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FOREWORD BY THE CHAIRPERSON OF THE PUBLIC SERVICE COMMISSION

I have great pleasure to present the overview report of the findings of the citizen satisfaction survey, which was undertaken by the Public Service Commission (PSC) in 2001/2002.

The PSC's constitutional mandate includes promoting the efficient and effective use of resources, development orientation and public participation in policy making. Central to the implementation of these values and principles is the need to respond to people's needs, and fostering transparency and accountability. In line with this mandate, the PSC decided to develop tools and methodologies that will promote the incorporation of the views and concerns of citizens in the process of service delivery decision-making. A Citizen Satisfaction Survey tool was thus developed and pilot tested in four departments during 2001/2002. The departments included in the pilot study were Education, Health, Housing and Social Development across the nine provinces. This report comments on the delivery of services by all four departments.

A critical dimension of any performance measurement system is an assessment of the satisfaction levels amongst citizens to whom the service is delivered. Service providers have a tendency of deciding or assuming how citizens want services to be delivered to them and what citizens expect from service delivery. These assumptions create dangerous situations, as gaps between service use expectations and actual service delivery are not determined. The survey that has been conducted by the PSC deals with these deficiencies. This report highlights the gaps between the performance and quality of service delivery on one hand, and the needs and expectations of citizens on the other hand. Involving citizens by conducting open, honest, transparent and ongoing consultation is a process that will improve the quality and effectiveness of the service delivery.

This report gives results of the satisfaction survey, which highlights a number of specific aspects of service delivery which each department scored well on: the perceived strengths in terms of service delivery; and areas in which the departments scored relatively low: the perceived weaknesses in terms of service delivery.

In conclusion I wish to record my thanks and the Public Service Commission's appreciation to Statistics South Africa for their time and support in making sure that the project was a success and especially Professor Stocker who gave valuable inputs during the sampling phase. I also want to thank the surveyed departments for availing themselves during the development of the survey tool, Statistics Sweden for their willingness to share their experience with us, Gosta Guteland for being part of the working team. We hope that you will find the Citizens Satisfaction Survey methodology highlighted in this report helpful.

PROF.S.S SANGWENI
CHAIRPERSON: PUBLIC SERVICE COMMISSION

GLOSSARY

GLOSSARY OF TERMS USED IN THE REPORT

ABET	Adult Basic Education and Training
CSI	Citizen Satisfaction Index
CS	Citizen Satisfaction
EMRS	Emergency Medical Rescue Services
NGOs	Non-Government Organisation
NMTEE	National Medium Term Expenditure Estimate
OBE	Out-Come Based Education
OPSC	Office of the Public Service Commission
PSC	Public Service Commission
SDIP	Service Delivery Improvement Plan
SGB	School Government Bodies
S&T	Strategy and Tactics

1 Executive Summary

The Public Service Commission (PSC) developed a Citizen Satisfaction Survey tool and piloted it in four departments namely Education, Housing, Health and Social Development across nine provinces.

The specific objectives of this study were to:

- Identify key factors that have an influence on the satisfaction of citizens in general;
- Determine the level of service delivery desired by these citizens;
- Measure the actual level of service currently being provided;
- Highlight and prioritise areas that require improvement or attention;
- Provide a basis for a comparison of service delivery between the different departments;
- Provide a tool for conducting a Citizen Satisfaction (CS) research on an annual basis by the PSC.

Key Findings

The first key finding of this study, based on the overall CS Index score (the score is based on a calculation of the variance between what a citizen expects the service delivery to be and what the citizen actually encountered) is that generally citizens felt that their expectations were largely met. However, citizens who participated in

- either Adult Basic Education and Training (ABET) or Life Skills education (both Department of Education);
- or received either Ante-Natal care or care during birth or Post-Natal care (all Department of Health services);
- or received a social security grant (Department of Social Development)

were far more likely to feel that their expectations are being met by these different departments than those citizens who had received services pertaining to

- either Outcome-Based Education (OBE) (Department of Education);
- or Emergency Medical Rescue Services (EMRS) (Department of Health);
- or internal housing delivery services or a housing subsidy (both services offered by the Department of Housing);
- or social workers, NGOs and social development projects (all three services offered by the Department of Social Development).

Secondly, citizens also rated the quality of the service delivery highly (the smaller the variance between expectation and performance, the more likely the service that was delivered was of a quality that the citizen expected). Whilst housing subsidies (Department of Housing) and social development projects (Department of Social Development) display relatively high variance between expectation and actual performance in terms of external service delivery, the other external services delivered by the four departments came close to meeting the standard that the citizen expected. However, in terms of internal service delivery, the study found that in all four departments there is a

sizeable variance between expectation and actual performance. The largest difference being for EMRS (Department of Health) and the smallest being for OBE (School Governing Boards, Department of Education).

Thirdly, the study highlighted a number of specific aspects of service delivery, which each department scored well on: the perceived strengths in terms of service delivery. In addition, the study found a number of areas in which the departments scored relatively low: the perceived weaknesses in terms of service delivery.

Fourthly, the study examined how each department fared in terms of satisfying one of the central tenets to the Batho Pele Principles; namely that citizens are entitled to redress if they have been unjustly treated at the hands of a public service official. The survey found that:

- Many citizens are unaware of the complaint process;
- Of those who are aware of the process a low proportion have actually lodged a complaint;
- Of those who complained, many remained dissatisfied with the way the complaint was dealt with.

Fifthly, participant observation studies were carried out in each department by means of visits to different delivery sites and also by means of telephonic contact with each site. The observations scored each department relatively highly in terms of both the telephonic interviews with staff of each department and with walk-in interviews. This suggests that in terms of basic service delivery functions – e.g. answering the telephone, attitude of staff to enquiries, and general interactions with the public most departments perform these functions admirably.

Conclusion and Recommendations

The value of the Citizen Satisfaction (CS) survey is that it allows one to measure the gap between the expectations that citizens have regarding a particular service and the actual delivery of that service, as experienced by the citizen. The challenge for each department is to examine 3 important questions pertaining to the gap between expected and actual service delivery:

- **One**: Is this gap tolerable, i.e. is it significantly large enough to warrant further action?
- **Two**: If this gap is not tolerable, what would be the desirable size of the gap bearing in mind that it is impossible to please "all people at all times"?
- **Three**: Can we identify what needs to be done to minimise the gap and thereby ensure that actual service delivery falls into an area that is more acceptable?

Once the gap has been identified it is possible to determine what needs to be done in order to meet the expectations of the recipients of that service. Measuring service delivery by way of a citizen satisfaction survey should be an integral part of a performance management system based on service delivery indicators.

By carrying out these steps these four departments will ensure that a CS survey plays an important role in developing a service delivery culture throughout the public service.

2 Introduction to the Study

This overview report, by its very nature, is an overview of the separate reports that have been written for four departments namely Education, Health, Housing and Social Development across the nine provinces that were assessed by the Citizen Satisfaction (CS) survey.

This section of the report provides a brief introduction to this study. It touches on a number of different areas including previous work done on this matter by the PSC. Attention is also given to the current thrust of government's policy and programmatic initiatives around the Batho Pele Principles. In addition it provides an overview of the literature on CS. By its nature, an overview is neither exhaustive nor comprehensive. The various issues, events and information that are presented below appear because of their potential relevance in guiding any intervention concerned with CS in the public sector.

2.1 The Research Brief

The South African Constitution (Sections 195 and 196) entrusts the Public Service Commission (PSC) with the task of monitoring and evaluating public service performance, promoting and maintaining a high standard of professional ethics in the service and to propose measures to ensure effective and efficient performance within the public service.

A critical dimension of any performance measurement system is an assessment of the satisfaction levels amongst citizens to whom the service is delivered. It is for this reason that the PSC decided to develop a CS survey tool and pilot test it in four departments namely the Departments of Education, Housing, Health and Social Development across the nine provinces.

Recent changes to the National Treasury's National Medium Term Expenditure Estimate (NMTEE) reporting requirements emphasise the shift away from simply reporting expenditure to one where departments establish measurable performance goals and actual results that can be reported as part of the budgetary process. This is part of a convergence of economic and political forces that are driving a systematic search for greater effectiveness, efficiency, transparency and accountability in both the public and private sectors. There is a growing movement towards performance measurement, quality improvement and CS, particularly in the public sector. Shrinking resources underscore the need to "do more with less" and government departments in South Africa are being challenged to increase their effectiveness, develop public-private partnerships and demonstrate that their services are having an impact on their beneficiaries. Funding decisions are being clearly linked to achieved results and the performance of departments, particularly in terms of service delivery. Whilst departments have for some years had to develop strategic and work plans and submit annual reports, there is now a strong drive to explicitly link programme budgets and activities to outcome or objective measures (the actual results of programme activities).

In line with government's emphasis on assessing service delivery, one of the long-term objectives of the PSC is to conduct a periodic survey as a means to

assess how well the public service is doing in terms of meeting its commitment to the Batho Pele Principles.

The White Paper on Transforming Public Service Delivery (Batho Pele White Paper, No. 1459 of 1997) provides a very clear policy framework and implementation strategy for the transformation of Public Service Delivery. The central component of the strategy is the eight Batho Pele Principles, set out below:

Batho Pele Principles

1. **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 they are offered.
2. **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.
3. **Access**: All citizens should have equal access to the services to which they are entitled.
4. **Courtesy**: Citizens should be treated with courtesy and consideration.
5. **Information**: Citizens should be given full, accurate information about the public services they are entitled to receive.
6. **Openness and transparency**: Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.
7. **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.
8. **Value for money**: Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

*   Figure 1: Batho Pele Principles

This CS survey provides important information to assist the public service in meeting the challenges of implementing these principles. Information which will help managers make informed decisions that ultimately benefit the citizens of this country.

All four of the departments assessed by the CS survey have incorporated the Batho Pele Principles into their own strategic planning documents and into their respective charters. For example, the Department of Education has committed itself to the Tirisano Programme, the Department of Health has drawn up a Patients' Rights Charter, the Department of Housing has embraced a Housing Code, and the Department of Social Development has a 10-point plan and has also committed itself to a service delivery charter. All these documents clearly signal that all of these four departments have dedicated themselves to working with the citizens of this country to ensure that the implementation of the respective services delivered by these departments benefit the citizens of this country. This report argues that a CS survey can play an important role in assisting the Department in monitoring the implementation of these strategic plans, charters, mission statements and

so on, and ultimately assist the respective Ministers with their stated intention to transform the public service.

In 2000, the PSC commissioned a study to explore compliance with the Batho Pele Policy, which found that, in terms of the eight principles listed above (PSC Survey, 2000):

- Citizens are seldom consulted about their needs;
- Citizens are typically unaware of the standards they should be demanding;
- Access to services remains a problem;
- Whilst courtesy standards had been set in many departments, departments were unable to measure whether these standards were being met as they had not canvassed the opinion of their clients;
- Information and dissemination campaigns were not always comprehensive, and there were gaps in communication between institutions and the communities they served;
- Citizens were not kept abreast of the performance of either provincial or national departments;
- Limited efforts had been made to establish complaint handling mechanisms, and where they exist at present they "rarely function effectively" (p. xxi); and
- "Very few departments undertake meaningful analysis of the performance in terms of value for money" (p. xxii).

The PSC report reaches conclusions and makes several recommendations, some of which are beyond the scope of this study. However, of particular relevance are the following:

> Performance management systems have not yet been adjusted to establish clear links between a department's service delivery performance and the individual performance of staff members….A measurement system must be implemented that measures performance against set standards (p. xxix).
>
> The Batho Pele Principles should be integrated into the performance management system of the Department (p. 119).
>
> Service Delivery Improvement Plans (SDIP) are frequently seen as a separate campaign from the normal day to day business of the department… strategic and business objectives should include their service delivery objectives, that is standards, access target and productivity improvement objectives (p. 116).
>
> The SDIP must identify the service delivery improvement gap and [identify] how to achieve improvement through bridging the gap (p. 118).

A critical component of such a performance system is a well-designed CS tool as it provides a robust instrument with which to measure the perceptions of recipients of services delivered by different government departments. Such measurement is vital in creating a quality service culture and nurturing an environment for:

- Conducting open, honest, transparent and ongoing consultations with citizens;
- Involving employees (as citizens and providers) in the entire process; and
- Re-measuring satisfaction levels regularly to determine trends and the effectiveness of the improvements that have been implemented.

2.2 Background

Donabadian, arguably the leading theorist in the area of quality assurance, has emphasised that:

> Citizen satisfaction is of fundamental importance as a measure of the quality of care because it gives information on the provider's success at meeting those citizen values and expectations, which are matters on which the citizen is the ultimate authority (1980: p. 25).

Research has found that studies of CS are often local, poorly designed and lack reliability and validity (Sitzia and Wood, 1998). Moreover, there seems to be little agreement as to what is an acceptable response rate. Few studies meet the generally accepted bare minimum of 80% (Sitzia and Wood, 1998). A further problem with the methodology used in the implementation of a CS survey is that there is often a non-response bias. Many studies fail to indicate how many citizens did not respond to the CS tool, despite the fact that non-respondents are less likely to be satisfied with the quality of service they received and are therefore crucial to any study of CS (Sitzia and Wood, 1998).

To counter these problems, the target population of this study was well defined, the sampling method sound, the number and characteristics of non-respondents well documented, and the survey was personally administered to citizens.

Recent studies have questioned whether a CS tool actually measures what it intends to measure. A growing body of literature challenges the view that "satisfaction exists in the population, but it is simply awaiting measurement" (Williams; 1994: p.509). A major complaint is that "at best, most tools are not validated and at worst many expressions of satisfaction may not be valuations at all" (Williams et al; 1998; p. 1352). It is therefore imperative that any study of this nature is based on a clear understanding of how citizens or stakeholders evaluate the services they receive from the public service.

A further challenge to the development of a valid and reliable CS survey is to ensure that the instrument is designed to take cognisance of variables that can significantly influence the citizens' perception of the service they receive. Variables that are commonly associated with a CS tool include citizens' age, education, occupation, and ethnic or race group. The literature suggests that these variables are inconsistently associated with ratings of satisfaction. (Gross et al.,1998; Health Services Research Group, 1992).

The instrument must also account for the fact that the population using the public sector services in South Africa is not homogeneous. The management

of a service delivery site may be making an effort to satisfy citizens, but they do so at a particular level or understanding of what they think their customers want or at who they think their customers are (Minnick et al.,1997). Individuals may have their own preferences, and it may be extremely difficult to meet all or even a wide range of individual preferences. These are trade-offs that management in the departments will have to make.

2.3 Implications

The next section outlines how the CS survey that was developed for this study was designed in such a way that it took the above into account and thereby ensured that a reliable and valid instrument was used to measure the satisfaction of citizens utilising services delivered by each department.

This in turn, as the report below illustrates, will highlight the gaps in any department between the performance and quality of service delivery and the needs and expectations of citizens. Conducting open, honest, transparent and ongoing consultations with citizens and involving employees (as citizens and providers) in the entire process will ultimately improve the quality and effectiveness of the services delivered. Such a measurement is vital in creating a quality service culture and thereby nurturing an environment for an SDIP.

Moreover, the instrument will assist the departments to determine the service relevance and importance and also assist in the setting of service delivery standards. Finally, the instrument can be used to re-measure satisfaction levels regularly to determine trends and the effectiveness of the improvements that have been implemented.

3 Methodology

This study consisted of the following six key steps:

Identify the core components of service delivery within each department
⇩
Develop and design the instrument based on an informed understanding of service delivery within each department
⇩
Construct a sample from citizens who utilise the services offered by each department
⇩
Randomly survey the citizens drawn from the sample[1]
⇩
Capture and analyse the data
⇩
Report the findings to the PSC

3.1 Components of the Research Process

The CS survey measured satisfaction levels of both external and internal citizens who use the services of this department. The services assessed in the four departments can be tabulated as follows:

Department	Services	
	Internal	External
Education	• Outcomes Based Education	• Life Skills and ABET
Health	• Emergency Medical Rescue Services	• Ante-Natal Care • Care at child birth • Post-Natal Care
Housing	• Municipalities, NGOs, CBOs, Developers and Contractors	• Housing Subsidies
Social Development	• Social Workers • Social Development Organisations	• Social Security Grants • Social Development Projects

*   Table 1 : Summary of services assessed by the CS survey

In addition, the services were assessed using the "Participant Observation" technique[1].

