.38			

Communications

41. Does your department have a communication policy and strategy to raise awareness of your services? [PLEASE PROVIDE A COPY OF THIS]

Yes	I	Go to q.42
No	2	Go to q.43

42. How does this policy impact on measures taken by the department to improve access to services?

_____

_____

_____

_____

43. Which of the following communication strategies do you use to market your services and products?

	Yes	No
Television	I	2
Radio	I	2
Newspapers	I	2
Leaflets	I	2
Newsletters	I	2
Electronic Media	I	2
None	I	2
Other (specify below)	I	2

44. What factors informed the selection of the above-mentioned communication strategies?

_____

_____

_____

_____

45. Does your department's communication strategy differentiate between different groups such different languages or urban and rural areas? Please elaborate.

_____

_____

_____

_____

46. Has your department experienced any difficulty in implementing the communication strategy in relation to access? Please elaborate.

_____

_____

_____

_____

47. How does the department communicate access standards to internal staff/external clients? [PLEASE PROVIDE DOCUMENTED EVIDENCE]

Internal staff:

_____

_____

_____

_____

External clients:

_____

_____

_____

_____

48. Are your departments' services clearly indicated in buildings and on signage? [PLEASE PROVIDE EXAMPLES AND DOCUMENTARY EVIDENCE OF ACTIONS TAKEN TO IMPROVE SUCH SIGNAGE]

_____

_____

_____

_____

Required Documentation	Question	Yes	No	Comments
9. Copy of communication policy and strategy to raise awareness of services	q.41			
10. Evidence of communication of access standards to internal and external clients	q.47			
11. Documentary evidence of actions taken to improve signage	q.48			

Budget

49. Does your department budget specifically for the implementation of the Batho Pele principles? Please explain.

_____

_____

_____

_____

50. What amount has the department budgeted for initiatives (e.g. staff training, signage, renovations, etc.) to improve access on an ANNUAL basis? [PLEASE PROVIDE DOCUMENTATION TO SUPPORT THIS]

Initiatives	Rand - Value	Estimated Percentage of budget of the department

Required Documentation	Question	Yes	No	Comments
12. Budget for access initiatives	q.50			

Physical access

51. Does your department have a strategy for increasing access to people with disabilities?

_____

_____

_____

_____

_____

52. What strategies or measures has your department put in place to increase access to the following categories of people: [PLEASE PROVIDE DOCUMENTARY EVIDENCE FOR EACH]

Physically disabled:

_____

_____

_____

_____

Sight impaired:

_____

_____

_____

_____

Hearing impaired:

_____

_____

_____

_____

Intellectually impaired:

_____

_____

_____

_____

People living in remote areas:

_____

_____

_____

_____

People who are functionally illiterate:

_____

_____

_____

_____

People who cannot read or understand English:

_____

_____

_____

_____

53. Has your department experienced any difficulties in implementing strategies to increase access to these target groups? Please elaborate.

_____

_____

_____

_____

54. Has your department sought specialised advice or consulted with the disabled community? If yes, please provide examples.

_____

_____

_____

_____

Required Documentation	Question	Yes	No	Comments
13. Strategies or measures to increase access to specific categories of people	q.52			

Hours of Operation

56. What are your hours and days of operation?

_____

_____

_____

_____

57. Do hours of opening and closing affect the accessibility of services provided by your department?

Yes	1
No	2

       Go to q.57

       Go to q.59

58. If yes, please specify the services for which this applies and the opening hours.

_____

_____

_____

_____

59. Please specify if there have been any general changes in the hours of opening for these services and the reasons for these changes.

_____

_____

_____

_____

Barriers To Improving Access

60. What problems has this department experienced in improving access to services?

_____

_____

_____

_____

61. Of the problems mentioned above, which is the greatest concern? Please rank the problems in order of severity.

_____

_____

_____

_____

62. How are the above issues being addressed by this department?

_____

_____

_____

_____

Monitoring and Evaluation of Access Targets and Implementation

62. Does the department have a system for monitoring actual performance against the set standards and targets for access? Please elaborate on your answer below. [PLEASE PROVIDE A COPY OF THE MONITIRNG SYSTEM]

Yes	1	Go to q.63
No	2	Go to q.70

63. If a monitoring system is not in place, how does the department determine whether the access targets have been met?

_____

_____

_____

64. Are access standards reported on regularly? Please elaborate on how this is done.

_____

_____

65. At what level of management are these reports used?

_____

_____

66. Are access standards incorporated into individual performance agreements and/or service level agreements?

_____

_____

67. How has the department performed against set targets in the last four years? [PLEASE PROVIDE COPIES OF MONITORING REPORTS AND/ OR ANNUAL REPORTS RECORDING THE DEPARTMENT'S PERFORMANCE IN TERMS OF ACCESS TARGETS]

_____

_____

_____

_____

68. Has the department conducted an evaluation of the current access strategy, standards and targets, and the department's performance in relation to these?

Yes	1	Go to q.69
No	2	Go to q.70

69. If so, how this was done and what were the main findings of the evaluation? [PLEASE PROVIDE A COPY OF THE EVALUATION REPORT]

_____

_____

_____

_____

70. Does the department have systems in place to provide feedback from the public on access? [PLEASE ELABORATE AND PROVIDE DOCUMENTED EVIDENCE]

_____

_____

_____

_____

_____

71. Is performance against access standards reported regularly to external clients? Please elaborate on how this is done and how often. [PLEASE PROVIDE DOCUMENTED EVIDENCE]

_____

_____

_____

72. How does the senior management in the department ensure continued support and resources for the improvement of access to services?

_____

_____

_____

Required Documentation	Question	Yes	No	Comments
14. Documentation of monitoring system for assessing performance against standards and targets	q.62			
15. Monitoring or regular reports tracking the Department's performance with regard to access initiatives	q.67			
16. Copy of evaluation report of the department's performance with regards to current access strategy, standards, and targets	q.69			
17. Documented evidence of systems in place to provide feedback from the public on access	q.70			
18. Documented evidence of performance against standards, reported regularly to external clients	q.71			

Areas for Improvement of Access

73. Thinking about your experiences in this department, how would you rate the overall access to services rendered by your department?

Excellent	1
Good	2
Adequate	3
Poor	4
Very poor	5

74. How would you rate your department's compliance with the Batho Pele principle of access?

Excellent	1
Good	2
Adequate	3
Poor	4
Very poor	5

75. What are the areas that need to be given priority in order for access to the department's services to be improved?

_____

_____

_____

_____

_____

76. Do you have any other comments on the implementation of the access principle?

_____

_____

_____

_____

Verification Form for Head of Departments

To be filled in by the Head of the Department for verification purposes.

Statement on Behalf of the Head of Department:

I ………………………………….. (Name and surname of Head of Department) hereby verify that the information documented in this questionnaire and the evidence provided by

…………………………………………. (Name of person delegated to complete the questionnaire) is correctly filled in and meets my expectations.

Date: ………………………….

Department/ Place: ………………………………………..

Full Name: ………………………………………….. (Head of Department)

Signature: …………………………………………...... (Head of Department)

Signature of Witness: …………………………………..

Annexure 5

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