

**THE ASSESSMENT OF THE EFFECTS OF BATHO PELE PRINCIPLES
ON PUBLIC SERVICE DELIVERY IN THE DEPARTMENT OF SPORT, ARTS
AND CULTURE**

BY

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A MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF

MASTERS IN PUBLIC ADMINISTRATION

IN THE

FACULTY OF MANAGEMENT AND LAW

(TURFLOOP GRADUATE SCHOOL OF LEADERSHIP, TGSL)

AT THE

 UNIVERSITY OF LIMPOPO

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COMPLETED: MAY 2013



DECLARATION

I declare that this mini-dissertation hereby submitted to the University of Limpopo for the degree of Masters in Public Administration titled: The Assessment of the Effects of Batho Pele Principles on Public Service Delivery in the Department of Sport, Arts and Culture has not previously submitted by me for a degree at this or any university; that it is my work in design and in execution, and all material contained herein have been duly acknowledged.

Mabunda J (Ms)



15 May 2013

ACKNOWLEDGEMENTS

I express my appreciation and gratitude to my supervisor Dr Tsheola for his guidance and encouragement throughout this project. I also thank him for his professionalism and respect he has shown in our interactions. He never gave up on me, but he showed me the way. Through him I was able to have this study completed.

I further express my appreciation to Mrs M.C Mabunda for her assistance and encouragement and in believing that through hard work everything is possible.

Above all, I also want to express my thanks to the Almighty God for giving me the strength and guidance I needed when I was working in this project.

DEDICATION

I dedicate this project to my mom, grandmother, late father and grandfather who are so special to me. My mom, who is my pillar and instilled in me the idea that education is achievement that will never be taken away from me and it is the only thing that I will take to my grave. She single-handedly gave me education and provided me with everything I wanted. Today I'm a better person because of my mother.

ABSTRACT

Since the dawn of democracy in 1994, the African National Congress has introduced different policies with the aim of transforming service delivery in the public sector. The Batho Pele Principles were conceived with the intention of transforming service delivery in the public sector, thereby enhancing the quality and accessibility of government services. The White Paper on the Transformation of the Public Service was enacted by following the Constitution of the Republic of South Africa, (1996) which sets out the basic values and principles governing public administration. Batho Pele Principles aim to put such values and principles into practical effect. However, Batho Pele cannot be delivered overnight as many systems and attitudes have to change. Public servants must adopt an attitude that accepts the adage: 'people must come first'. The application of Batho Pele Principles cannot only benefit the recipients of services, but also results in better managed, more efficient and cost effective services. By putting citizens or customers first, people will be able to hold the public service to account for the quality of services that they render to the public.

Though Batho Pele is a good initiative by the government, the people on the ground are complaining about poor quality of services rendered by government departments. This has been witnessed by every South African, all have seen citizens protesting because of the poor or non-service delivery from the municipalities and government departments.

This study assesses the impact of the Batho Pele Principles on public service delivery focusing on the Department of Sport, Arts & Culture in Limpopo Province. This study identifies challenges pertaining to the upholding of the Batho Pele Principles, that is the extent to which they are realised, whether public servants really understand them or not. This study further examines the effects of Batho Pele Principles on public service delivery in general, and in the Department of Sports, Arts and Culture in particular. The study will recommend measures to improve service delivery.

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CHAPTER 1: ORIENTATION OF THE STUDY

1.1 Introduction and Background

The Batho Pele Principles were introduced in South Africa in an attempt to better the South African public service delivery. There was a government in South Africa before democracy, but black people were not benefiting due to the apartheid regime. The concept Batho Pele Principles might seem to be new for South Africans, but these principles have been applied in other countries such as the United States of America. These are principles in which the government is attempting to operate more efficiently, focusing on the customer. South African Public Service Delivery needed a serious facelift after the democratic election in 1994. Since assuming office in 1994, the African National Congress (ANC) led democratic government of South Africa launched a number of policies to facilitate a speedy service delivery within the public service. The dawning of democracy after the first democratic elections saw new targets for service delivery. It was proposed that public service delivery should be in line with the Batho Pele Principles a *Sesotho* word which means "Putting People First", implying that the government should provide a customer focused service.

This study will focus on public service delivery in the Department of Sports, Arts and Culture with specific reference to the Batho Pele Principles. Therefore, when assessing the principles focus will be on the service delivered by the Department of Sports, Arts & Culture. Batho Pele Principles contain only eight principles, namely: consultation, service standards, courtesy, information, redress, openness and transparency, responsiveness, and value for money. It is incumbent upon all public servants to gear-up for the challenging and rewarding task of implementing Batho Pele

<http://www.info.gov.za/otherdocs/1997/conrep.htm>

The Department of Sports, Arts and Culture is one of the departments in the Limpopo Provincial Government championing an integrated sport, arts and culture and heritage services in Limpopo. The mission of the Department is to

enhance unity in diversity through the provision of services for the sustainable development of sport, arts and culture. The Department operates under the guidance of the MEC who reports directly to the Premier and the Provincial Legislature.

The Department of Sport, Arts & Culture consists of four business units with different sub-units and regional offices in all the districts of Limpopo. The business units are:

- Administration
- Cultural Affairs
- Library and Heritage Service
- Sport and Recreation

The department's core values focus on the promotion of unity in the diverse sporting and cultural dimension, which will encourage participative integration and development, self-expression and creativity, to foster pride in people's heritage and inspiration. These core values will maximise the potential in arts, culture and sport.

1.2 Problem Statement

Theoretically, these set of principles are lauded to be the best practice for business. These principles have been adopted in the public sector and are commonly known as "putting people first" development and service delivery. The effects of these principles in the public service delivery have remained not visible especially in developing countries. Some countries have adopted the same principles as it sought to achieve transition of apartheid public sector legacy to a new democratic client oriented public service. However, policy implementation seems to be a problem in the public sector, some departments have fully implemented these principles under the umbrella of what came to be denoted

“Batho Pele”. However, the effect of the Batho Pele Principles remains contested and unresolved with some commentators suggesting success while others suggesting a total failure in implementation. For this reason, this study sought to determine the effects of Batho Pele principles on public service delivery in the Department of Sports, Arts and Culture.

Batho Pele principles were conceived with the intention of transforming service delivery in the public sector, thereby leading at enhancing the quality and accessibility of government services. Therefore, it is important to carry out research on the assessment of the effects of Batho Pele principles on public service delivery within the Department of Sports, Arts and Culture in Limpopo Province.

1.3 Research Questions

The research questions in this mini dissertation sought to address is how the Batho Pele Principles have affected public service delivery with specific reference of the Department of Sports, Arts and Culture in Limpopo Province. To this effect there are four specific questions formulated as follows:

- What are the Batho Pele Principles?
- What are the challenges faced by the provincial Department of Sport, Arts & Culture in implementing and adhering to Batho Pele Principles?
- What is the status of service delivery in general and in the Department of Sports, Arts and Culture in particular?
- What are the effects of the Batho Pele Principles on public service delivery in general, and in the sections of the Department of Sports, Arts and Culture in particular?