3.2 Aim

The specific objective of this study was to:

- Identify the key factors that have an influence on satisfaction of citizens in general;
- Determine the level of service desired by these citizens;
- Measure the actual level of service currently being provided;
- Highlight and prioritise areas that require improvement or attention;
- Provide a basis for a comparison of service delivery amongst departments;
- Provide a tool for conducting CS research on an annual basis by the PSC.

Furthermore, the specific objectives of the Participant Observation, were to

- Determine the efficiency and professionalism of the staff at specified facilities;
- Observe the attitude and behaviour of the staff at specified facilities;
- Highlight those areas where staff were excelling or failing;
- Identify areas requiring improvement at each evaluated office.

In order to meet these aims the research was conducted in two phases: one, a qualitative phase which shaped the development and design of the survey instrument, and two, a quantitative phase in which the survey was conducted.

3.3 Qualitative Phase

The project team first held discussions with representatives from the departments to obtain a clearer understanding of their service delivery. In addition, provincial departments across the nine provinces submitted information pertaining to their service delivery.

Based on the submissions and discussions, a scope of work for each department was designed. This was followed by 10 in-depth interviews with citizens who make use of the specified services offered by each department. These in-depth interviews gave insight into the citizens' perceptions of the services being offered to them. Specifically, respondents were asked to reflect on three issues during the interview:

- A recent experience at the hands of a departmental official or facility (e.g. Department of Housing office at either provincial or municipal level or a health care facility), what made it positive or negative;
- Things that make it easy or difficult to get access to the Department's offices and experiences associated with the delivery of each department's services; and
- Their experience in the public service, focusing on what made them happy, or unhappy, and whether or not they got assistance when required.

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[1] For information on the services assessed in this study see Appendix C in the OPSC website.

The information obtained from each department and the in-depth interviews was used to design the final questionnaires for each of the services within each department. A workshop was held with each department to discuss the questionnaires and give them an opportunity to provide input into the survey instrument[2].

3.4 Quantitative Phase

The questionnaires were then applied, in person, to a total of 1500 citizens who use the services of each department in order to measure their satisfaction[3]. The interviews were completed, the questionnaires coded and the data captured and analysed.

Once the interviewing had been completed a weighting was applied to the number of interviews achieved at a provincial level. The sample was weighted at a provincial level according to the total South African population. The results are therefore representative of the South African population at the national level (both rural and metropolitan citizens).

In addition to the survey instrument, Participant Observation (either telephonic interviews or walk-ins) was also conducted to assess the frontline services of each department. In both instances, a trained researcher, posing as a recipient, followed the service delivery process to subsequently evaluate the service received. In total 213 assessments were done in this manner.

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[2] See Appendix A in the OPSC website for an example of the instrument that was used in this study.
[3] For more information on the sample framework used see Appendix B in the OPSC website.

4 Results

4.1 Introduction

The key results are summarised below for the two categories (external and internal services). First we indicate the overall Citizen Satisfaction Index (CSI) score for the four departments, and then we highlight the perceived strengths of the departments. The strengths are areas which the departments can hold up as benchmarks of quality service delivery. Finally we report on areas which citizens were not satisfied with and which highlight the areas departments need to consider for future service delivery improvement initiatives. Finally it ends with an examination of citizens' perceptions of the complaint process in each department and the results from the Participant Observation exercise.

4.2 Overview CSI Scores

Figure 2 below illustrates the overview CSI score for the internal and external services assessed in the four departments. The reasons for the different scores between "higher" scores versus "lower" scores is explored in more detail below. However, as was explained earlier, the overall score is based on a calculation of the variance between what a citizen expects the service delivery to be and what the citizen actually encountered (in terms of the perceived quality and value of the service delivery).
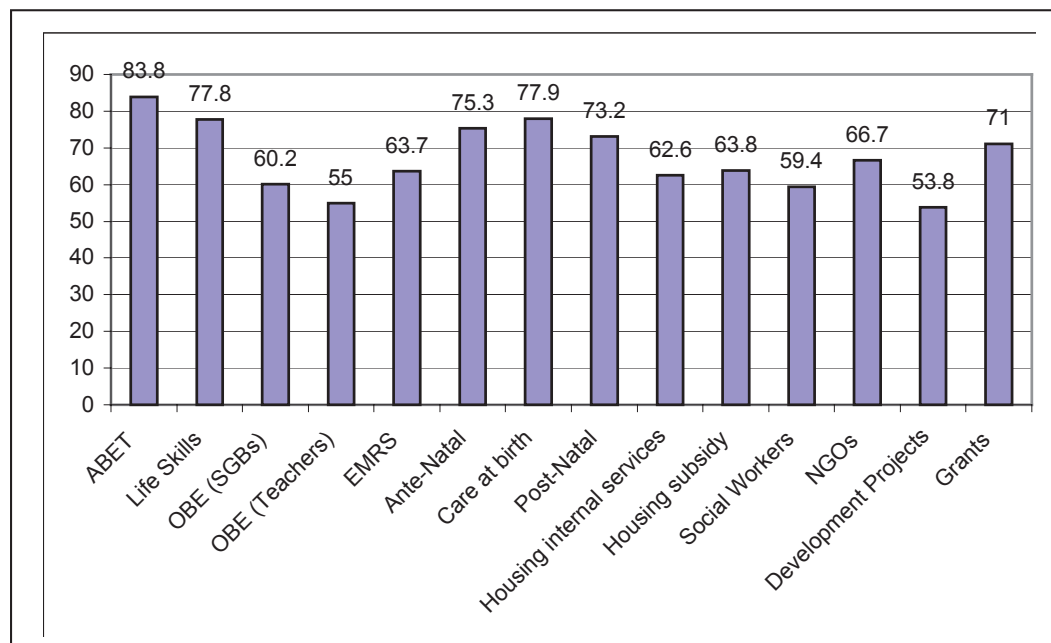
*   Figure 2 : Overall CSI scores for the four departments

As a result of the fact that this study is a pilot study and that no similar study has been conducted in the public service in this country, it is difficult to make comparisons between the scores depicted above and other institutions delivering services. Readers may however, be interested to note the following scores taken from different countries where similar measurements have been made. It is important to note however, that many of the scores below are

taken from the private sector where service delivery can make or break a company.

Country	Sector	CS Index Score
South Africa	Banking	77.1
	Postal Services	76.7
	Hotel Industry	76.7
	Telecommunications	82.1
USA	Finance	74.4
	Public Sector	67.0
Sweden	Banking	67
	Public Sector	64

*   Table 2 : Comparison of CSI scores in different sectors in different countries

4.2.1 Implications

The implication of Figure 2 is that in terms of the overall CSI score citizens who participated in either ABET or Life Skills education (both Department of Education); or received either Ante-Natal care or care during birth or Post-Natal care (all Department of Health services); or received a social security grant (Department of Social Development) were far more likely to feel that their expectations are being met by these different departments than those citizens who had received services pertaining either to OBE (Department of Education) or EMRS (Department of Health) or internal housing delivery services or a housing subsidy (both services offered by the Department of Housing) or social workers or NGO's or social development projects (all three services offered by the Department of Social Development).

As has already been noted, the CSI is calculated by measuring what the citizen expects of the service, by measuring how the citizen perceived the actual delivery of that service, and by measuring the perceived value of the service. As will be noted below, for those services that were rated relatively low there is a gap, often sizeable, between expectation and performance. Not only does this imply that performance will need to improve, but that levels of expectation regarding these services might be too high and management will need to consider how best to manage expectations as well as strategise around improving service delivery.

In the sections below we explore in more detail this finding and establish areas of strength and weakness for each service, which will provide management with the information necessary to shape service delivery improvement initiatives.

4.2.2 Overall Rating of the Public Sector

Interactions with a government department not only shape one's perception of that department, but it also shapes the perception we have of government in general. For this reason the CS survey also asked respondents to reflect on how satisfied they were in general with government, taking into consideration that the score they gave would be influenced by their experience with the department which they had been discussing when responding to the questions on the CS survey. The results are plotted in the graph below and demonstrate relatively high satisfaction levels with government in general in

certain departments. These approval ratings are what one expects, based on the results discussed above. Citizens, who have expressed high satisfaction levels with the service delivery they encountered, have tended to rate government higher than those who expressed dissatisfaction with the level of service they encountered.

The results discussed above, demonstrated that ABET learners, learners taking Life Skills education courses, and those citizens who sought care either before or during or after giving birth were well pleased with the service delivery. These beneficiaries all rated government relatively highly, as depicted in Figure 3. However, those beneficiaries who received internal services from the Department of Education (in this case OBE) and the Department of Health (in this case EMRS), and the two services assessed in the Department of Housing (Internal Housing Services and Housing Subsidy) for this study all expressed dissatisfaction with the service delivery they received. These beneficiaries have all rated satisfaction with government relatively low, as depicted in Figure 3.
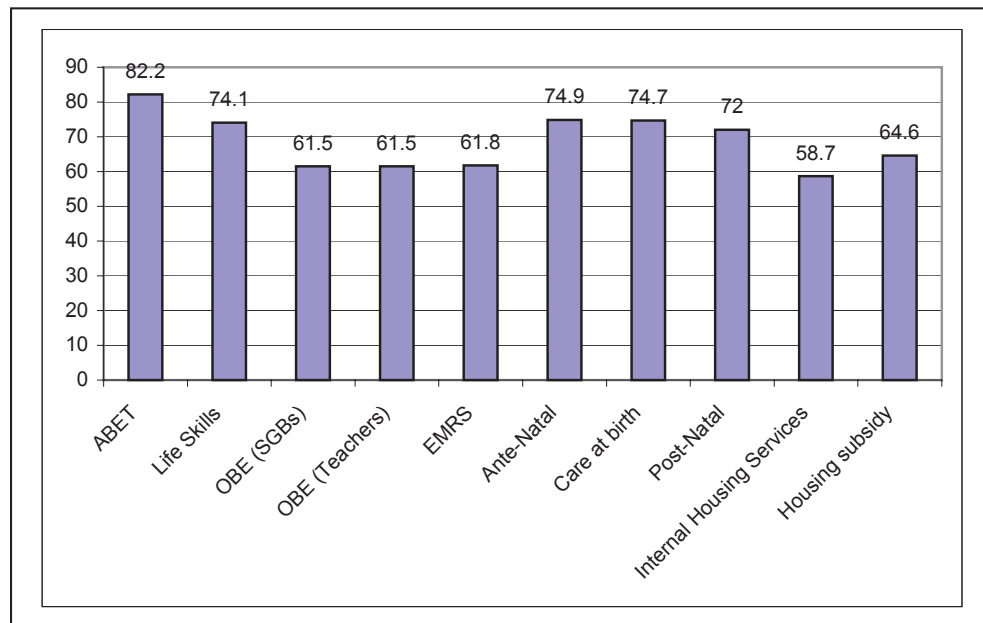
*   Figure 3: Overall satisfaction levels with the public sector

This graph clearly demonstrates how citizens dissatisfied with a particular service will see the rest of government in a poor light even if they have not experienced other departments' service delivery. Similarly those who are pleased with one government service tend to think highly of service delivery across all departments.

4.3 External Services

In this section we explore in more detail, from a quantitative perspective, the perceptions that citizens have of the external services they have received from each department. The scores achieved by these services are shown in the graphs below, which illustrate the variance between the expectations and the actual delivery experienced by these beneficiaries. The challenge for each department is to examine 3 important questions regarding the gap between expected and actual service delivery:

- Is this gap tolerable, i.e. is it large enough to warrant further action?
- If this gap is not tolerable, what would be the desirable size of the gap bearing in mind that it is impossible to please "all people at all times"?
- Can we identify what needs to be done to minimise the gap and thereby ensure that actual service delivery falls into an area that is more acceptable?

The scores for overall quality per external service per department can be found in Figure 4. The smaller the variance between expectation and performance, the more likely that the service delivered was of a quality that the citizen expected. Whilst housing subsidies (Department of Housing) and social development projects (Department of Social Development) display relatively high variance between expectation and actual performance, the other services all came close to meeting the standard that the citizen expected.
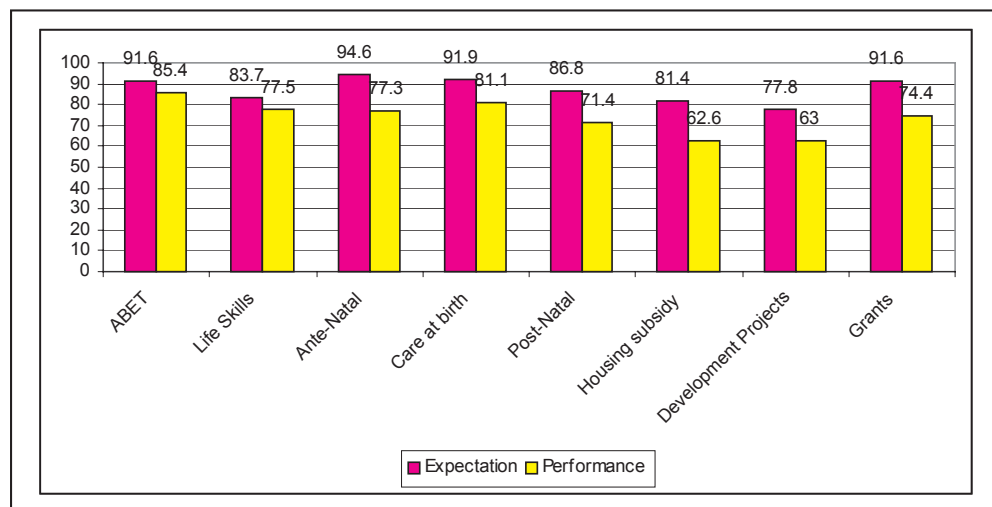
*   Figure 4 : Expectation and performance of overall qualiy for external services

The scores for customisation per external service can be seen in Figure 5. Customisation refers to whether the service met the specific needs of citizens. The smaller the variance between the expectation and performance, the more likely that the service that was delivered met the citizens' needs. In Figure 18, the three departments other than the Department of Housing (housing subsidies), can claim that the services they deliver come close to meeting the needs of citizens. In the case of housing subsidies, there is a relatively large gap between the citizens expecting the Department to meet their needs and the actual service that was delivered.
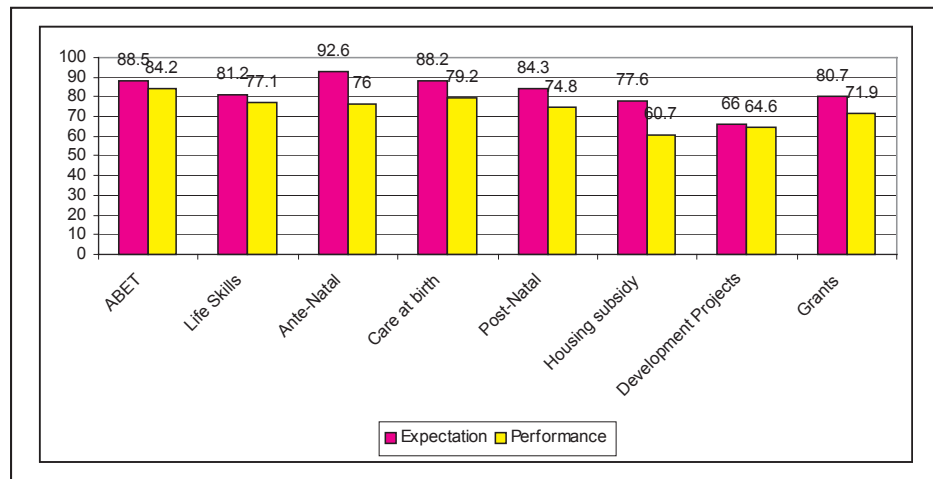
*   Figure 5 : Expectation and performance of customisation for external services