1.4 Aim and Objectives

The general aim of the study is to indicate the effects of the Batho Pele principles on public service delivery with specific reference to the Department

of Sports, Arts and Culture in Limpopo Province. To this effect, five specific objectives were formulated as follows:

- To analyse the Batho Pele Principles. What is the status of service delivery in general and in the Department of Sports, Arts and Culture in particular?
- To check the status of service delivery in general and in the Department of Sports, Arts and Culture in particular?
- To study the challenges faced by the Department of Sports, Arts and Culture in implementing and adhering to the Batho Pele Principles.
- To examine the effects of Batho Pele Principles on public service delivery in general, and in the Department of Sports, Arts and Culture in particular.
- To recommend measures for improving effects of Batho Pele Principles in public service delivery.

1.5 Literature Review

Kristin (2002:210) indicated that in this section, the main controversies in the literature are outlined. The main questions other researchers have asked are noted and theories and the methodology they used, and the results they obtained and analysed. The goal is to show how your work fits into the larger body of research, as well as how the present the research fits into the general area of study.

The White Paper on Service Delivery (RSA, 1997) aims to address the need for a specific policy and criteria for the transformation of public service delivery and also outlines what Batho Pele principles entail. Batho Pele Principles were conceived with the intention of transforming service delivery in the public

sector. Batho Pele principles aims at ensuring that public service have a good service delivery that will lead to customer and employee satisfaction. The process of public administration is more comprehensive in terms of its scope and nature in government institutions than public management, which is only part of public administration (Fox, Schwella & Wissink, 1991:2). Therefore certain principles are required in order to achieve excellence and effectiveness in service delivery.

In order to have a quality service delivery, public officials are supposed to follow rules when making and taking decisions. Legal rules require that a public functionary should not exceed his or her powers under the law, i.e. whatever she does should be *intra vires* and not *ultra vires* (Cloete, 1998:112)

The Batho Pele Principles initiatives aim at enhancing the quality and accessibility of government services by improving efficiency and accountability to the recipients of public goods and services.

Kristin (2002:211) further indicates that the Literature review should help readers understand the context for your research.

1.6 Definition of concepts

The present study relies heavily on terms such as “Batho Pele”, public service, service delivery, transformation, and customer. For this reason the terms are defined below; and their application in this study are clarified.

1.6.1 Batho Pele

The concept “Batho Pele” was devised by a former Minister of Public service and Administration which is a Sesotho word meaning “People first”. Batho Pele Principles were conceived with the intention of transforming service delivery in the public sector, thereby leading to enhancement of the quality and accessibility of government services. Brynard (2004:545) asserts that the main tenets of Batho Pele hinge on effective service delivery. The Batho Pele

Principles are premised on the idea that government should adopt a client centred approach to service delivery which will ensure that the client comes first.

1.6.2 Public Service

Public Service refers to a variety of services which the people receives directly or indirectly from government institutions for example, safety and security, water and electricity, health services, transport services, education and so on.

According to Cloete (1998:17) Public Service include, public service created in terms of the Public Service Act, 1994 and consisting of persons who

- (a) hold posts in a fixed establishment of the state departments and related to institutions.
- (b) are appointed permanently, additional to the fixed establishment; and
- (c) employed temporarily or under special contract in a full time or part time capacity.

1.6.3 Service Delivery

According to Du Toit *et al* (2002:56) Service Delivery on the other hand is a comprehensive concept, which not only refers to the end result, but is more of an umbrella term referring to the results of the intensions, decisions and actions undertaken by government and public institutions to promote the welfare of the general public. Service delivery is therefore a process towards the satisfaction of public needs, the attainment of which is influenced by public perceptions, the political climate, policies of the government of the day, intervention of strategies embarked upon by the executive authorities and public administrators, and the performance of those who are tasked with the responsibility, authority and accountability to drive the process.

Public Service delivery is a more efficient and effective way of meeting customer expectations by upholding the Batho Pele Principles. The delivery of services is ascribed to a particular circumstance that prevails at a specific

time. In socio-political context delivery of services requires the government to identify needs of the general public and what to do to meet their expectations.

1.6.4 Transformation

Transformation is a process of change. In the context of this research it means that the government realised that in order to have a quality delivery, there is a need to transform the public service to be customer oriented and of high quality. Transformation is rather the action or an instance of transforming something; the state being transformed: the country's transformation from dictatorship to democracy.

The success of Batho Pele Principles will be determined by the progress made in the efforts to transform the public service as well as transformation occurring in society in general. While there is scope for success, the limitations are more likely to be in the form of inherent qualities of the public service such as the bureaucracy and extensive legal regulations (Khoza, 2002:34)

1.6.5 Customer

In the context of this study a customer is the public. Government provides service to the public and by doing that they are delivering service to satisfy the people's needs. Therefore, the customers have the right to know what kind of service they are supposed to receive from the state. Government is supposed to provide a customer focused service to its customers. State of the Public Service Report (RSA, 2004:22) states that people's needs are the clearest signal to government of what it should be doing. By committing itself, to responding to citizens' needs the Public Service is seeking to distance itself from a tradition which sectional interests are prioritised.

1.7 Research Design and Methodology

A research design is a plan, structure and strategy of investigations concurrent in order to obtain answers to research questions or to solve research problems. The plan provides a complete scheme or programme or research. It includes an outline of what the investigator will do and the operational implications to the final analysis of data (Kerlinger, 1986:279).

1.7.1 Approach

For the purposes of this study, quantitative and qualitative method will be applied. Quantitative methodology refers to research which produces descriptive data, generally people's own written or spoken words (Hanekom, 1997:29). Qualitative methodology implies that an emphasis on processes and meanings are not rigorously examined or measured (if measured at all) in terms of quantity, amount, intensity or frequency (Denzin & Lincoln, 1995: 89).

1.7.2 Population

The population of the study was the employees of the Department of Sport, Arts and Culture, who particularly deal with the programme of service delivery, norms and standards. These are officials dealing with service delivery and sports and recreation directorate. In addition to refining concepts and measurements, a decision should be taken on what to study. The population for the study is that group (usually of people) about what the researcher should draw conclusions on. It is not possible to study all the members of the population that are of interest, even to make every possible observation of everything. In every case, a sample should be selected from among.

Welman *et al* (2005:52) assert that the population is the study object that consists of individuals, groups, organisations, human products and events or the conditions to which they are exposed. Welman *et al* (2005:53) further states that a population is a full set of cases from which a sample is taken. In

sampling, the term “population” is not used in its normal sense, as the full set of cases need not necessary to be people. In this study the population of the Department of Sports, Arts and Culture is six hundred and fifty of which not all of them will be interviewed due to their large number proportion. A sampling will be carried out.

The study will investigate if the community is receiving adequate service delivery in line with Batho Pele Principles. The method to be applied will be through documentation, e.g., suggestion boxes, comments and compliment registers.

1.7.3 Sampling Design

A non-probability sampling design will be used, and the type of sampling will be purposive or judgemental sampling. The reason for using this non probability sampling design is its obvious advantage that it is much less complicated, much less expensive, and may be done on a spur of a moment basis to take advantage of available (and perhaps unanticipated) respondents without statistical complexity of probability sampling. Babbie (2001:179) points out that sometimes it is appropriate to select a sample on the basis of knowledge of a population and the purpose of the study.

Table 1.1: Occupational Categories and Number of staff to be interviewed

Categories	Occupational Category	Number
<i>Category 1</i>	<i>Administration Officers</i>	<i>20</i>
<i>Category 2</i>	<i>Senior Administrative Officers</i>	<i>15</i>
<i>Category 3</i>	<i>Assistant Directors</i>	<i>10</i>

<i>Category 4</i>	<i>Manager</i>	<i>10</i>
<i>Category 5</i>	<i>Senior Manager</i>	<i>5</i>
<i>Total</i>	<i>All categories</i>	<i>60</i>

1.8 Data Collection

Mouton (1998:176) notes that regarding data collection, the researcher should report on the methods and techniques of data collection, the period during which the project was executed, and the events that could, at the time, have had an influence on the data collected and the controls used to ensure that the process of data collection yielded reliable data. For the purposes of this study data will be collected using the primary and the secondary data collection methods. Data will be collected through the use of primary and secondary data. Secondary data will be collected from the Constitution of the Republic of South Africa, Act 106 of 1996, and Acts of Parliaments, Public Administration Books, policy documents policies and journals. The secondary data will be compiled through notes and compiled into compositions that reflect on South African state of public service and linkages between the two aspects. In addition, primary data were collected through a questionnaire.

Dey (1993:75) asserts that data should be recorded in a format which facilitates analysis. Decisions made at this stage can have repercussions later. Suppose some interviews have been conducted and responses recorded to a larger number of open questions. Do we file the data as a complete interview for each question? The former allows the interview responses; the latter facilitates comparison between responses, but makes it difficult to see the interview as a whole

1.8.1 Questionnaire

This study will use questionnaires and interviews as its data collection methods in order to get answers from the customers and also to survey their satisfaction as customers. Marshall & Rossman (2006:43) state that questionnaires typically entail several questions that have structured response categories, some open-ended questions may also be included. The questions are examined (sometimes very vigorously) for bias, sequence, clarity, and face-validity. Questionnaires are usually tested for small groups to determine their usefulness and, perhaps, reliability. Respondents are asked questions in order to determine the level of satisfaction in the specific services provided by the Department of Sport, Arts and Culture. Therefore, the researcher will design a questionnaire that will seek to find out whether the department is in line with Batho Pele principles and its impact to service delivery. According to Leedy (1993:134), a questionnaire is the instrument to probe data beyond the physical reach of the observer.

1.8.2 Interviews

Interview is an alternate method of collecting survey data. This is a method where questions are asked orally and record respondent's answers. Interviewing is typically done on a face to face encounter. However, it is important to explain the purpose of the interview to the interviewee and what the researcher intend to achieve; and also to inform the interviewee that the interview will be recorded. This is done for ethical purposes. The researcher will secure an interview with sampled employees in the Department of Sports, Arts and Culture, possibly with few stakeholders as they are the ones receiving services from the department, this in order to assess whether their service delivery is in line with Batho Pele Principles.

1.9 Data Analysis

Data analysis will take place through correlation, and presentation will be made through tables and graphs.

1.10 Ethical Consideration

According to Bailey (1987:422), it is generally agreed that it is unethical for researchers to harm anyone in the course of the research, especially if it is without the person's knowledge and permission. This includes deceiving a respondent about the true purpose of the study, asking respondent questions that cause him or her extreme embarrassment, causing emotional turmoil by reminding him or her of an unpleasant experience, causing guilt, or invading his or her privacy. The questionnaire will explicitly indicate that it is strictly for the study purposes. Permission to conduct the survey among customers and public servants within the Department of Sports, Arts and Culture was sort and granted (Appendices C and D carry letter of request and letter of acceptance).

1.11 Chapter Outline

The Chapters will be structured in this manner

Chapter 1: Introduction and Background

The Chapter will outline the background of the study. It will further indicate the research problem, the objective of the study as well as the research methods.

Chapter 2: Review of Literature

This Chapter will look at the available literature on the subject of the research. The literature on the concept of Batho Pele principles, as defined in the Constitution of the Republic of South Africa will be reviewed. The Literature

Review selected will give the background of the Batho Pele Principles on Public Service Delivery.

Chapter 3: Research Methodology

This Chapter will outline the question of methodology and design, population and sampling.

Chapter 4: Data Analysis and Presentation

The Chapter will analyse the information gathered from the respondents and documentation. The technique to be applied is data filtering.

Chapter 5: Conclusion and Recommendations

The conclusion of the research will be based on the analysed findings in chapter 4. The recommendations will then be aligned to the conclusion reached.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter reviews Batho Pele Principles which involves quality service delivery in the public sector. The discussion focuses on the conception and their originality in the private sector. These principles were established in the private sector because their goal is profit making and production. In order to make more profit in their business identified a customer as their main source of income. Therefore, they designed principles which are customer focused. The literature review will further explain the mechanisms for the application and the logic about their capacity to enhance public service in South Africa.

According to Marshall & Rossman (2006:43) literature review serves four broad functions. First, it demonstrates the underlying assumptions behind the general research questions. If possible, it should display the research paradigm that undergirds the study and describe the assumptions and values the researcher brings to the research enterprise. Second, it demonstrates that the researcher is knowledgeable about related research and scholarly traditions that surround and support the study. Third, it shows that the researcher has identified some gaps in previous research and that the proposed study will fill a demonstrated need. Finally, the review refines and redefines the research questions by embedding them in larger traditions of inquiry.

In its founding provisions, the Constitution provides, inter alia, that the law or conduct inconsistent with its provisions is invalid and the obligations imposed by it must be fulfilled. Among the values enshrined by the Constitution as fundamental to the new South Africa are those of human dignity, the achievement of equality and the advancement of human rights and freedoms, non-racialism and non-sexism. To give effect to many of the rights contained in its Bill of Rights, the Constitution places obligation on Government to enact legislation, inter alia, promote equality, human dignity, just administrative

action and access to information according to Public Service Commission(RSA, 2006:6).

This chapter will focus on the broader meaning of Batho Pele Principles and its application. It will further identify challenges that South African government departments are facing, the status of public service delivery in South Africa and specifically Limpopo Province. The effects of Batho Pele Principles in South African Public service will also be discussed.

2.2 Background of the corporate principles

In order for companies to perform effectively, they must design guidelines that they will follow when executing their duties. Compliance with laws and regulation is a core requirement in the private sector. Therefore, corporate principles ensure that there is an honest, ethical and professional standard that should be upheld by the employees in the private sector. Corporate principles further ensure that all the employee in a company have a shared vision and goals and that they share a responsibility of keeping the organisation in full compliance with all laws and policies governing their company when delivering their services. Corporate principles that most companies usually apply as discussed below:

2.2.1 Business Transparency

Companies should strictly adhere to a sound and fair business approach through a self-imposed demand for transparency.

2.2.2 Quality-oriented service

Companies should always strive for excellence by providing quality service to their customers. In order to achieve quality service, the meaning of “quality” should be thoroughly understood and be appreciated. “Quality” should always mean that the expectations of customers are always met and even exceeding them most of the time through some extra effort to provide other value-added services to the clients.