The scores for reliability per external service can be seen in Figure 6. Reliability refers to whether the service was delivered trouble free to the citizen or not. The smaller the variance between expectation and performance, the more likely the service was delivered to a trouble free standard that the citizens expected. In the Department of Education, the Department of Health and the Department of Social Development (social security grants only), citizens have noted that the service delivered came close to meeting their expectation of a trouble free service. This was not the case in either the Department of Housing or the Department of Social Development (social development projects). With regards to these services citizens reported encountering problems with delivery.
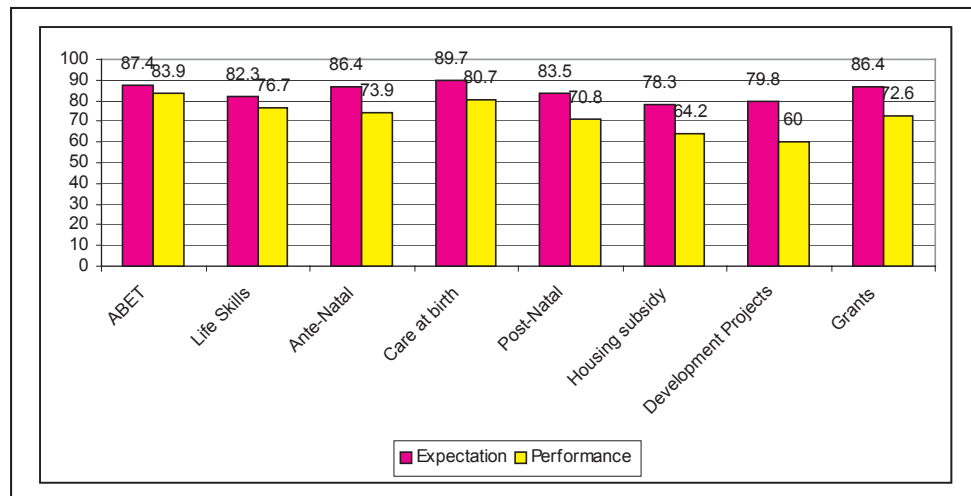
*   Figure 6: Expectation and performance of reliability for external services

4.3.1. Implications

The implications from the results reported on above with regards to external service delivery can be tabulated as follows:

| Department	Level of Satisfaction	Level of Quality	Level of Expectation	Level of Customisation	Level of Reliability	Challenges
Education	Learners have reported extremely high levels of satisfaction with these two services.	For both ABET and Life Skills service delivery met the level of quality that learners expected.	Expectations amongst learners are high, particularly those for ABET learners, and the Department will therefore need to develop a strategy to ensure that these levels of expectation are realistic.	Both sets of learners found that the respective aspects of the two services assessed were customised in such a manner that they came close to meeting their requirements. This is a very positive finding as it implies that the Department has designed a service specifically to meet the needs of learners.	Both sets of learners rated the delivery of these services as largely trouble free, which the Department should be extremely pleased with.	The challenge for all 4 departments is to manage the levels of expectation and to ensure that service delivery continues to be delivered at this high standard.
Health	Beneficiaries who receive these services have reported high levels of satisfaction, which the Department should be well pleased with.	For those seeking either Ante-Natal care, or care during birth or Post-Natal care the quality of the service delivery came close to meeting the levels expected by these citizens.	Expectations amongst the three different groups are very high, particularly those for seeking Ante-Natal care and care during birth. The Department will therefore need to ensure that it manages these expectations in a constructive manner, develop a strategy and thereby ensure that expectations of citizens are realistic.	All groups found that the respective aspects of the three services assessed were customised in such a manner that they came close to meeting their requirements. This is a very positive finding as it implies that the Department has designed a service specifically to meet the needs of citizens.	In all three cases, the citizens signalled that these services are trouble free.	
Housing	Beneficiaries who receive these services in several instances have reported relatively high levels of satisfaction, which the Department should be well pleased with.	The high variance between expectation and performance suggests that the quality of service delivery in this department did not quite meet the expectations of citizens.	Expectations amongst groups are very high, particularly those who received a subsidy from the Department and those who received a subsidy from a developer (albeit a very small sample). The Department will therefore need to ensure that it manages these expectations in a constructive manner, develop a strategy and thereby ensure that expectations of citizens are realistic.	All sub-groups found that the respective aspects of the Housing Subsidy service assessed were customised in such a manner that they came close to meeting their requirements. This is a very positive finding as it implies that the Department has designed a service specifically to meet the needs of citizens.	In almost all cases, the citizens signalled that these services were not trouble free.	
Social Development	Beneficiaries who receive grants have reported high levels of satisfaction, whilst co-ordinators of social development projects have signalled a gap between expectation and performance.	The high variance between expectation and performance suggests that the quality of service delivery in this department did not quite meet the expectations of neither those receiving grants nor those co-ordinating development projects.	Expectations amongst both groups are high, particularly those for beneficiaries of social security grants, and the Department will therefore need to develop a strategy to ensure that these levels of expectation are realistic.	Both groups found that the respective aspects of the two services assessed were customised in such a manner that they came close to meeting their requirements. This is a very positive finding as it implies that the Department has designed a service specifically to meet the needs of citizens (albeit that co-ordinators had set their expectations somewhat lower than did those receiving social security grants).	In both cases, the citizens signalled that neither of these services are trouble free.	

*   Table 3: Implications of external service delivery

4.4 Internal Services

In this section we explore in more detail, from a quantitative perspective, the perceptions that citizens have of the internal services they have received from the four departments. The scores achieved by these services are shown in the graphs below, which illustrate the variance between the expectations and the actual delivery experienced by these citizens. As was noted earlier, the challenge for the departments is to examine the questions pertaining to the gap between expected and actual service delivery. Namely: is this gap tolerable, if this gap is not tolerable, what would be the desirable size of the gap and can we identify what needs to be done to minimise the gap? We return to these 3 questions below, when analysing these results.

The scores for overall quality per internal service per department can be found in Figure 7. The smaller the variance between expectation and performance, the more likely the service that was delivered was of a quality that the citizen expected. In all four departments there is a sizeable variance between expectation and actual performance, the largest difference being for EMRS (Department of Health) and the smallest being for OBE (School Governing Boards, Department of Education).
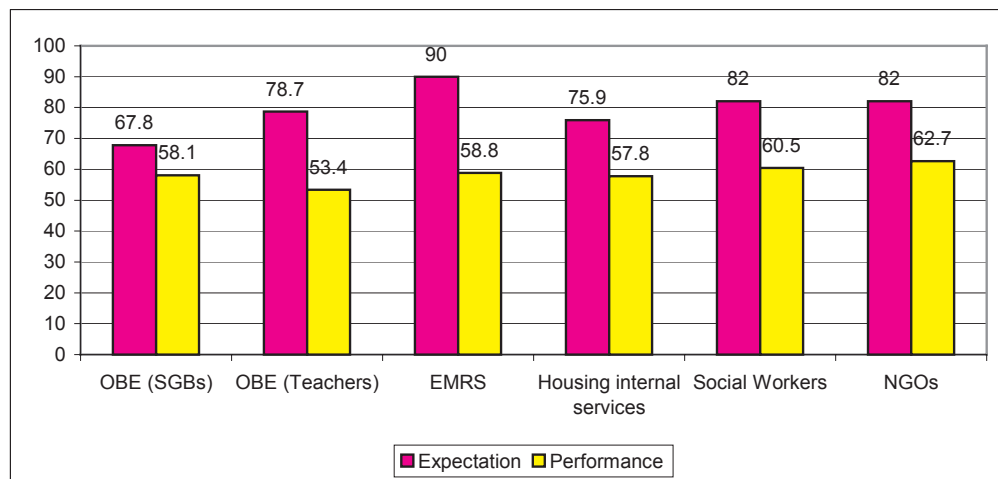
*   Figure 7 : Expectation and performance of overall quality for internal services

The scores for customisation per internal service can be seen in Figure 8. Customisation refers to whether the service met the specific needs of citizens. The smaller the variance between expectation and performance, the more likely the service that was delivered met the needs of citizens. In Figure 8 we note that for NGOs (Department of Social Development) the performance actually exceeded expectation. The explanation for this will lie in the fact that the sample was exceptionally small (n=23) so these results are probably indicative of what NGOs think rather than a true representation of NGOs. There was also a small variance between the expectation and performance for members of an SGB (Department of Education), which suggest that the received service came close to meeting their needs. In the case of the other services there is a relatively large gap between people expecting the respective departments to meet their needs and the actual service that was delivered.
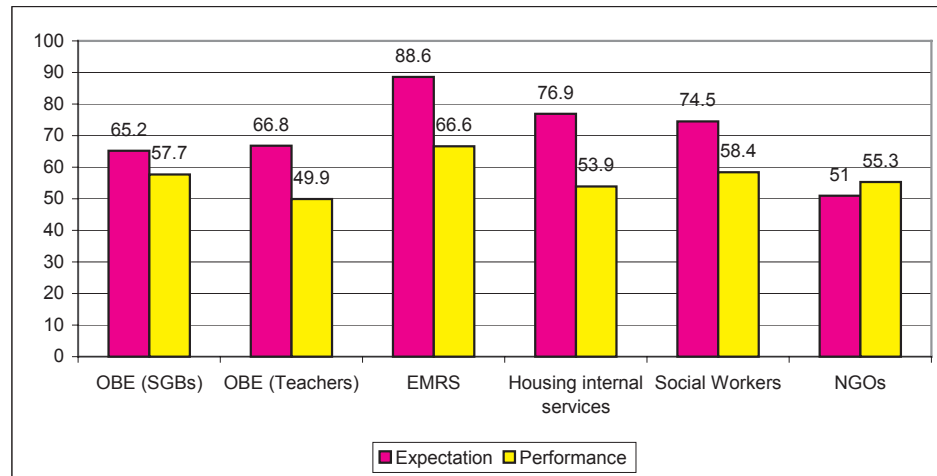
Figure 8 : Expectation and performance of customisation for internal services

The score for reliability per internal service can be seen in Figure 9. Reliability refers to whether the service was delivered trouble free to the citizen or not. The smaller the variance between expectation and performance, the more likely the service was delivered to a trouble free standard that the citizens expected. In the Department of Education (SGBs), the Department of Housing (Housing Internal Services) and the Department of Social Development (NGOs), citizens have noted that the service delivered came close to meeting their expectation of a trouble free service. This was not the case for either teachers (Department of Education), members of EMRS (Department of Health) or social workers (Department of Social Development (social development projects). Citizens reported encountering problems regarding delivery of these services.
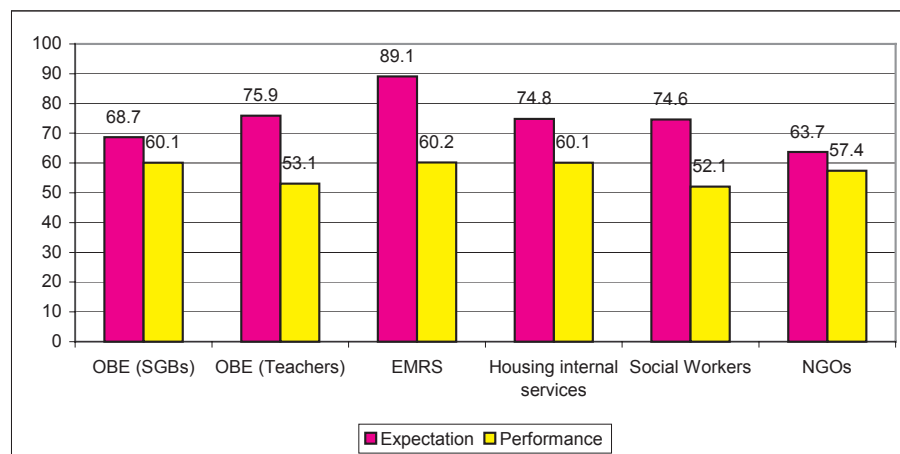
*   Figure 9: Expectation and performance of reliability for internal services

4.4.1. Implications

The implications from the results reported on above with regards to internal service delivery can be tabulated as follows:

Department	Level of Satisfaction	Level of Expectation	Level of Customisation	Level of Reliability	Challenges
Education	Members of SGBs and teachers reported low levels of satisfaction with service delivery.	Significantly, teachers have relatively high expectations for OBE, but reported that they were dissatisfied with the actual implementation Members of SGBs had far lower expectations than teachers, and in most cases actual performance matched this low expectation.	Neither group felt that the services were customised in such a way that they met their requirements.	Neither group felt that the service that was delivered was trouble free.	Departments will need to ensure that they manage these expectations in a constructive manner, develop a strategy and thereby ensure that expectations are being set at realistic levels.
Health	EMRS staff reported low levels of satisfaction with service delivery.	EMRS staff perceived a large gap between expectations and performance.	EMRS staff reported that the services were not customised in such a way that they met their requirements.	EMRS Staff felt that the service that was delivered was not trouble free.	
Housing	Officials who work for a municipality, NGO and CBO staff, contractors and developers all reported low levels of satisfaction with service delivery.	They also perceived a large gap between expectations and performance.	They also reported that the services were not customised in such a way that they met their requirements.	Nor did they feel that the service that was delivered was trouble free.	
Social Development	Social workers and NGOs (albeit a small sample) reported low levels of satisfaction with service delivery.	Social workers in particular, perceived a large gap between expectations and performance.	Social workers felt that the services were not customised in such a way that they met their requirements, for NGOs their expectations were exceeded.	Neither group, social workers in particular, felt that the service that was delivered was trouble free.	

*   Table 4: Implications of internal service delivery

4.5 Value and Recommendation

The final two measures used to score overall satisfaction levels are

- **Value** (Is the service you received of some value?)
- **Recommendation** (Would you recommend this service to anyone else?)

These two variables are important for a number of reasons. Firstly, if citizens use a service, they are more likely to feel the service added value (i.e. it improved their present situation) or was "value-for-money". The latter is more difficult to measure in the public service, as many services provided are free of charge. However, in most departments, this is not generally the case e.g. citizens are expected to pay something towards the services they receive.

Another key aspect of value is the Batho Pele Principle, which declares that a citizen should be fully informed about services they are receiving. Hence the CS survey asked citizens to rate the value of the information they had received pertaining to a specific service.

Furthermore, if a citizen is satisfied with a service they receive, they are more likely to recommend the service to others than if they were dissatisfied (Burroughs et al, 1999). The reverse is also true: dissatisfied citizens are more likely to recommend that others avoid the service altogether when citizens have a choice. Thus an important measure of general satisfaction is to gauge whether respondents would recommend the different services explored in this study. Figure 10 draws the four departments' services, measured in this study, together and compares them.