2.2.3 Customer- focused service

Services should be based on the needs of the customer and always make sure that the customer always comes first and is satisfied with the service that the company renders. Norman (2008:154) states that the question is, how to organize the process of listening to the service users and responding to their needs and preferences in each of these different relationships...managers of public service have a subtle job to do in their services responsive...Standards and charters may or may not be customer oriented. They can be based on service user's expectation, or they can be devised in isolation. Customer satisfaction occurs when the service as perceived matches the customer expectations.

2.2.4 Social Responsibility

The business environment comes with a heavy social responsibility. Companies should seek partnership with other businesses and agencies which support community efforts for the benefit of those that they serve. The dream for a better life should start in companies by making sure that they do not concentrate only on profit making, but to also assist in issues that affect the society. Social responsibility can be applied differently, e.g., sponsoring a sporting event, supporting orphanage homes, building schools, etc. Companies should take pride in serving the collective social purpose.

2.2.5 Quality of Care

Customers deserves to be treated and served with dignity, respect, and compassion without regard of race, religion, gender, nationality, sexual orientation, age, disability status, marital status, or any other classification prohibited by law.

2.2.6 Confidentiality and Helpline

Companies are expected to respect and protect the confidentiality of their employees and customers. Any breach of company privacy and security should be reported to supervisors or by contacting a hotline. The success of

corporate principles in the private sector has also prompted the public sector to apply them in the public sector. Private sector focuses on profit making, while public sector focuses on delivery of service to the public. Companies must earn their reputation of providing a customer focused quality service; and to protect their reputation they must take the necessary steps to ensure that the conduct and the actions of the employees are always consistent with the highest levels of business ethics and legal compliance. Noting the difference between the private sector and the public sector, it emerges that the public sector was faced with challenges in implementing the principles.

In the context of service delivery in Africa, foreign aid is an important component of the resource set that is available for service delivery. Service delivery has an impact on human development directly if it is delivered to people in the form of basic services such as education, health and water and sanitation which contribute to promoting human development. Service delivery also provides inputs into the growth process. Growth is a necessary condition for human development to be attained. Service delivery is important for attaining accelerated growth and human development. Resources need to be mobilised and be used effectively in order to improve service delivery and improvement of service delivery can be achieved if the structure of incentives and the associated institutionalised reforms and systems of accountability are appropriate for actors in service provision to effectively perform their service delivery roles and function. In an effort to achieve a quality service delivery in Africa and other countries like Indonesia the government has adopted the corporate principles in the public sector.

Public service in Indonesia is defined as all activities delivered by government to fulfil those needs that society requires to go through life. There are three types of public service in Indonesia which are based on its delivery products. They are: Administrative service, including various kinds of formal documents such as status of citizenship, competency certificates; goods service, which facilitates various needs such as distribution of food and meeting daily needs and facilitating service such as education, health, care and transportation. The Government of Indonesia drew up General Guidance for Public Service

Implementation which consists of 15 criteria. In South Africa these General Guidance for Public Service are known as Eight Batho Pele Principles. According to the Ministry of State Apparatus Reform (RSA, 2003: 25) the 15 criteria are identified, but for the sake of this study 8 principles will be discussed. They are as follows:

- **Simplicity:** the mechanism of public service should be easy, cheap, fast, and convenient, characterized by a simple procedure.
- **Reliability:** the public service should show a sustained consistency of performance, within dependence maintain between customers and service providers in such matters as accuracy in accounting and data citation and punctuality.
- **Responsibility:** service executors should carry out their duties truthfully, informing the customers when something happens incorrectly.
- **Capability:** service executors should have skills and knowledge necessary to give good service to their customers.
- **Closeness to customers**
- **Kindness and patience:** service executors should be kind and patient when dealing with the customers. This will be very helpful to create friendship with them.
- **Transparency:** customers should be able to access easily any information needed, such as the service procedure, requirements, and time of service accomplishment, cost, and so forth.
- **Communicativeness:** good communicativeness between service executors and their customers should be created truthfully, so any information can be obtained properly using easily understandable language.

2.3 Application of corporate principles in the public sector

Public-service departments in South Africa have proven to be ineffective and making people who rely on government services to suffer. Due to the ineffectiveness of public service, the government introduced the policy on

transformation 'Batho Pele Principles' which it is hoped will improve service delivery and be customer-focused.

Sonn (1987:321) suggests that public employees and public institutions are both held in low regard by members of various communities. Allegations that bureaucrats are generally lazy, untrustworthy, wasteful, and power hungry and hyper-sensitive to criticism are widely accepted as a fact. The paradox of this situation is that when citizens are asked to evaluate their concrete experience with public institutions and public employees, they do so in more favourable light...the aversion to public administration or bureaucracy is so pervasive and deeply rooted in the country political culture that we cannot realistically begin any theoretic or scientific discussion of Public Administration and the community without accepting it as a given and perhaps even as a framework that conditions all possible relationships between members of communities and the state in the Republic of South Africa.

The public service is the sole supplier or provider of particular products or services that the citizens need. They have no direct competition and these departments usually do not dissolve nor are they dependent on consumer revenue for their survival. Improving customer-relations or service-delivery is not a high priority and little effort is made to address these imperatives.

Governments are supposed to be less political involved in service delivery but also supposed to ensure good governance by coordinating state, private sector and civil society stakeholders. Governments are supposed to ensure greater state regulation of economies while providing a laissez-faire economic environment for investors. The thinking behind this approach is that government can achieve public objectives without the getting involved in the direct production and delivery of services.

2.4 Public Service Delivery in General

During the first few years of democracy, South Africa's first democratically elected government focused on the development of policy framework,

structures and systems to give effect to the values and principles of the constitution. Although service delivery issues were not neglected, the new government's energy had gone into developing an appropriate climate and policy framework for national reconstruction and development.

(<http://www.info.gov.za/otherdocs/1997/conrep.htm>)

Since 1994 a reformed public service has been a critical element of government policy. When a new was elected to power in 1994 its core mandate was to provide quality services to the people of South Africa, especially the disadvantaged communities which is composed mostly black people. The commitment of the new government was to create a non-racist and non-sexiest democratic society. However, they were faced with difficult challenges because of the discriminatory practices that were applied during the apartheid era. There was a lack of professional ethos and poor working conditions which developed out of sense of helplessness created by the lack of opportunities. White people were occupying key positions in the public service and service delivery was mainly focused in areas where white people were residing.

The White Paper on the Transformation of the Public Service (RSA, 1997) contains Batho Pele principles that set standards of service people are entitled to expect. The White Paper on the Transformation of the Public Service was enacted by following the Constitution of Republic of South Africa, (RSA, 1996) which sets out the basic values and principles governing public administration. Batho Pele Principles aim to put such values and principles into practical effect. However, Batho Pele cannot be delivered overnight as many systems and attitudes have to change. Public servants must adopt an attitude that accepts the adage: 'people must come first'. The application of Batho Pele Principles cannot only benefit the recipients of services, but also results in better managed, more productive and cost effective services. By putting citizens or customers first, people will be able to hold public service to account for the services that they render to the public.

In line with Batho Pele principles, the former Minister of Social Development, Dr Skweyiya (1997:4) indicates that public servants should be humane, courteous and caring when providing services to the people. An initiative like Batho Pele Principles gives them an opportunity to reclaim humanity that was lost through decades of injustices and dehumanising of the public service.

Chikane (2007:4) states that Batho Pele Principles, which became public service policy in 1997, require that departments set service delivery standards for themselves, and that Ministers must make annual statements of public service commitments. Departments must report annually on performance against the standards they have set. Citizens must be consulted on services at all stages in the policy process. Departments are required to listen to and respond to complaints from citizens. Information on services must be provided. Laws protecting the rights of citizens to administrative justice and access to information support this principle. Service provision must as far as possible be located in proximity to where people live. Each of these principles, if applied rigorously by the officials, will ensure that a responsive and citizen-centered public service is developed and promoted.

However, the research by the Department of Public Service and Administration has found that Batho Pele is poorly understood and has not successfully addressed the underlying reasons for inadequate performance according to the State of the Public Service Report (RSA, 2004:22).

The success of Batho Pele will be determined by the progress made in efforts to transform the public service as well as transformation occurring in society in general. While there is scope for success, the limitations are more likely to be in the form of inherent qualities of the public service such as the bureaucracy and extensive legal regulations (Khoza, 2002:24).

The White Paper on the Transformation of the Public Service (RSA,1997) contains Batho Pele principles that sets standards of service people are entitled to expect. This follows the Constitution of the Republic of South Africa (RSA, 1996) which sets out the basic values and principles governing public

administration. Batho Pele principles aim to turn these words into reality. However, it must be noted that Batho Pele cannot be delivered overnight as many systems and attitudes have to change. Public servants must adopt an attitude that says 'people must come first'. This cannot only benefit the recipients of services, but also results in better managed, more productive and cost effective services. By putting citizens or customers first, people will be able to hold public service to account for the service they receive.

While the ultimate aim of government is to provide quality service and improving general welfare of their citizens; the government cannot do it alone, they need the assistance from private institutions. In order to deliver services that society requires to maintain and improve its welfare, government institutions require organisational structures and suitable qualified people. These structures must be organised in such a way that their staff are supported to deliver the services they are responsible for.

Clients play an important role in service delivery because they go to offices with needs and expectations of receiving assistance from public official. There are internal and external clients, but this study concentrates on the external clients who are stakeholders or the public. Du Toit D *et al* (2002:308-309) states that in the context of government, client expectations can be divided into two distinct categories namely, expectations in respect of the purpose of the institution and the expectations in respect of interpersonal relations between public servants and their clients. Examples of expectations regarding the purpose of the institution are:

- Quality of services, for instance, water whose quality must comply with certain standards to make it suitable for human consumption
- Sustainable delivery of service, for example, continuous availability; and
- Reliable services and products.

Expectations regarding interpersonal relationships between the public servant and the client can be explained as follows. If a public servant is providing a direct service to a client, that client must be prepared to go an extra mile in

order to meet the client expectations. The clients must be treated with courtesy and have a right to expect an efficient, helpful and pleasant service from the public servant.

The Secretariat Report of the United Nations (1995:23) highlights that there is a need to reorient civil service towards the community. Unresponsiveness to citizens or consumers has been identified as a problem. The standard of the service rendered by the administration machinery did not cater for differentiated needs of consumers. Increasing demands by civil society actively involved impinge the traditional monopoly of the civil service. The implication of transformation and the renewal of the civil service and democratisation of the country require that a new framework of governance is established. The relationship between state and society of being redefined allowed who are governed to have more to say in governance.

The FEDUSA Report (2005:2) indicates that the positive changes of the public service reform since 1994 have been realized in various outcomes. The amalgamation of a racially and ethnically based bureaucracy into one single, unified public service, freed most of the baggage of former administrations, and has been the most impressive success of the new government.

Though Batho Pele Principles were introduced in the South African public service, the government is still faced with different challenges including negative attitudes of civil servants when dealing with people and lack of skilled personnel. The other challenge is that of the implementation gap and skills deficit in the public service. The FEDUSA Report (2005:5) further states that there was no concerted effort to build the human resource base at local government during the first five years of democracy. Almost all capital building and human resource planning during this period was directed at the two upper spheres namely, the provincial and local government sphere. Even at the provincial government level, human resource development proceeded in rather laissez faire manner so that poorer provinces such as the Eastern Cape and Limpopo Province were unable to develop and implement appropriate strategies to enhance their stock of middle management staff.

Batho Pele principles have not been implemented to the fullest by this government department as required by the Service Delivery Charter. Most departments are faced with lack of accessibility to their services. The Department of Sport, Arts and culture in Limpopo is tasked to ensure that sport and recreation are accessible to the people of Limpopo. People in the remote areas do not benefit from programmes because they are not taken into consideration. They focus mainly on people staying in town and few surrounding areas of Polokwane. The other challenge the department is facing is the delivery and sustenance of Arts and Culture programmes, this also means they are not upholding the principle of accessibility.

There is a lack of access to information which is contravening the Promotion of Access to Information Act. Library and museums are places where the public can access information about government programmes, or to upgrade themselves. The distribution of libraries, museums to archive depots does not reflect the demography of the province meaning that there are communities which are not benefiting from the programmes. The lack of infrastructure such as electricity and water are also problematic in providing such services. The department is also faced with shortage of staff in the heritage sector, especially in the districts. This problem affects service delivery.

In order for South Africa's Reconstruction and Development Programme (RDP) and its Growth, Employment and Redistribution Strategy (GEAR), government has released a number of White Papers that have bearing on the transformation of the South African Public Service, with the aim of making the public service more efficient, effective and economical. One of the most important policy documents is the White Paper on Transforming Public Service Delivery, or the Batho Pele White Paper of (RSA, 1997).

The White Paper on the Transformation of the Public Service (RSA, 1997) contains Batho Pele principles that set standards of service people are entitled to expect. This follows the Constitution of the Republic of South Africa (RSA, 1996) which sets out the basic values and principles governing public

administration. Batho Pele principles aim to turn these words into reality. However, it must be noted that Batho Pele cannot be delivered overnight as many systems and attitudes have to change. Public servants must adopt an attitude that says 'people must come first'. This cannot only benefit the recipients of services but also results in better managed, more productive and cost effective services. By putting citizens or customers first, people will be able to hold public service to account for the service they receive.

The Batho Pele Principles is premised on the idea that government has clients that need to be assisted in a client- centred approach to service delivery. Service provision must as far as possible be located in proximity to where people live. Each of these principles, if applied rigorously by the officials, will ensure that a responsive and citizen-centred public service is ploughed.

The Batho Pele programme includes unannounced visits by ministers to service delivery points, a campaign to assist citizens to know their service delivery rights and responsibilities and a targeted access programme implementing integrated service delivery. It also includes *Khaedu* - a TshiVenda word which means "challenge" - which places senior civil servants at the coalface of service delivery, after which they write a report to the relevant head of department. (www.thepresidency.gov.za). Batho Pele Principles is a service delivery improvement intervention that provides a policy framework and implementation strategy for better provision of public services.