Service	Value of the service (cost) (%)	Satisfied with value of service (%)	Strength of recommendation of this service (%)
Education			
Life Skills Learners	79.1	81.2	83.4
ABET Learners	73.9	70.4	87.2
OBE (Teachers)	51.1	49.5	58.4
OBE (SGBs)	54.7	63.6	70.3
Health			
Ante-Natal Care	73.1	72	78.4
Care during birth	63	69.3	97.3
Post-Natal Care	66.7	65.7	99.3
EMRS	53.3	47.1	93.7
Housing			
Housing subsidy – National	61.3	46.9	67.4
Housing subsidy – Municipality	49.5	40.8	60.6
Housing subsidy – Developer	63.2	50.9	N/a
Housing subsidy – Contractor	64.7	56.9	N/a
Housing Internal **Muncipalities, NGOs, CBOs, Developers & Contractors**	63.4	57.2	69.3

Service	Value of the service (cost) (%)	Satisfied with value of service (%)	Strength of recommendation of this service (%)
Social Development			
Social Security Grants	66	76.1	72.8
Social Development Projects	42.8	57	62
Social Workers	48.7	43.3	52.8
NGOs	69.9	98.8	71.1

*   Figure 10: Ratings of value and strength of recommendation by citizens

4.5.1. Implications

The implications from the results reported in Figure 10 with regard to Value and Recommendation are as follows for the four departments:

Department of Education

- Teachers neither rate the value of the information they receive nor the actual service they receive very highly. Moreover, they would not recommend the delivery of the service highly. This is extremely worrying, given the status of teachers in many communities and the vision that the Minister has with regards to the role teachers should play in our society. The findings suggest that currently teachers do not fulfil this role.
- Members of the SGBs were slightly more enthusiastic about the value of the service they received. Like teachers however, they did not rate the value of the information pertaining to the service very highly. Surprisingly, despite the perceived shortcomings they had noted with OBE, they would recommend the service. Obviously the Department of Education needs to identify precisely what the shortcomings are and rectify them. However, the Department must also nurture the support it gets from members of SGBs, as the "word-of-mouth" publicity is invaluable.
- Learners taking a Life Skills programme were unequivocally highly satisfied with the information they had received, and the actual value of the service. They too would recommend the service strongly. Again the Department must nurture this support, and put in place measures to ensure that learners continue to be supportive. The challenge for the Department is not to get complacent about services it delivers well.
- Whilst ABET learners would strongly recommend the service, they were not quite as satisfied with either the value of the information they received or the actual value of the service. As noted above, the Department needs to identify precisely what the shortcomings are and rectify them. However, the Department must also nurture the support it gets from ABET learners to ensure that it continues to receive this support.

Department of Health

- The staff of EMRS rate the value of the service they receive very low. However, somewhat surprisingly, they recommend the delivery of the service highly. This could imply that they are well aware of the need to work together with the Department to resolve the problems they have noted with service delivery. This is an encouraging sign, as it suggests that rather than give up on the service delivery they are prepared to work

towards making the service better. The findings suggest that whilst they may be dissatisfied at present, there is hope that they will continue to work towards improving the service. Moreover, the Department must also nurture the support it gets from EMRS staff, as this type of publicity is invaluable.

- Those seeking care either before, during or after giving birth were unequivocally highly satisfied with the actual value of the service. They too would recommend the service strongly. Again the Department must nurture this support, and put in place measures to ensure that they continue to be supportive. The challenge for the Department is not to get complacent about services it delivers well. Moreover, the Department must also nurture the support it gets from these two groups to ensure that this support is maintained.

Department of Housing

- Citizens receiving a subsidy from the municipality rated the value of the service as particularly low in comparison with the other groups. However, somewhat surprisingly, they still recommend the delivery of the service. This could imply that they are well aware of the need to work together with the Department and/or local government structures to resolve the problems they have noted with service delivery. This is an encouraging sign as it suggests that rather than give up on the service delivery, they (the municipality) are prepared to work towards making the service better.
- Pleasingly for the Department, those who receive an internal service from the Department (i.e. people working for a municipality, NGO and CBO staff, developers and contractors) value the service and would recommend it. The Department must nurture the support it gets from these professionals.
- The general feeling from citizens is that whilst they feel that the value of the service, in terms of cost, is relatively fine (a range of response between 61.3 and 64.7 out of a 100, except for those dealing with a municipality, where there is clearly a feeling that the cost is too high), the delivery of the service at this price is unsatisfactory (respondents ranged between 57.2 and a low 40.8 for beneficiaries dealing with a municipality). Citizens obviously feel that for the price to be what it is, the service could be better.
- In line with the belief that the services of the Department are of some value, citizens felt they could recommend the services.

Department of Social Development

- Social workers rate the value of the service they receive very low. Moreover, they would not recommend the delivery of the service highly. This is extremely worrying, given the status of social workers in the social development sector in many communities and the vision that the Minister has with regard to the role they should play in our society. The findings suggest that currently social workers are not in a position to play this role.
- Co-ordinators of social development projects were slightly more enthusiastic about the value of the service they received. Like social workers however, they did not rate the value of the service very highly. Surprisingly, despite the perceived shortcomings they had noted earlier, they would recommend the service. Obviously the Department of Social Development needs to identify precisely what the shortcomings are and

rectify them. However, the Department must also nurture the support it gets from co-ordinators of social development projects, as this type of publicity is invaluable.

- Beneficiaries of social security grants and NGOs were unequivocally highly satisfied with the actual value of the service. They too would recommend the service strongly. Again the Department must nurture this support, and put in place measures to ensure that they continue to be supportive. The challenge for the Department is not to get complacent about services it delivers well.

4.6   Strengths and Weaknesses

We reported above on the overall scores for the different services analysed by the CS survey. In this section, we highlight specific aspects of the service on which the four departments scored well: the perceived strengths in terms of service delivery. In addition, we report on the areas on which they scored relatively low: the perceived weaknesses in terms of service delivery.

We also report on the relative importance of these aspects to citizens. This final step is crucial as it signals to the departments how important to citizens the areas of both service delivery strengths and weaknesses are. This allows the departments to prioritise actions. By showing not only the strengths or weaknesses of a service but also its importance from the perspective of citizens, the four departments will be in a far better position to prioritise and roll-out improvements appropriately.

Strengths and weaknesses are calculated by establishing the variance (difference) between expected and actual service delivery. In those areas in which the difference between expected and actual service delivery is relatively small, the department is doing well. These have been identified as strengths. Where there is a sizeable difference between the two, we have defined this as weaknesses, and hence an area that the departments must consider in terms of its Service Delivery Improvement Plan.

The full list of the strengths and weaknesses for each department can be found in the individual reports for each department. What follows is a summary of the key strengths and weaknesses identified for each department. As will be noted in the discussion, each department needs to consider the following questions:

- **Strengths**: What needs to be done in order to maintain these areas of strength?
- **Weaknesses**: How important is this particular factor in terms of meeting the delivery goals of a particular service? If it is a critical factor, what can be done to improve it and ensure that it meets the expectations of those who receive this service?

The discussion on these two questions highlights two invaluable features of this analysis: a) it makes the link between levels of satisfaction and the actual features of a service and b) it therefore provides useful strategic planning data for management as it signals to the Department which features of the service should be prioritised in its SDIP.

In this section we display four matrices below [4] which illustrate the strengths and weaknesses of specific features that make up the delivery of services by the departments assessed in this study. The top right quarter of each matrix signifies current strengths of the department. Features in this quarter are ones which citizens rated as high in terms of satisfaction and high in terms of importance. The top left quarter, are features that need attention and should be prioritised. Features in this quarter are ones of importance to citizens, but, very importantly, they have been given a low satisfaction rating by these

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[4] Adapted from Dutka (1994)

citizens. The bottom right quarter are the features which citizens have rated high in terms of satisfaction, but low in terms of importance. The suggestion being made here is that these are features which citizens feel should not be prioritised. The final quarter, bottom left quarter, includes features that citizens are neither satisfied with nor regard as important. The suggestion made here is that these features should also not be prioritised.

4.6.1 Department of Education

	Satisfaction (Performance)	
High	*Low*	*High*

IMPORTANCE

NB: Attributes that need attention – areas where priorities should be focussed

Service features:
- Limited support (including training) to teachers to implement OBE
- Unavailability of OBE materials and related resources (such as computers)
- Preparation of teachers to implement OBE
- Confusion amongst teachers as to what the core competencies are associated with OBE
- Teachers' ability to use support materials such as charts, manuals and study guides
- Teachers' ability to instil in learners the core values and principles of OBE
- Communication on OBE matters between SGBs, teachers and the Department is poor
- Limited use of different sources of information by teachers, particularly in Life Skills education
- Literacy and Computer skills in ABET

NB: Current strengths of the Department

Service features:
- Concept of OBE
- Quality of OBE materials
- Professionalism and ethical behaviour of the teachers
- Relevance of issues covered in ABET and Life Skills education

Low

NB: Low priority

Service features:
- Role of leadership in OBE implementation
- Role of parents input into Life Skills education
- Telephonic contact with the Department

NB: Unnecessary strengths – possible overkill

Service features:
- Continuous assessment

*   Figure 11: Summary of the strengths and weaknesses of the services delivered by the Department of Education

Service features that were low on satisfaction and high in importance (upper left quarter) have been identified as priorities for improvement. Priorities in this

case include the limited support that teachers and SGBS feel they receive from their provincial department with regard to the implementation of OBE (this also included aspects such as training/workshops on OBE for teachers and SGBs). This in turn contributed to the perception that teachers feel they are less prepared to implement OBE (e.g. they do not feel confident about using the support materials associated with OBE) and confused about the core competencies they are trying to develop in learners.

Other priority areas the Department needs to consider include the unavailability of OBE materials (e.g. manuals, guides and charts) and related resources (e.g. computers), as well as ways to improve communication between the different provincial departments and teachers and SGBs. In addition, learners prioritised their perception that teachers make limited use of different sources of information in the Life Skills education courses (particularly HIV/AIDS information) and ABET learners expressed dissatisfaction with the literacy and computer skills development they received.

Conversely, service features that received high satisfaction ratings and were low in importance (lower right quarter) were possible areas where resources could be spent more effectively elsewhere, whilst still ensuring that quality does not drop. In this case the issue of continuous assessment was seen to be an area, which the Department does well in, but neither teachers nor members of SGBs saw it as something of great importance. Nevertheless, both teachers and SGBs value the concept of OBE, and feel that whilst they are in short supply the materials available for OBE are excellent. Moreover, learners expressed satisfaction with the relevance of the materials used in their courses.
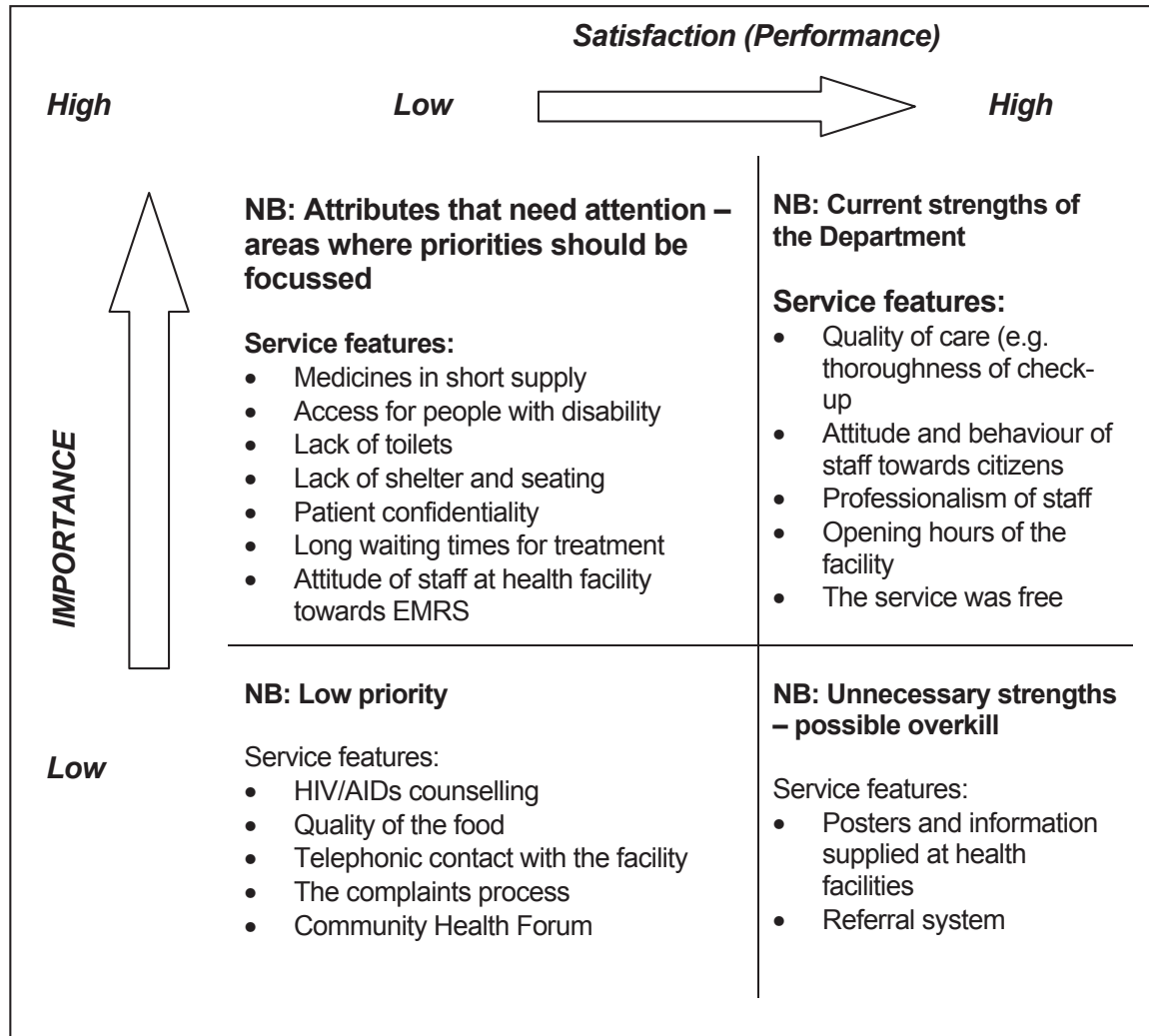
The Department of Education needs to critically assess what the above table signifies, and determine what it wishes to prioritise and what it can realistically prioritise. Features which the Department feels that it cannot deal with in the immediate future need to be discussed with citizens, so that all parties concerned are made aware of what it realistically can and cannot do to deal with the concerns raised about OBE.

The implications from the results reported on above with regards to strengths and weaknesses are as follows:

- In OBE, whilst the Department has done well in explaining the theoretical aspects of OBE to citizens, neither teachers nor members of SGBs feel as enthusiastic about the actual implementation of OBE. In particular, the means and support for implementation, according to teachers and members of SGBs, has not been forthcoming. This situation is exacerbated by the perception that communication between provincial departments and teachers and members of SGBs is poor. The Department will need to consider what means it has to deal with the features that have been prioritised by teachers and members of SGBs.
- Life Skills education was seen to have several strong features, including both the professionalism of teachers and relevance of the issues covered in the course. However, learners felt that the Department could expand upon the sources of information typically used in these courses.
- Whilst ABET learners were largely satisfied with service delivery, they did signal two features that should be worrying for the Department. One, they

reported low levels of satisfaction with the development of literacy skills (a key feature of the Tirisano Programme). Two, they also reported low levels of satisfaction with the time of the day when these courses are offered. If these courses are delivered at inconvenient times then it will decrease the impact of the ABET programme as fewer learners will have access to these courses.

4.6.2 Department of Health

	Satisfaction (Performance)	
High / **Low** / **High** (IMPORTANCE axis, vertical)	**NB: Attributes that need attention – areas where priorities should be focussed** **Service features:** • Medicines in short supply • Access for people with disability • Lack of toilets • Lack of shelter and seating • Patient confidentiality • Long waiting times for treatment • Attitude of staff at health facility towards EMRS	**NB: Current strengths of the Department** **Service features:** • Quality of care (e.g. thoroughness of check-up • Attitude and behaviour of staff towards citizens • Professionalism of staff • Opening hours of the facility • The service was free
Low	**NB: Low priority** Service features: • HIV/AIDs counselling • Quality of the food • Telephonic contact with the facility • The complaints process • Community Health Forum	**NB: Unnecessary strengths – possible overkill** Service features: • Posters and information supplied at health facilities • Referral system

*   Figure 12: Summary of strengths and weaknesses of services delivered by Department of Health

Service features that were low on satisfaction and high in importance (upper left quarter) have been identified as priorities for improvement. Priorities in this case include the short supply in medicines, the lack of easy access for people with disabilities, and the shortage and cleanliness of toilets, shelter and seating at most facilities. In addition, dissatisfaction was expressed with matters relating to patient confidentiality and the long waiting times that citizens experience whilst waiting for treatment.