Du Toit, Knipe, Van Niekerk, Van der Waldt & Doyle (2002: 253), maintains that the concept "public service delivery" is a comprehensive concept. It not only refers to an end product or result, but is more of an umbrella term referring to the results of intentions, decisions and actions undertaken by institution and people.

Public Service Regulations (RSA, 2001) asserts that an executing authority shall establish and sustain a service delivery improvement programme for the Department. Research by the Department of Public Service and Administration has found that Batho Pele is poorly understood and has not

successfully addressed the underlying reasons for inadequate performance as stated in the State of the Public Service Report (RSA, 2004)

- with due regard to the customer's means of access thereof, specifying the mechanisms or strategies to be utilised progressively to remove the barriers so that access to services is increased;
- indicating standards for the main services to be provided;
- containing arrangements as to how information about departments services are provided; and
- Stipulating a system or mechanisms for complaints.

These required among other things that contestants for the awards should self-assess the service delivery performance of their components against the eight Batho Pele Principles. The awards appear to have been most effective, but they also provided an illustration of the way on which Batho Pele provided an appealing framework that captured the imagination of many public servants.

In the public sector, decision making is of critical importance, because it directly affects society or societal groups. It is imperative, therefore, that public decision making should reflect the values and the needs of the community or of specific groups in the community, and that the decision taken should be within the guidelines or norms of public administration (Hanekom & Thornhill, 1994: 86)

Cloete & Wissink (2000:196) furthermore note that, decision making is based on considerations of facts and values. Officials will supply the facts to the executive political office bearer, but the values will be determined by the community and must be taken into account by the politicians when making a decision. Facts concern concrete, relatively immutable data, while values cannot be accurately measured or assessed and depend on the decision-makers beliefs about what is right and wrong. Cloete & Wissink (2000:196) add that there is now a new wave in government circles that suggests that governments must be less active in delivery of goods and services and more involved in the facilitation of service delivery. What this policy shift suggests is

that the alternative service delivery strategies must be considered to direct service delivery strategies.

While putting more energy in the Batho Pele programme to improve the attitudes of public servants, there is no doubt that most of our public servants at the coal-face of service delivery want to serve the people well and want to be proud of their work. Therefore also focusing on practical measures to improve the way in which government works, in order to create an enabling environment for public servants to perform better, faster and smarter. We are indeed building a performance orientated state and a developmental state.

Bogason (2000:5) points out that the public power is one of the features that agents in the society are searching for in order to use it for their purposes. The public power involves resources of immense strength and scope. It give actors legitimacy to act on behalf of the state, and can supply them with, first of all, money, and second, legitimacy to act in ways no private citizen could do their way.

2.5 PUBLIC SERVICE DELIVERY IN THE SOUTH AFRICAN CONTEXT

2.5.1 Background to Batho Pele Principles

Since assuming office in 1994, the African National Congress (ANC) led democratic government of South Africa launched a number of policies to facilitate speedy service delivery within the public service. The dawn of democracy after the first democratic elections saw new targets for service delivery. It was proposed that public service delivery should be in line with the Batho Pele Principles implying that the government should provide a customer focused service. These principles were conceived with the intention of transforming service delivery in the public sector in order to enhance the quality and accessibility of government services. It was hoped that the application of these principles would help improve efficiency and accountability to the recipients of public goods and services.

In 1997, the White Paper on Transforming Public Service Delivery (RSA, 1997) was adopted in order to introduce a fresh approach to service delivery. The new approach sought to put pressure on systems, procedures, attitudes and behaviour within the public service and orientate in favour of the customer. Batho Pele Principles are not about introducing more rules and centralising processes or micro-managing service delivery activities, rather they involve creating a framework for the delivery of public services which treat citizens more like customers and enables them to hold public servants accountable for service delivery they provide. This framework frees up the energy and commitment of public servants towards customer-focused ways of working.

2.5.2 Batho Pele Principles

Batho Pele Principles consist of eight principles that should be implemented within the public service. They are: Consultation, Service standards, Access, Courtesy, Information, Openness and transparency, Redress and Value for Money. This sub-section provides a detailed explanation of each of these principles and how they are supposed to be given pragmatic effect in South Africa.

2.5.2.1 Consultation

This principle provides that citizens should be consulted about the level and quality of the public services they receive, and wherever possible they should be given a choice about the services that are offered. It is about asking customers what they want and finding out how possible their needs can be met. The consultation principle can be accomplished by meeting customers and will further help to improve the quality of service rendered to them. White Paper on Transforming the Public Service (RSA, 1997) asserts that all national and provincial departments must, regularly and systematically consult not only about the services currently provided, but also about the provision of new basic services to those who lack them. Consultation is expected to give citizens the opportunity of influencing decisions about public services, by

providing objective evidence which would determine service delivery priorities. Also, consultation could help to foster a participative and co-operatives relationship between the providers and users of public services.

In practice this principle means that the Department of Sports, Arts and Culture should go out and meet customers in order to know what the customers expect from the department. The department in turn should inform the customers about intention to make the customers part of decision making. Consultation can be done in the form of meetings, consultation groups, imbizo's and customer surveys. Regular consultation between the department and customers will establish a good working relationship.

2.5.2.2 Service standards

This principle provides that citizens should be told what level and quality of public services they will receive so that they are aware of what to expect. A standard is a measurement that is used to evaluate quality of the service rendered. Therefore there should be standards which will measure if government is providing quality services to the people. The Department of Sports, Arts and Culture, like all other departments, were requested to develop its service standards that would strive to achieve. While the department is continually trying to improve service delivery, it should also be about how well the department promise to deliver their service at any time. If the department know what customers expect, realistic service standards will be set, depending on the resources available. In the last analysis, the standards should be measurable so that they can be met.

The White Paper on Transforming the Public Service (RSA, 1997) further asserts that national and provincial Departments must publish standards for the level and quality of services they will provide, including the introduction of new services to those who have previously been denied access to them. In the case of certain services such as health, or education, national Departments, in consultation with provincial Departments, may set standards which will serve as national baseline standards. Service standards must be

relevant and meaningful to the individual user, they must cover the aspects of service which matter most to users, as revealed by the consultation process, and they must be expressed in terms which are relevant and easily understood. Standards must also be precise and measurable, so that users can judge for themselves whether or not they are receiving what was promised.

2.5.2.3 Access

This principle provides that all citizens should have equal access to the services to which they are entitled. Access means a way to be able to get what you want without hindrances. Batho Pele principles make it possible for customer to access the services of the Department. The customers of the Department of Sports, Arts and Culture should be able to access the services that they are entitled to and also the building should be accessible and user-friendly. For example, customers should be able to use the language of their choice, the disabled should also be considered in terms of accessibility. In summary, the customers should be able to access without difficulties, like walking long distances.