Citizens did express dissatisfaction with the HIV/AIDS counselling they receive, the poor quality of the food provided to them, telephonic contact with the health facility, the Community Health Forum and the complaints process
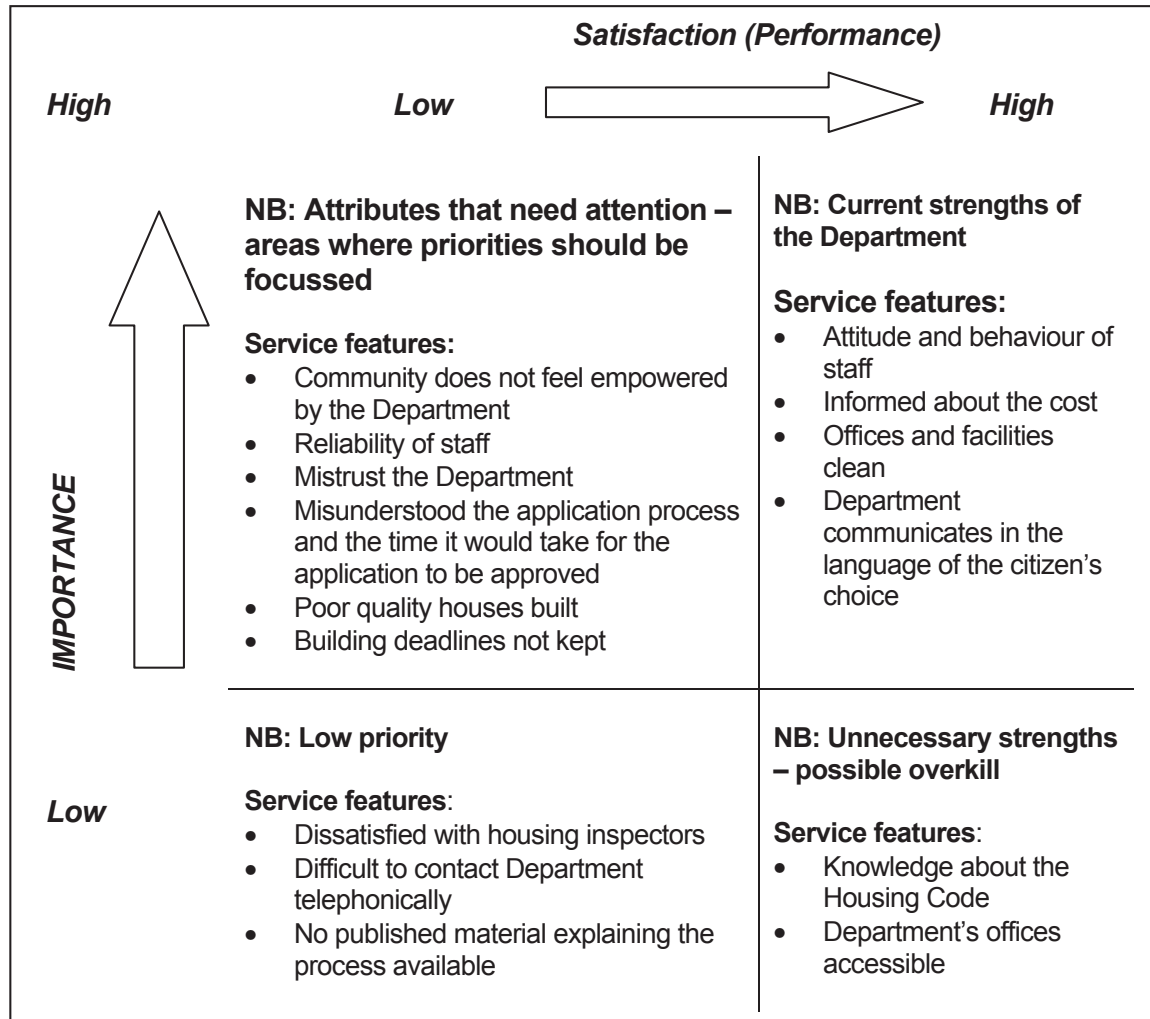
but they did not prioritise this as an area for immediate attention by the Department.

The service features that received high satisfaction ratings and were low in importance (lower right quarter) identified by citizens in this case included the posters and other information supplied to them at health facilities and the referral system (i.e. the system whereby citizens are referred from a primary to a secondary health care facility when deemed appropriate). However, they did express their satisfaction with the quality of the care they received, the attitude, behaviour and professionalism of staff, and they also expressed satisfaction with the opening hours of the facility. In addition, the fact that the service was free was seen as a strength.

The implications from the results reported on above with regards to strengths and weaknesses are as follows:

- For those seeking care either before they give birth, during the birth, or after the birth the features they feel the Department should prioritise include access to the facility, the lack of clean facilities, the poor quality of the food and the unavailability of prescribed medicines. The Department will need to consider what means it has to deal with the features that have been prioritised by these beneficiaries.
- EMRS staff highlighted the discriminatory treatment of patients, the poor communication between the facility and EMRS and the opening hours of the facility as areas that require attention from the Department.

4.6.3 Department of Housing

	Satisfaction (Performance)	
High	**Low** ⟶	**High**
	NB: Attributes that need attention – areas where priorities should be focussed **Service features:** • Community does not feel empowered by the Department • Reliability of staff • Mistrust the Department • Misunderstood the application process and the time it would take for the application to be approved • Poor quality houses built • Building deadlines not kept	**NB: Current strengths of the Department** **Service features:** • Attitude and behaviour of staff • Informed about the cost • Offices and facilities clean • Department communicates in the language of the citizen's choice
Low	**NB: Low priority** **Service features:** • Dissatisfied with housing inspectors • Difficult to contact Department telephonically • No published material explaining the process available	**NB: Unnecessary strengths – possible overkill** **Service features:** • Knowledge about the Housing Code • Department's offices accessible

(IMPORTANCE axis shown vertically on the left)

* Figure 13: Summary of strengths and weaknesses of services delivered by the Department of Housing
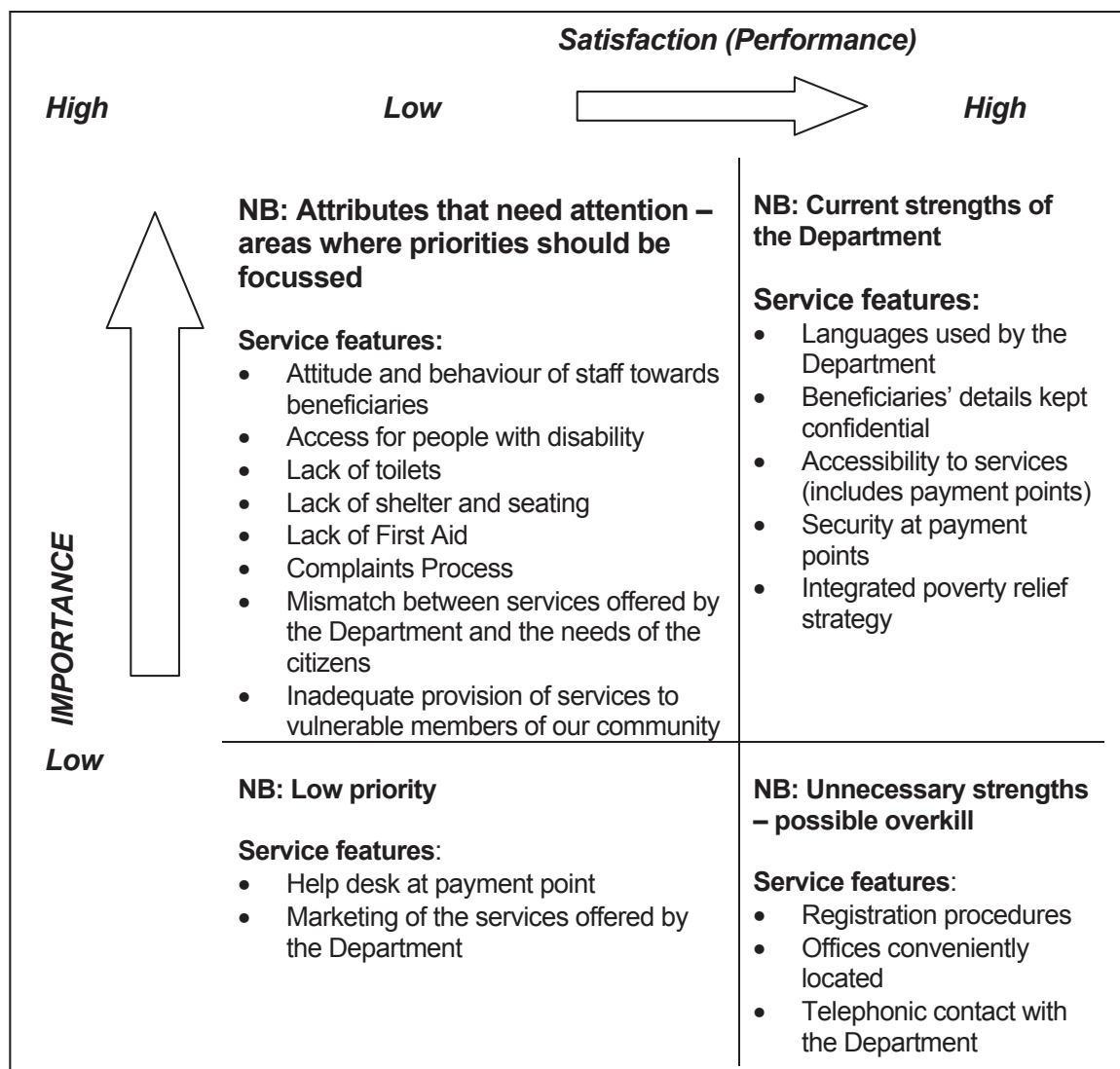
Citizens expressed dissatisfaction with the housing inspectors, the difficulty they had in contacting the Department telephonically and the fact that there were few published materials available explaining the application process, but they did not prioritise these as areas for immediate attention by the Department (lower left quarter). However, they did prioritise a number of issues pertaining to services supplied by the Department of Housing (upper left quarter). These features included the fact that the community does not feel empowered by the Department, that staff are unreliable, that they are suspicious and mistrustful of the Department, that they misunderstood the application process and time it took to process the application, that the houses that were built were of a poor quality and that building deadlines were not met.

Satisfaction was expressed with the attitude and behaviour of staff, the fact that they were fully informed about the cost of the housing and that the offices and facilities were clean. Moreover, citizens also expressed satisfaction with communication with the department, in particular the fact that the citizen can communicate with the Department in the language of their choice. Service features that received high satisfaction ratings but were low in importance (lower right quarter) identified by the beneficiaries in this case included the

posters and other information supplied to them at housing facilities about the Housing Code and the ease of access to the Department's offices. The implications from the results reported on above with regard to strengths and weaknesses are as follows:

- Common features, which were prioritised by citizens included the fact that citizens felt misinformed, particularly about the application process and the fact that developers and contractors did not stick to promised deadlines. Dissatisfaction was also expressed with the quality of the houses that were built and the unavailability of published materials explaining the subsidy process. The Department will need to consider what means it has to deal with the features that have been prioritised by these beneficiaries.
- Areas of strength identified by citizens included the cleanliness of the offices, the fact that citizens could communicate in the language of their choice and the attitude of staff towards beneficiaries.

4.6.4 Department of Social Development

Satisfaction (Performance)

High	**Low**	**High**

IMPORTANCE (High to Low)

NB: Attributes that need attention – areas where priorities should be focussed

Service features:
- Attitude and behaviour of staff towards beneficiaries
- Access for people with disability
- Lack of toilets
- Lack of shelter and seating
- Lack of First Aid
- Complaints Process
- Mismatch between services offered by the Department and the needs of the citizens
- Inadequate provision of services to vulnerable members of our community

NB: Current strengths of the Department

Service features:
- Languages used by the Department
- Beneficiaries' details kept confidential
- Accessibility to services (includes payment points)
- Security at payment points
- Integrated poverty relief strategy

NB: Low priority

Service features:
- Help desk at payment point
- Marketing of the services offered by the Department

NB: Unnecessary strengths – possible overkill

Service features:
- Registration procedures
- Offices conveniently located
- Telephonic contact with the Department

*   Figure 14: Summary of strengths and weaknesses of the services delivered by Department of Social Development

Service features that were prioritised by citizens (upper left quarter) in this case include the attitude and behaviour of staff towards beneficiaries, the lack

of easy access for people with disabilities, the shortage of toilets, shelter, seating and first aid at most facilities, and the complaints process. Moreover, citizens were also of the opinion that there is a mismatch at present between the services offered by the Department and the needs of these citizens. In addition, citizens also felt that there is inadequate provision of services to the more vulnerable members of our community.

Citizens did express dissatisfaction with the help desk at payment points and the marketing of services offered by the Department but they did not prioritise this as an area for immediate attention by the Department.

However, citizens did express their satisfaction with the fact that languages used by the Department are ones that they are familiar with, that staff keep their details confidential, that payment points are easily accessible via public transport, and that security is relatively good at most payment points. In addition, citizens felt that the Department's integrated poverty relief strategy is to be commended. Service features that received high satisfaction ratings, but were not prioritised by citizens (lower right quarter) include the registration process, the fact that the Department's offices are located conveniently and that they are able to contact the Department telephonically.

The implications from the results reported on above with regards to strengths and weaknesses are as follows:

- For beneficiaries of social security grants, the aspects relating to attitude and behaviour of staff, access to facilities for people with disability and the lack of proper facilities (poor toilets, few chairs, and inadequate shelter) were prioritised. The Department will need to consider what means it has to deal with the features that have been prioritised by beneficiaries.
- Co-ordinators of social development projects highlighted the slow application process, the slow distribution of funds to approved projects and the fact that complaints are seldom followed up as areas, which require attention from the Department.
- Social workers also noted that the complaints process within the Department was inadequate. In addition, they drew attention to the lack of a proper feedback loop within the Department and they raised concerns about the mismatch between services offered by the Department and the needs of the citizens it serves.
- NGOs raised concerns about their perception that the Department's decision -making processes, particularly with regards to funding decisions, were not transparent.

4.7 Complaints

One of the central tenets of the Batho Pele Principles is that citizens are entitled to redress if they have been unjustly treated at the hands of a public service official. It was noted earlier that the PSC study (2000) found many departments had yet to implement appropriate mechanisms for responding to complaints. Bearing this in mind, this CS survey asked all respondents whether they were aware of the complaints process and, if so, had they ever lodged a complaint, and how that complaint was handled.

Service	Aware of the complaint process (%)	Aware of process and made a complaint (%)	Made a complaint and satisfied with the way the complaint was handled (%)
Education			
Life Skills Learners	52	20	52
ABET Learners	28	5	52
OBE (Teachers)	60	14	42
OBE (SGBs)	62	14	0
Health			
Ante-Natal Care	19.1	1.9	100
Care during birth	35.3	96.8	70.9
Post-Natal Care	24.8	2.2	100
EMRS	89.6	54	21.6
Housing			
Housing subsidy – National	34.9	17.5	54.2
Housing subsidy – Municipality	51.6	35.8	36
Housing subsidy – Developer	36.9	24.8	29.9
Housing subsidy – Contractor	45.6	46.3	27
Housing Internal **Muncipalities, NGOs, CBOs, Developers & Contractors**	48.1	66.8	64.4
Social Development			
Social Security Grants	29.7	4.8	45
Social Development Projects	74.9	66	43.4
Social Workers	41.2	35.3	69.5
NGOs	27.5	40.8	91.3

*   Figure 15: Citizens' perceptions of the complaints process in this department

Figure 15 demonstrates that few citizens are aware of the complaints process in these departments. This is a most alarming finding, bearing in mind both the Batho Pele Principles and the respective departments' public commitment to service delivery. It is clear that within each department, management needs to consider whether the complaints process it has in place is working effectively. The respondents surveyed (albeit from a small sample) suggest that this is an area where the departments could improve.