The White Paper on Transforming the Public Service (RSA, 1997) provides that one significant factor affecting access is geography. Many people who live in remote areas have to travel long distances in order to access public services. In drawing up their service delivery programmes, national and provincial departments must develop strategies to eliminate the disadvantages of distance, by setting up mobile units, and redeploying facilities and resources closer to those in greatest need. Another significant factor is the lack of infrastructure, which exacerbates the difficulties of communication with and travel to remote areas. There are other barriers to access which are social, cultural, physical, communication and attitudinal. These also need to be taken into account.

The Promotion of Access to Information Act (RSA, 2000) establishes voluntary and mandatory mechanisms or procedures to give effect to the right

in a manner which enables persons to obtain access to records of public and private bodies as swiftly, inexpensively and effortlessly as is reasonably possible. Part 2 of PAIA is relevant to the conduct of public official as it sets out the basis upon which information must be supplied by a public body, on the request by a member of the public. A person, who with intent to deny a right of access in terms of this Act, destroys, damages or alters a record, conceals a record, or falsifies a record or make a false record, commits an offence and is liable to a fine or to imprisonment for a period not exceeding two years.

The Promotion of Administrative Justice Act (RSA, 2000) gives effect to the right to just administrative action contained in Section 33 of the Constitution. It makes a reference to administrative action which is defined as any decision taken, or any failure to take a decision by, inter alia, a natural person, other than an organ of state, when exercising a public power or performing a public function in terms of an empowering provision. The Act further details the procedures to be followed in instances where administrative action may adversely affect the rights of the public, which includes giving the public an opportunity to respond, either by a way of public inquiry or by way of a notice and comment procedure, to the proposed administrative action.

2.5.2.4 Courtesy

This principle provides that citizens should be treated courteously. The principle goes together with respect and ubuntu. Citizens should be treated with courtesy. By courtesy is not only being polite to customers, but being friendly, helpful and treating everyone with dignity and respect. The Department should write down a code of conduct and should train and assess staff in customer care.

The White Paper on Transforming the Public Service (RSA,1997) indicates that the concept courtesy is much wider than asking public servants to give a polite smile and to say please and thank you, it is about professionalism. The Code of Conduct for Public Servants issued by the Public Service

Commission, makes it clear that courtesy for the public is regarded as one of the fundamental duties of public servants, by specifying that public servants treat members of the public as customers who are entitled to receive the highest standards of service.

2.5.2.5 **Information**

This principle provides that all the citizens should be given full, accurate information about the public services they are entitled to receive. If a public servant does not have information, they should try to find out and help the person. When referring them somewhere else, they need to be very clear about what they will get there, what they need to take with them and which person they must go and see. The better informed people are, the easier it will be for the public service to do its job and the fewer people there will be in the queues. Public servants are encouraged to spend some extra time with people who need a better explanation or special assistance because they cannot understand or cannot access the services themselves.

Information is about reaching all customers to make sure that they are well informed about the services our department provides. It should also be remembered that customers have different needs and they do not speak the same language. The department should disseminate a Service Commitment Charter to inform customers about the services they offer.

The White Paper on Transforming the Public Service (RSA, 1997) explains that implementing Batho Pele will require a complete transformation of communication with the public. Information must be provided in a variety of media and languages to meet the differing needs of different customers. Communication is essential to ensure the inclusion of those who are, or have previously been disadvantaged by physical disability, language, race, gender, geographical distance or in any other way.

2.5.2.6 Openness and transparency

This principle provides that all the citizens should be told how national and provincial departments are run, how much they cost, and who is in charge. This principle encourages our departments to be open and honest about every aspect of work. It is very important for the Public Service and administration to be run as an open book. The Public Service is there to serve the people and they have a right to the services it offers. Many people, especially poor people, do not yet have access to things like free basic services, or social grants, simply because they do not have the information to access it. The people also have the right to know how decisions are made, how a department works, who is in charge and what its plans and budgets are.

Annual reports should be published to inform citizens how resources were utilised, how much everything cost, including cost costs for staff, equipment delivery, services and so on. It should include how well the department performed. When the department has failed to meet their standards, they should identify their challenges and come up with ways to improve their service. Members of the public should be invited to come and see how they run their business in the department.

The White Paper on Transforming the Public Service (RSA, 1997) asserts that openness and transparency are the hallmarks of a democratic government, and are thus fundamental to the public service transformation process. In terms of public service delivery, the importance of openness and transparency lies in the need to build confidence and trust between the public sector and citizens. A key aspect of this is that the public should know more about the way national and provincial departments are run how well they perform, the resource they consume, and who is in charge.

Transparency and accountability are critical as civil society positions itself to be a watchdog of the public service. With the demand to be involved comes the need of communities to be informed about reconstruction and

development. Thus, lack of transparency is being challenged. Information has traditionally been left in the hands of senior officials, denying both public and the frontline workers access to information and that created a situation where the citizens are unable to participate meaningfully in governance.

Democratic principles require a suitable system of accountability. Government organizations are created by the public, for the public, and need to be accountable to the public. The relationship between the citizenry and government can be regarded as a principal/agent relationship because the citizens have given their consent to someone else to govern on their behalf. The relationship between government and citizen depends on the system of accountability, whereby the government carries out its function and the citizenry allows it to do so, but on condition those powers are not exceeded and that government is accountable.

2.5.2.7 Redress

This principle provides that all the when people do not get what they are entitled to from the public service; they have a right to redress. This means that the public servant should immediately apologise to them and also tell them what solution they are offering to their problem. If the public servant has none, they should speak to their manager or supervisor and make sure that the problem is solved. The Public Service's success and image is built on its ability to deliver what people expect from them. When complaints are made, citizens should receive a sympathetic and a positive response. The Promotion of Administrative Justice Act allows for citizens to ask for reasons for any decision taken by government that affects them. The Act ensures that citizens have a right to administrative decisions that are lawful, reasonable and procedurally fair. Where citizens are dissatisfied with the reasons given, the Act allows people to appeal the decision or ask for the review of the administrative action by a court or, where appropriate, an independent and impartial tribunal.

The White Paper on Transforming the Public Service (RSA, 1997) further explains that the principle of redress requires a completely new approach to handling complaints. Complaints are seen by many public servants as a time consuming irritation. Where complaints procedure exist, they are often lengthy and bureaucratic, aimed at defending the department's actions rather than solving the users' problem. National and provincial departments are required to review and improve their complaints systems, in line with the following principles:

- **Accessibility**

Complaints system should be well publicised and easy to use.

- **Speed**

The longer it takes to respond to a complaint, the more dissatisfied customers will become.

- **Fairness**

Complaints should be fully and impartially investigated.

- **Confidentiality**

The complainants confidentiality should be protected, so that they are not deterred from making complaints by feeling that they will be treated less sympathetically in future.

- **Responsiveness**

The response to a complaint, however trivial, should take full account of the individuals concerns and feelings;

- **Review**

Complaints systems should incorporate mechanisms for review and for feeding back suggestions for change to those who are responsible for providing service, so that mistakes and failures do not recur;

- **Training**

Complaints handling procedures should be publicised throughout the organisation and training given to staff so that they know what action to take when complaint is received.