The implications from the results reported on above with regards to complaints are as follows:

- Many citizens are unaware of the complaint process.
- Of those that are, a low proportion have actually lodged a complaint.
- Of those who complained, many remained dissatisfied with the way the complaint was dealt with.
- The departments need to inform all users what the mechanisms are for making a complaint.
- Each department needs to make the environment conducive for the lodging of a complaint.
- Every department must significantly improve its own procedures when it comes to how the complaint is handled.

The steps a department could follow to create a conducive and enabling environment for citizens are set out below:

Steps to Improve the Complaints Process

- Ensure that the Complaints Procedure within each department is fully operational and that they are in line with the Charter of the Department.
- Ensure that all citizens are aware of the complaint process, including how to register complaints and the due process that will be followed once the complaint has been registered.
- Determine that staff in each department is fully conversant with the distinction between complaints that can be dealt with at the point of service delivery, those complaints that need to be referred to other appropriate provincial structures and those that will be referred to independent councils or commissions.
- Set realistic targets for how quickly a complaint will be handled, and what redress measures a citizen can expect if the complaint is not handled within the given time frame.
- Ensure that the appropriate structures for dealing with complaints that currently exist in each department have sufficient resources to meet the targets set.
- Measure and monitor over time whether these targets are being met, using a complaint tracking system (database) to record and categorise these complaints
- Establish a communication campaign to support all of the above.

4.8 Further Comments

Citizens were also given the opportunity to make any further suggestions or comments with regard to the services they received from each department. The comments and suggestions made by citizens with regard to each department were coded and analysed, and plotted as follows:

4.8.1 Department of Education
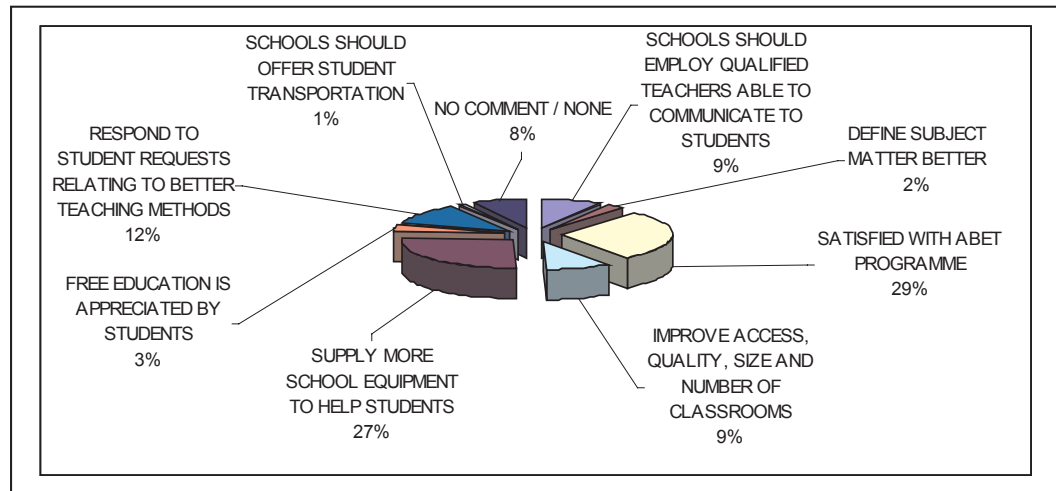
*   Figure 16: Comments and suggestions regarding ABET

Figure 16 illustrates that 29% of citizens were satisfied with the ABET programme and a further 8% had no comment to make about ABET. However, citizens did raise some concerns with regard to ABET and these included:

- 27% felt the Department should provide more ABET related equipment and materials
- 12% felt that better teaching methods should be used in ABET courses
- 9% reported that ABET centres should employ qualified teachers who were able to communicate appropriately with learners
- 9% felt that access to ABET courses should be improved.

Citizens also made suggestions regarding Life Skills Education. These comments and suggestions are depicted below in Figure 17.
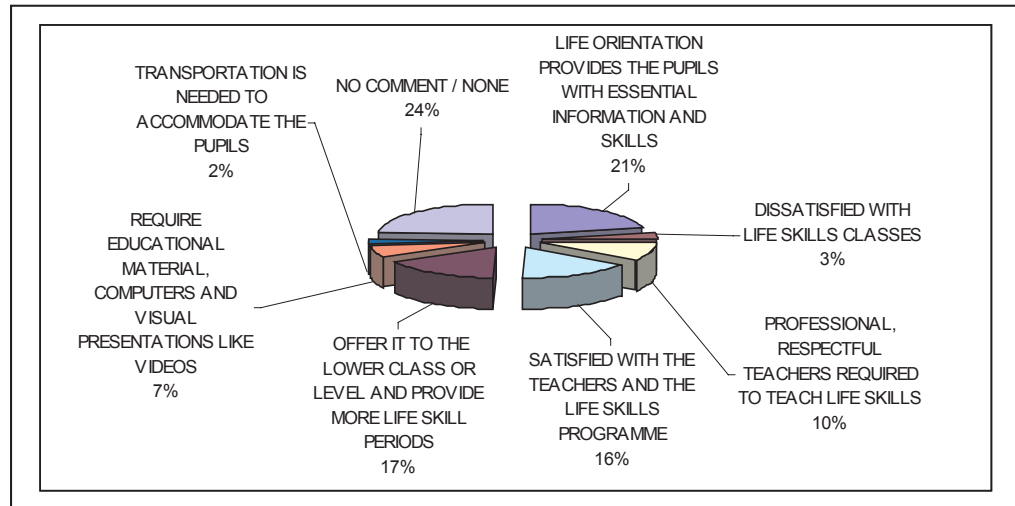
*   Figure 17: Comments and Suggestions regarding Life Skills

The figure above illustrates that the primary area of concern for citizens is the quality of the teachers who deliver Life Skills (10% reported that the Department should provide "professional and respectful teachers to teach Life Skills"). A further 17% of learners felt that the course should be taught to junior as well as senior classes, and that the classes should be taught more often. Moreover, 16% of learners reported they were well satisfied with Life Skills and a further 21% reported that they were satisfied with the content of Life Skills, in particular the fact that it provides "essential information and skills".

Other areas of concern raised by learners included the fact that more use was not made of visual presentations (7% raised this as an issue) and that transportation to classes was inadequate (2% raised this as an issue). Whilst 24% of learners had no further comment to make about Life Skills, only 3% commented that they were dissatisfied with the delivery Life Skills.

Citizens were also given the opportunity to make any further suggestions or comments with regards to the internal services they received from this Department. The comments and suggestions made by citizens were coded and analysed, and plotted as follows in Figure 18:
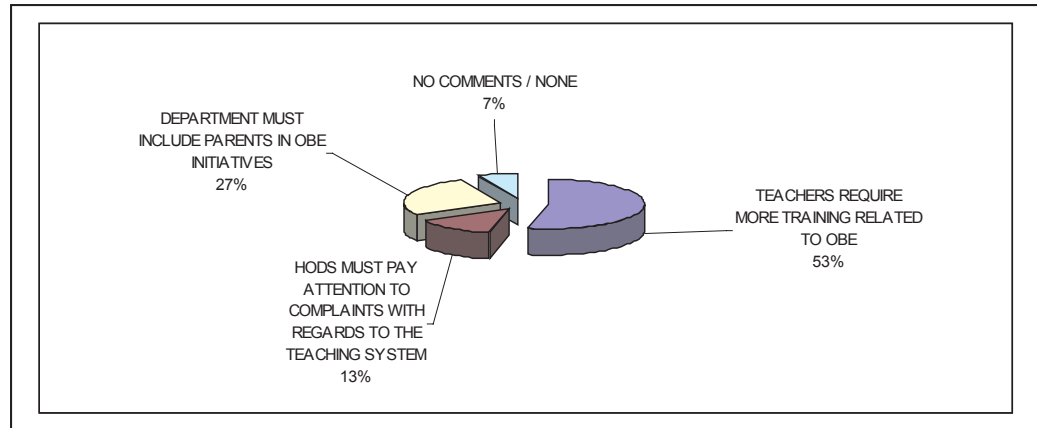
*   Figure 18: Comments and suggestions made on internal services

Citizens who made comments and suggestions regarding the internal services delivered by this Department were primarily concerned with the ability of teachers to deliver OBE effectively (53% felt that teachers require more training in OBE to ensure appropriate delivery). A further 27% of respondents felt that parents should be more involved in OBE initiatives. A further concern of citizens is that Heads of Department do not always deal effectively with complaints made about teaching in their respective schools (13% raised this issue).

4.8.2 Department of Health

The comments and suggestions made by citizens with regards to the Department of Health were coded and analysed, and plotted as follows:
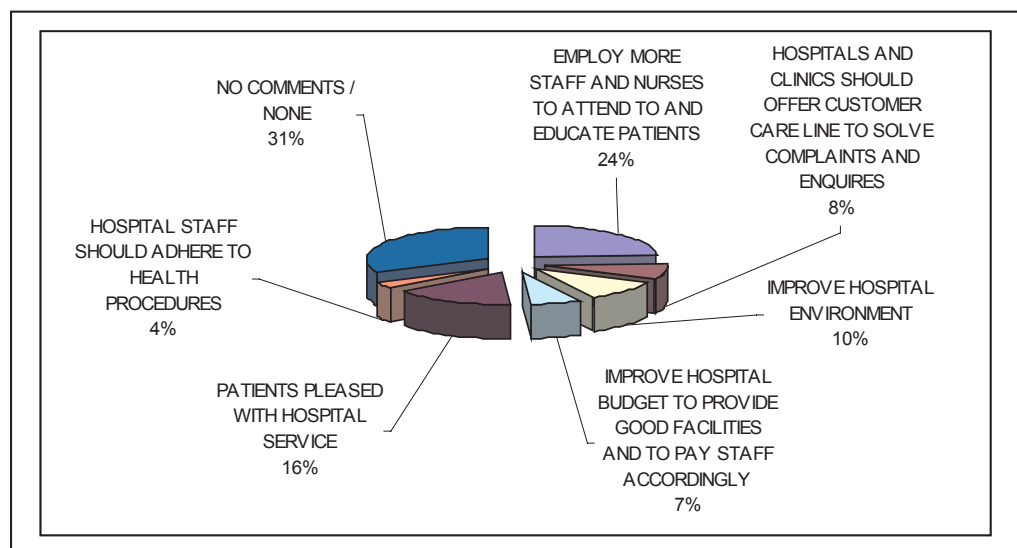
*   Figure 19: Comments and suggestions regarding Ante-Natal Care

Figure 19 illustrates that 16% of citizens were satisfied with the services received from this Department and a further 31% had no further comment to

make about Ante-Natal care. However, as noted earlier, citizens were dissatisfied with a number of pertinent issues:

- 24% of citizens felt that the Department should employ more staff/nurses to attend to citizens and also to assist in the sharing of information with citizens
- 10% felt that the Department should make a greater effort to improve the hospital environment (e.g. the cleanliness of wards)
- 8% felt that health care facilities should offer a customer care line which citizens could use to lodge complaints

Citizens also made suggestions regarding the service they had received during giving birth. These comments and suggestions are depicted below in Figure 20.
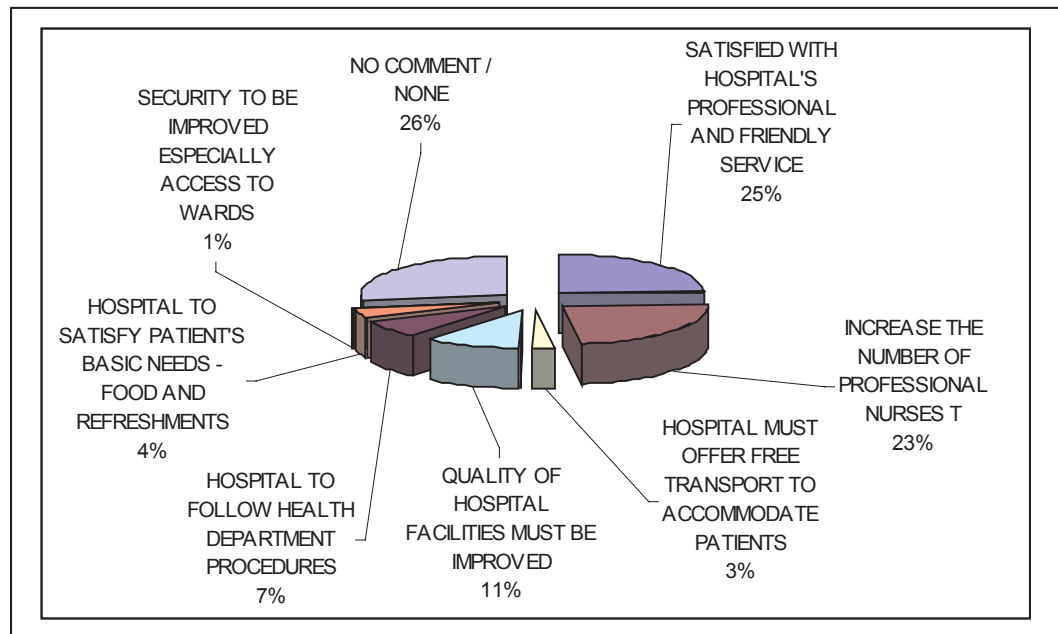
* Figure 20: Comments and Suggestions regarding care received whilst giving birth

Figure 20 illustrates that citizens were generally satisfied (25% reported being satisfied with the professional and friendly service they received and 26% had no further comments to make).

The primary area of concern for citizens is the quality of the health care facilities (11% wanted the facilities to be improved). Other concerns included:

- The need to increase the number of professional staff (23%)
- The view that health care officials do not follow standardised health care procedures (7%)
- Basic needs of citizens should be met, including food and refreshments (4%)
- Transport to health care facilities needs to be improved (3%).

Citizens who received Post-Natal care (Figure 21) were also generally satisfied with the care they had received (23% reported they were satisfied, in particular with the distribution of health care facilities). A further 34% had no further comments to make. A major concern of citizens, and one already noted above, is the perceived shortage of professional staff (15% of citizens

reported being dissatisfied with the number of staff available). Other concerns included:

- Response times to medical emergencies (16%)
- The quality of the facilities (4%)
- Opening hours of health care facilities (4%)
- The absence of a customer care line for lodging complaints (3%).
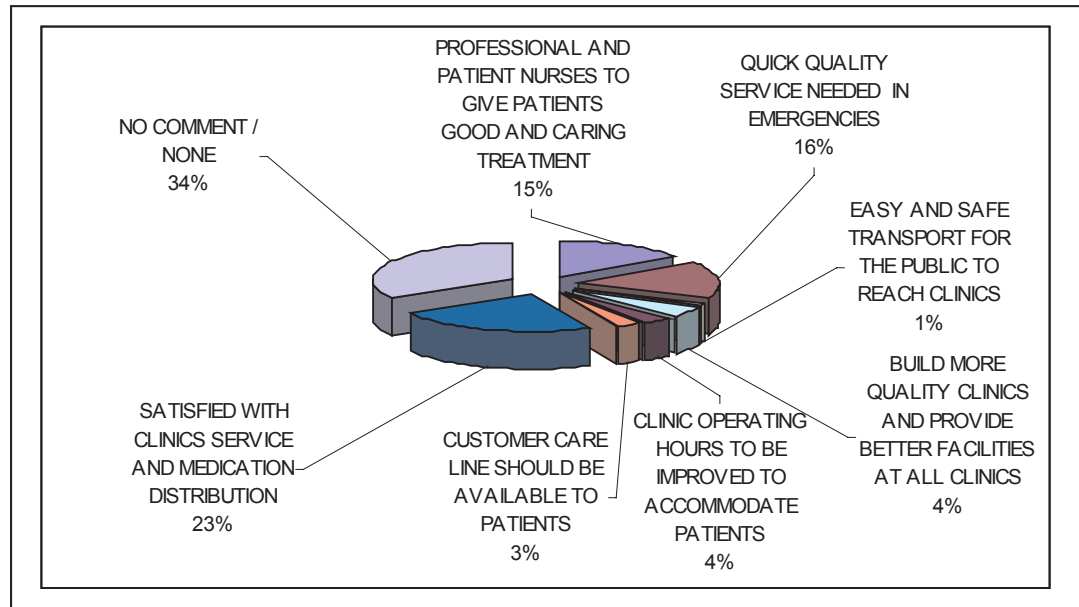
*   Figure 21: Comments and suggestions made regarding Post-Natal Care

Citizens were also given the opportunity to make any further suggestions or comment with regards to EMRS. These comments were plotted as follows in Figure 22:
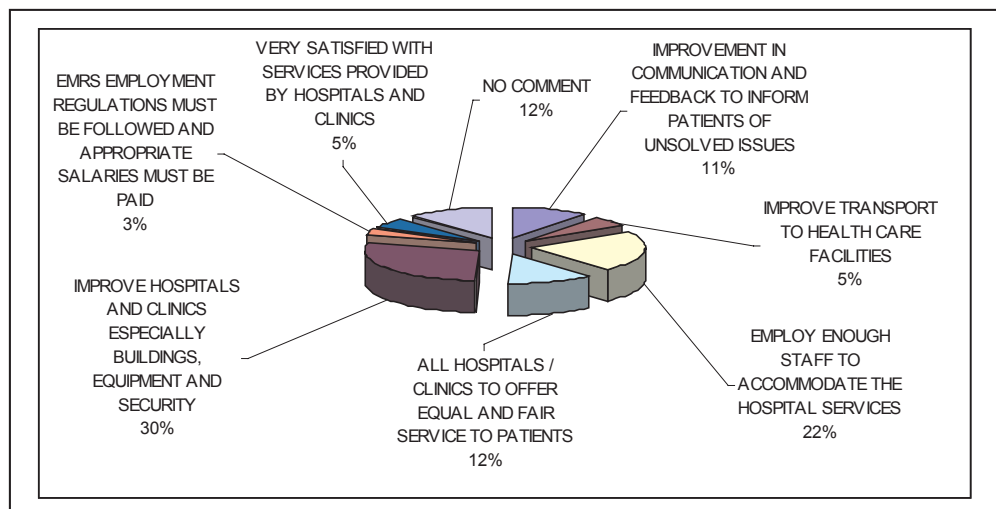
*   Figure 22: Comments and suggestions made by EMRS

EMRS staff that made comments and suggestions regarding internal service delivery were primarily concerned with the quality of the health care facilities (30% reported that facilities, including security at the facilities, should be improved). EMRS staff also drew attention to the perceived staff shortages at

these facilities (22% stated that the Department should employ sufficient staff to operate health care facilities effectively). Other concerns raised included:

- Poor communication between staff and citizens (11%)
- Poor service delivery to citizens (12%)
- The ineffective transport system to health care facilities (5%).

A small number of EMRS staff reported being satisfied with the services provided by the Department (5%, and a further 12% had no further comments to make about internal service delivery).

4.8.3 Department of Housing

The comments and suggestions made by citizens with regard to Housing Subsidies were coded and analysed, and plotted in the following graphs:
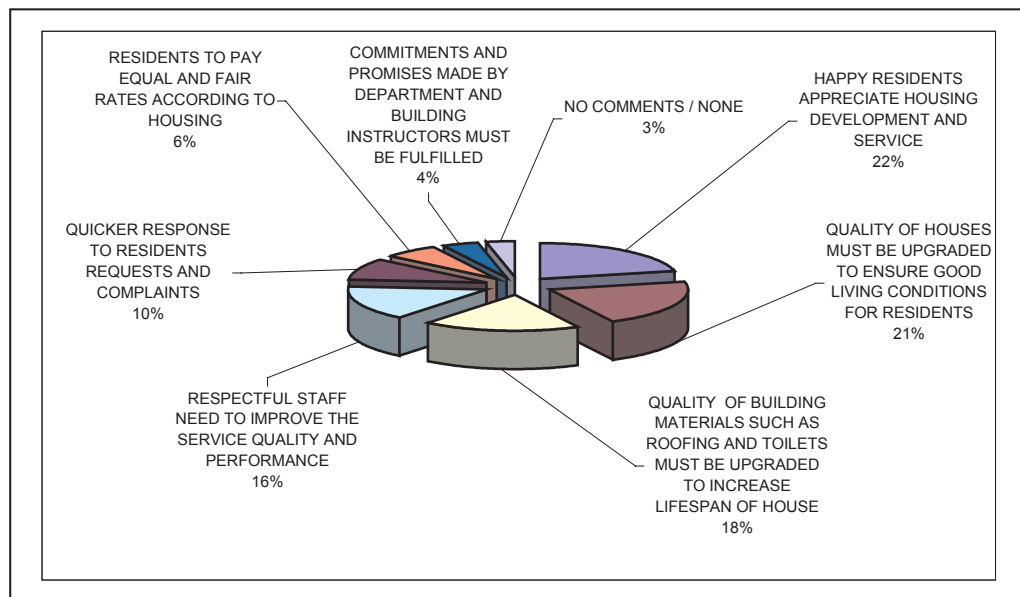
*   Figure 23: Comments and suggestions regarding Housing Subsidies

Figure 23 illustrates that 22% of citizens were satisfied with the services received from this Department. However, as noted earlier, citizens were dissatisfied with the quality of the housing (21% reported that the houses should be upgraded, and a further 18% were critical of the quality of the materials that were used). Moreover, 16% felt that staff needs to be more respectful, and improve the quality of the service that is delivered. In addition, 10% of citizens felt the Department should respond quicker to requests and complaints. Further concerns raised by citizens included the rates that citizens had to pay and that promises made by the Department were not fulfilled.

Citizens also made suggestions regarding the service they had received from contractors and developers. These comments and suggestions are depicted in Figure 24.
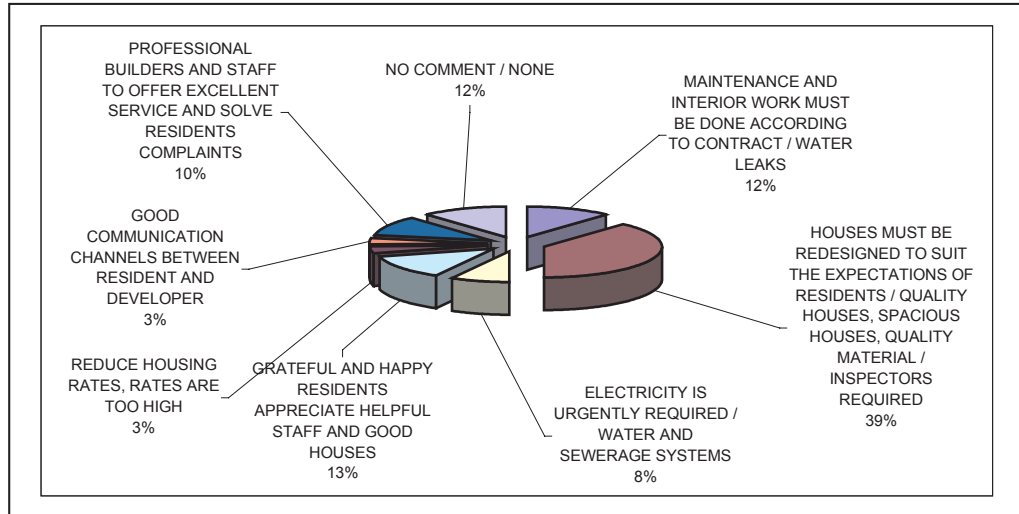
*   Figure 24: Comments and Suggestions regarding contractors

The figure above illustrates that the primary area of concern for citizens is the quality of the housing that is built (39% raised this as an area of concern, an additional 12% referred to concerns about maintenance of the houses). There were however, a number of very positive comments from citizens:

- 13% were appreciative of the housing subsidies and were happy with the houses
- 10% noted that builders used on housing projects were excellent and dealt appropriately with complaints made by residents
- 3% felt that there had been good communication between residents and developers.
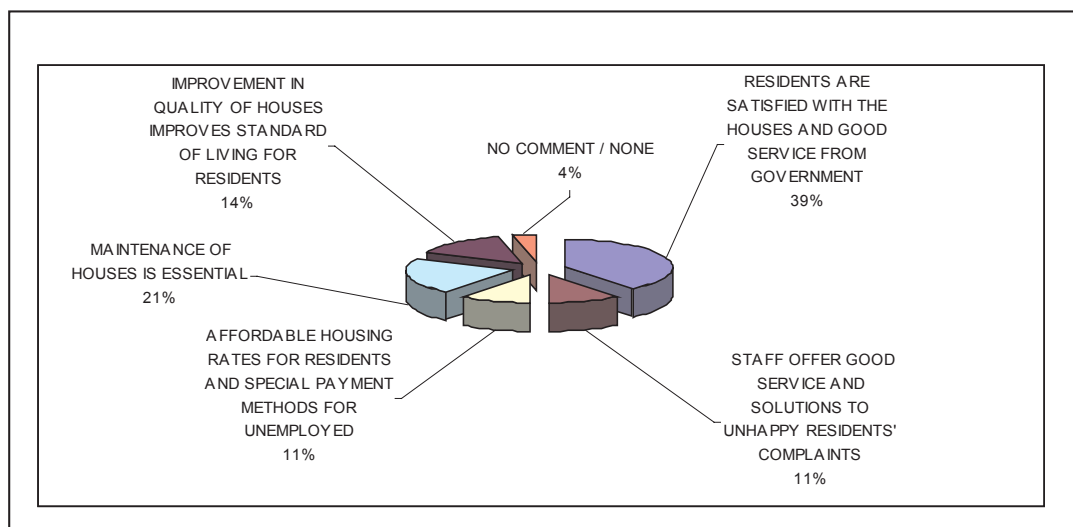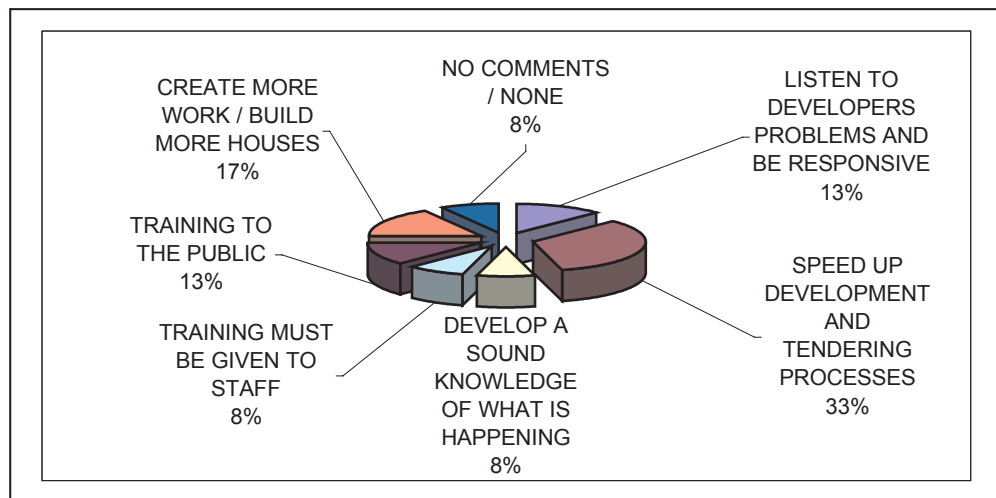

*   Figure 25: Comments and suggestions made regarding Developers

Figure 25 illustrates that citizens were well pleased with the developers, 39% of citizens reported being satisfied with the houses they had received and a

further 11% reported that developers had provided solutions to citizens who had complained. Citizens who were dissatisfied with developers had raised the following as matters of concern:

- 21% felt that maintenance had been neglected
- 14% were concerned about the quality of the houses they had received
- 11% felt that the rates they were required to pay were too high.

Citizens were also given the opportunity to make any further suggestions or comments with regards to the internal services they received from this Department.

*   Figure 26: Comments and suggestions made on internal services delivered by the Department of Housing

Figure 26 demonstrates that citizens who made comments and suggestions regarding the internal services delivered by the Department of Housing were primarily concerned with the length of time it takes for this Department to deliver services (33% of citizens raised this issue) and the fact that the Department does not always listen to the problems of developers (13% raised this issue). Other areas of concern raised included:

- 17% felt that the Department should do more to create work through the building of more houses
- 13% felt that the public should be better informed with regards to the housing subsidy process
- 8% felt that the staff of this Department should be given more training, and
- A further 8% felt that staff of the Department should have a better understanding of housing development issues.

4.8.4   Department of Social Development

Citizens were also given the opportunity to make any further suggestions or comments with regard to the services they received from the Department of Social Development. The comments and suggestions made by citizens were coded and analysed, and plotted in the following graphs:
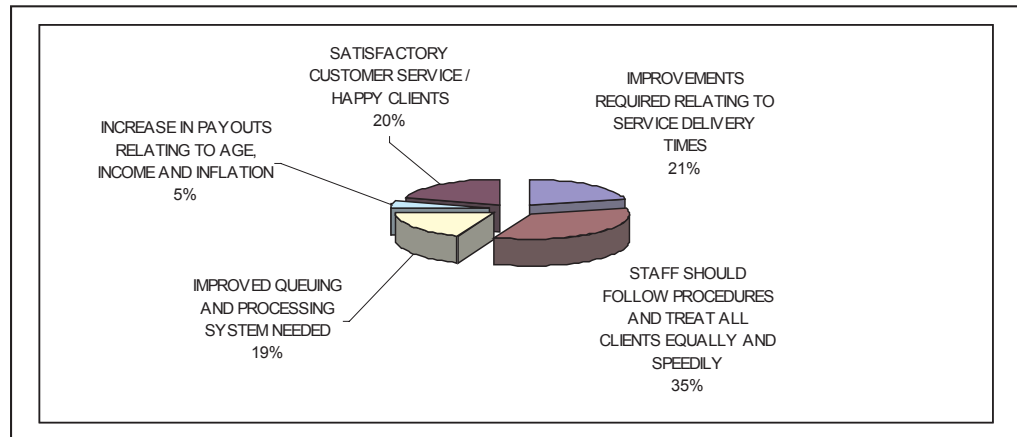
*   Figure 27: Comments and suggestions regarding Social Security Grants

Figure 27 illustrates that the Department of Social Development satisfied 20% of citizens with the delivery of Social Security Grants. However, as noted earlier, citizens were dissatisfied with the time it took to deliver Social Security Grants (21%) and the effectiveness of the delivery (35% of citizens felt that department officials do not follow procedures in an equitable nor speedy manner). Linked to this, citizens were also dissatisfied with the time it takes to receive a grant (19% of citizens were unhappy about the queues they stood in to receive a grant). A further 5% of citizens were dissatisfied with the amount of money they received by way of the Social Security Grant.

Citizens also made suggestions regarding the service they had received as beneficiaries of Social Development Projects. These comments and suggestions are depicted below in Figure 28.
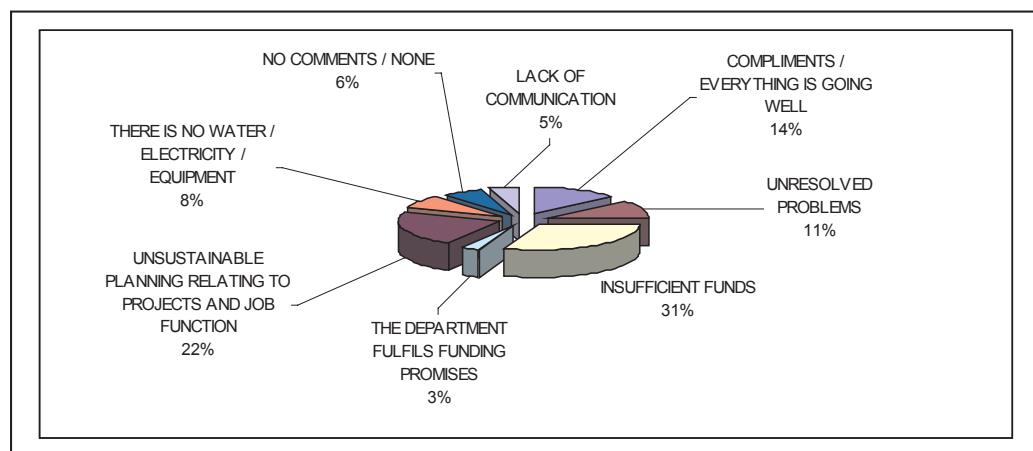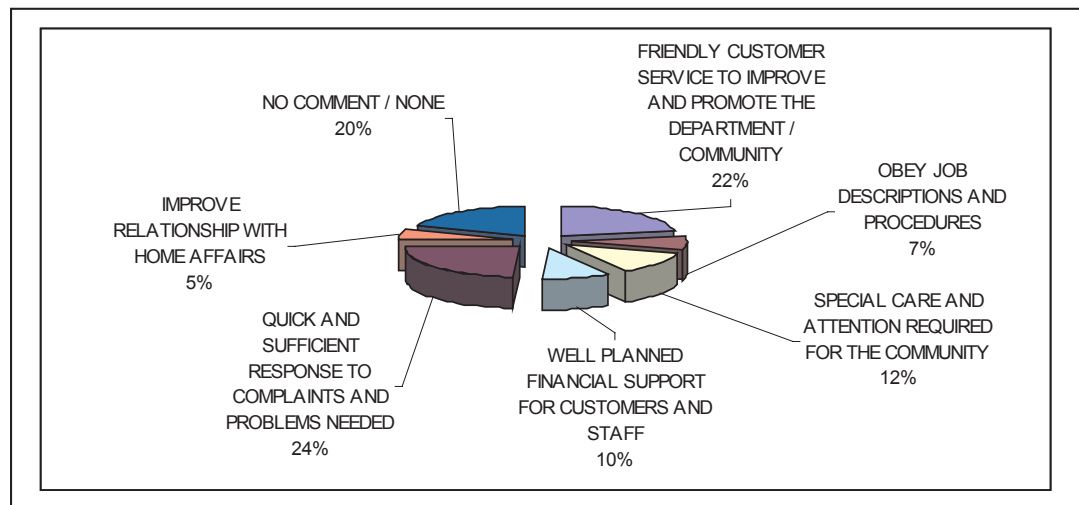

*   Figure 28: Comments and Suggestions regarding Social Development Projects

Figure 28 illustrates that that the major concern with regard to these projects is that that there is insufficient funding (31% of citizens involved in Social Development Projects are concerned about this) and that the projects are unsustainable (22% mentioned this concern). Other problems noted included:

- The lack of infrastructure, e.g. no water, electricity and equipment (8%)
- Poor communication between the project managers and the Department (5%).

A number of citizens did, however, compliment the Department (14% felt the projects were working well and a further 3% were satisfied with the funding).

Citizens were also given the opportunity to make any further suggestions or comments with regard to the internal services they received from this Department. The comments and suggestions made by citizens were coded and analysed, and plotted as follows in Figure 29:

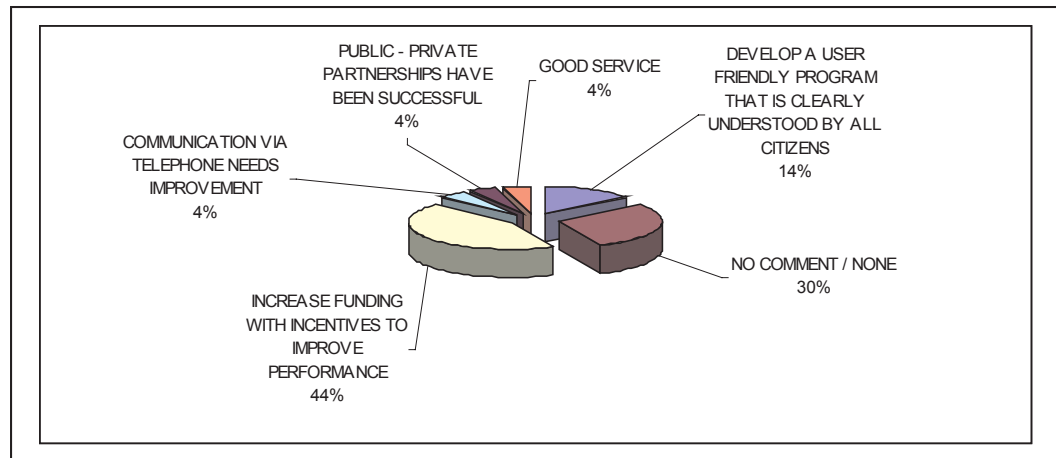*   Figure 29: Comments and suggestions made by Social workers

Social workers who made comments and suggestions regarding the internal services delivered by the Department of Social Development were primarily concerned with the length of time it takes for this Department to deliver services (24% felt that response time to complaints and problems was too long). Other concerns included the need to provide a "friendly customer service" to promote relationships between the department and the community (22% of social workers made this comment), and the need to provide "special care and attention" to the community (12% of social workers made this comment).

In addition, and in line with earlier concerns, social workers also felt that the Department should:
- provide "well planned financial support to citizens" (10% of social workers made this comment);
- enforce job description and procedures (7% made this comment); and
- improve its relationship with Home Affairs to ensure efficient processing of requests (5% of respondents made this comment).

A sizeable number of respondents (20%) had no comments to make with regard to internal services delivered by this Department.

A small number of NGOs were also asked to make further comments on the delivery of internal services by this Department and they are depicted below in Figure 30.

*   Figure 30: Comments and suggestions made by NGOs

The key concern of NGOs relates to funding, with the suggestion being made that the Department should link incentives to the funding to improve performance (44% made this comment). Other concerns raised by NGOs included:

- The need to improve social development programmes in order to ensure that they are clearly understood by all citizens (14%)
- The need to improve telephonic communication with the Department (4%).

A small number of NGOs felt that public-private partnerships initiated by the Department have been successful (4%) and a further 4% felt that the Department delivers a good service. A further 30% of respondents made no comments at all.

4.9 Participant Observation

The purpose behind "Participant Observation" was to evaluate the real-life processes of the department. Two methods were used: telephonic interviews and walk-in visits to the Department[5].

4.9.1 Telephonic Interviews

The "Participant Observation" scores for the different services within the four departments as assessed by way of telephonic interviews, are summarised in Figure 31. Note that the relatively high scores for the departments, which signals high levels of competency on the part of the staff (albeit a very small sample of Departmental officials) who interacted with respondents in this study.
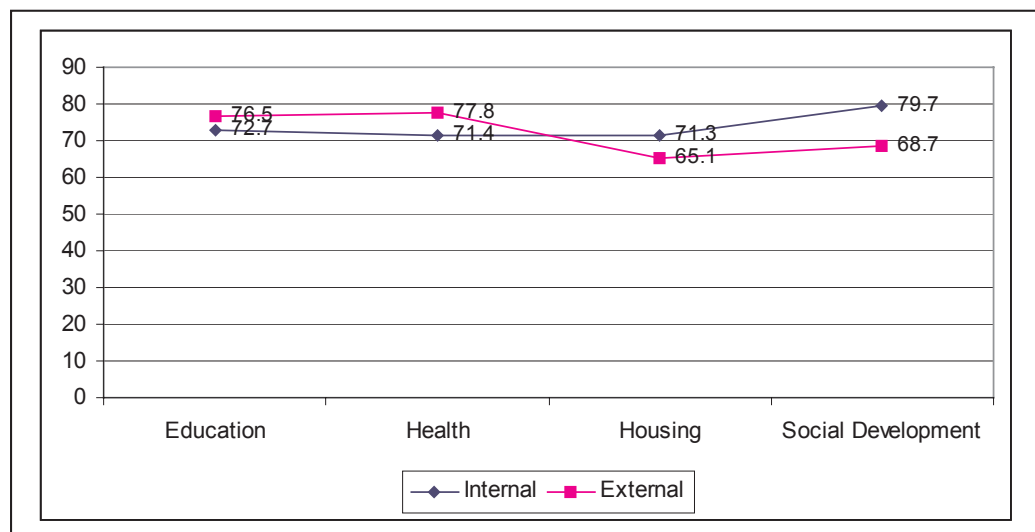
*   Figure 31: Overall scores for telephonic interviews

In summary, Figure 31 denotes that, with regard to telephonic encounters with members of the four departments, the staff performed well in the four broad categories. However, within each category there are areas where the four departments scored low (see the individual departmental reports for more details), and typically for each department these included:

- Telephone receptionist did not identify the Department nor did she/he offer to assist the citizen who called in;
- Staff member did not clearly explain the housing subsidy process and did not create confidence in the caller that they could deal with the request;
- Staff member did not offer to follow up enquiry/ did not take contact details to facilitate follow-up.

Within each category a number of areas were to be commended: those areas where the departments scored highest included:

- Language and attitude of person who delivered the service.

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[5] See Appendix B in the OPSC website for more details on the methodology used in the participant observation phase of this CS study.

- Staff member dealt with the request for information promptly.

Walk-in Interviews

The "Participant Observation" scores for the different services within this department, as assessed by way of Walk-in interviews, are summarised in Figure 32. The scores are calculated out of a 100. Note that the average scores also signal a relatively high level of competency for the staff (albeit a very small sample of officials) that interacted with respondents in this study.
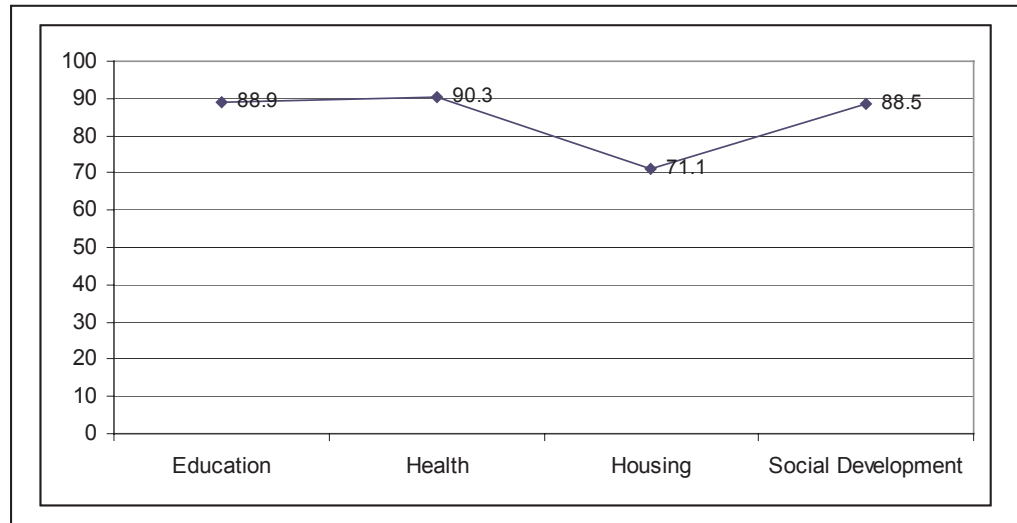
*   Figure 32: Overall scores for walk-in interviews

Whilst the four departments clearly performed well on this exercise, areas of concern noted by the Participant Observation process were that:

- Waiting time for assistance (whilst in the front of the queue) was felt to be excessive;
- Application/registration forms and information booklets were often not available;
- In many cases the staff member attending to the citizen did not offer to follow up enquiry and/ or did not take contact details to facilitate follow-up.

However, a number of areas identified where the departments scored well included these:

- Accessibility of offices
- Appearance of staff
- Staff attitude and behaviour.

4.9.1.1   Implications

The implications from the results reported on above with regards to Participant Observation are as follows:

- All four departments scored relatively highly in terms of both the telephonic interviews with staff of the departments and with walk-in interviews.
- This suggests that in terms of basic service delivery functions – e.g. answering the telephone, attitude of staff to enquiries, and general interactions with the public the four departments perform these functions admirably.

5 Recommendations and Conclusion

Recommendations have been made throughout the report, where appropriate. Those recommendations are (on the whole) not repeated here; rather, this final section sets out broad recommendation areas and the main recommended actions, as well as offering some broader recommendations that combine more detailed recommendations provided earlier.

5.1 Recommendations

Measuring service delivery by way of a CS survey should be an integral part of a performance management system based on service delivery indicators[6]. We recommend that once such a system is in place these are the steps that would be needed to ensure that a CS survey is integrated into that system:

- Develop a clear plan for each department as to how best to integrate the data from a CS survey into each department's performance measurement system;
- Facilitate the identification by each Business Manager/ Programme Director or Provincial Director of the key service delivery areas which will be measured by the survey;
- Develop the KPIs that will be used to measure this service delivery;
- Drive the measurement of satisfaction on an annual basis;
- Enforce strict deadlines for the submission of service delivery information to and from each Business Manager/ Programme Director or Provincial Director;
- Provide ongoing assessment and evaluation of the instrument used in the measurement of CS, and modify as required;
- Develop a service delivery improvement plan based on the following:

  - Planning the improvements in order of citizen-determined priorities, considering also the magnitude and complexity of the changes that are required;
  - Using citizen expectations to benchmark service levels that are challenging but realistic;
  - Assigning responsibilities, preferably in teams, and time frames for updates and the resolution of problem areas identified by citizens; and
  - Managing unrealistic client expectations by developing improved external communications that clarify resource limitations and the mandate of each department.

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[6] For a discussion on how to link the data from a CS to departments' SDIP see Appendix E in the OPSC website for details.

5.2 Conclusion

By embracing the respective Ministers' visions for these four departments, and the goals of their respective service charters, these departments have signalled their commitment to "working together" with the citizens of our country to create a better public service. This report has argued that there are several benefits to these departments that will accrue from investing in a CS survey. These are highlighted in the box below.

Benefits Derived from Surveying Citizens

- Ensures that these departments continue to meet the goals set out in their respective service charters.
- Ensures that each department continues to adhere to the principles of Batho Pele.
- Identifies opportunities for service delivery improvements.
- Identifies what citizens want as opposed to what each department's officials think they want.
- Allocates resources more effectively to meet the priorities of citizens by targeting high service priorities and (where appropriate) reducing or eliminating services that citizens do not value.
- Develops proactive responses to emerging citizen demands (thereby reducing crises and stress for employees and citizens).
- Provides feedback to front-line staff, management and political leaders about programme effectiveness.
- Provides feedback to citizens about programme effectiveness.
- Evaluates the achievement of each department's vision.
- Strengthens the strategic planning process within each department.
- Evaluates the effectiveness of new programme strategies from the perspective of the citizen.
- Validates requests for increased resources to areas in need of improvement.

However, measuring and monitoring CS is not an end in itself. It is a means of improving service delivery to the public and the performance of each department in general. CS surveys provide invaluable information via responsive and effective citizen consultation. A comprehensive approach to measuring CS and using satisfaction assessments can bring considerable benefits to the institution concerned where it is understood as a management tool and not as a way to judge individual performance. If used properly, it will help develop a service delivery culture throughout the public service.

As the National Minister of Public Service and Administration recently noted, the transformation of service delivery, of which a CS survey is a critical component, must lead to the following:

Service delivery institutions that are structured to suit social needs;

A skilled, representative and value driven human resource base;

Continuous learning and innovation; and

Institutions that are structured for service delivery.

Ms Fraser-Moleketi, Sunday Independent, 13 October 2002

By doing this, according to the Honourable Minister, departments will not only ensure that delivery reaches all who live in this country, but also it will ensure that a "culture of excellence and dedication" is created within the public service.

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