The responsiveness of public institutions to individual problems, needs and values, as well as those of specific groups, should be increased and secured. The historical development in South Africa has resulted in the imbalances among the various components of the total population. Recent changes and indications of impending changes have resulted in higher aspirations among those who have been relatively underprivileged. These changes have created certain expectations and demands, especially in socio-economic fields such as housing, education and urban infrastructure. A new set of norms in the field of public administration will be required to provide satisfactory response to these needs and demands.

2.5.2.8 Value for money

This principle provides that public services should be provided economically and efficiently in order to give citizens the value for money. The principle includes giving customers the best value can using all our resources. It also means eliminating waste, fraud and corruption and finding new ways of improving services at little or no cost. This might include us forming partnerships with other service providers and the community. If public servants work efficiently and maximise their skills value will be added in value and will thus produce service excellence to give our customers the best value for their money

2.5.3 Challenges in South African government departments

The South African Public Service faces many challenges in its effort to become a truly representative, competent and democratic instrument and to play its proper role in the reconciliation, reconstruction and development process. After 15 years of democracy the departments are still faced with challenges in applying corporate principles. After the 1994 election, South Africa was faced with a problem of an emerging economy. The majority of people have difficulty in accessing the public services such as water, health care, decent education etc.

The success of Batho Pele will be determined by the progress made in efforts to transform the public service as well as transformation occurring in society in general. While there is scope for success, the limitations are more likely to be in the form of inherent qualities of the public service such as the bureaucracy and extensive legal regulations.

The main challenge facing the public service is to move from 'knowing' to style 'doing'. It has to discover ways of working that encourage new attitudes and organizational cultures which will develop new skills and competencies. The effective management of service delivery demands sound decision-making. Decision making is only as accurate and reliable as the information on which it is based. The importance of management in the quality improvement plan is twofold. Firstly, the adaptation of any organisation to change-particularly a department that is engaged with the transforming itself into a learning organization focused on service delivery-requires managers who are skilled and committed to the vision of the department. Ranson & Sterwart (1988: 245) indicate that if the challenge facing the public domain is to be met, public organisations need to create a capacity for cultural change: the central code is to think public...the importance of developing a public culture within public organisations has increasingly been acknowledged. In the polity of welfare state the public was seen as a client, not as an active participant in the polity. In the neo liberal polity the public culture is a marketing culture based on the public as a customer.

This section will give the challenges that departments are faced with when applying the corporate principles.

2.5.3.1 Unskilled Personnel

Lack of unskilled personnel is one of the biggest challenges the public service is faced with. Soon after the ANC took over they had a challenge of increasing productivity in the face of the huge gaps between the skilled and the inexperienced officials in the public service. Human resource development will place an additional challenge on human resource department or units due the

fact that they will have to develop programmes that are practical, effective and appropriate to the needs of the department, and provide for proper information, training, tools and support to both managers and employees.

In some instances it is because according to the ANC Cadre policy, recommendations were made that cadres should be employed in strategic positions in order to avoid sabotage from employees who do not belong to the ruling party. This is a good strategy of course, but also worked against the ruling party because in certain areas they appointed cadres without experience even in positions that are very critical to service delivery like in the municipalities.

2.5.3.2 Corruption

Corruption is a major problem in the public service and it erodes service delivery. Corruption impacts all countries and it slows service delivery and economic growth. When public servants are involved in corrupt activities it is like stealing from the poor and tax payers. In Britain there is a scandal of MPs involved in Housing scandal and in South Africa there is the MP 'Travelgate' scandal. These scandals are an example that people are consumed by greed. Corruption poses a serious threat in development and undermines democracy and good governance. Public officials always have an excuse that they engage in corrupt practices because of poverty, inadequate remuneration and economic pressure.

2.5.3.3 Attitudes of public servants

The "I do not care attitude" of public is damaging and it hampers service delivery. They do not even know who they are serving and what is expected of them as public officials. Public officials believes that unlawful use of state resources like making photo copies for their friends and families is non issue but one of the benefits. Citizens are given third grade service. The only people they respect are their managers and politicians. They are not interested in knowing the policies of their departments and government as a whole. Batho

Pele Principles are pasted in most of the governments reception, but they do not know that their meant for them to apply when they execute their duties. Some public official do not know what is Batho Pele Principles and they do not care. This attitude is mostly perpetuated by ignorance and lack of knowledge of legislation by both the citizens and public officials. The citizens do not know that they are entitled to the service, they do not know that they deserve to be treated like royalty, whilst on the other hand the public officials do not know that they are in the employ to service the citizens that they sometimes treat shabbily. Service Delivery protest is one of the challenges that the government is facing, it is a symptom that the public are not entirely satisfied with the service that they receive from government. Therefore, government should not take these symptoms lightly because the public deserve a quality service. Hirschman (1970: 115) notes that government should not take the customers or the voting public for granted because they are the ones who put them in power and therefore they expect them to provide quality service and listen to their voices when they call out to them. When they are ignored, possibilities are they will protest in order for their voice to be heard. Hirschman (1970: 30) defined voice as any attempt at all to change rather than escape from, an objectionable state of affairs, whether through individual or collective to management directly in charge, through appeal to a higher authority...or through various type of actions or protest

There is lack of urgency in the public service, and everybody does as they wish. Government is also to be blamed for not enforcing discipline on public officials. Policies are introduced, but public officials are not trained on the policies and how they should be implemented. This shows a lack of will and commitment of public servants when executing their duties.

In order to have quality service delivery, public officials are supposed to follow rules when making and taking decisions. Legal rules require that a public functionary should not exceed his or her powers under the law, i.e. whatever she does should be *intra vires* and not *ultra vires* (Cloete, 1998: 112)

This common culture as embodied by Batho Pele Principles is more than merely adhering to a set of principles. It is a mechanism to ensure that government generally has the same service delivery transformation vision and agenda. It is therefore important that all the spheres of government subscribe to a single overarching service delivery vision as indicated in A Strategy Towards the Development of Framework Legislation for a Single Public Service (RSA, 2006).

2.5.4 Effects of Batho Pele Principles in Public Service Delivery

According to the present state of our public service one cannot claim that the employment of Batho Pele Principles did improve or did not improve the public service delivery in all three spheres of government. The factors that contribute to the general failure of Batho Pele Principles are largely due to the attitude of the public servants when dealing with the citizens. Research by the Department of Public Service and Administration has found that Batho Pele is poorly understood and has not successfully addressed the underlying reasons for inadequate performance as elaborated in the State of the Public Service Report (RSA, 2004)

According to a FEDUSA Report (2005:8) a recent government audit on Batho Pele has revealed amongst others that there were numerous forms of consultation in government, but in many instances, the execution of the correct monitoring and evaluation standards had been a problem. Despite service delivery innovations in Limpopo, most provinces were still reliant conventional approaches to service access. There was a need for a coherent integrated access strategy that recognised all new initiatives. There was also a need for a service user relationship training in response to the persistent public perception that government officials were uncaring. Redress was still a problem, especially in the social service sectors. It was no longer sufficient to devise values and principles for Batho Pele, measures had to be taken to ensure these principles were executed. The implementation of Batho Pele is further hampered by the fact that the public had not understood the Batho

Pele Principles initially and were not holding departments accountable. Clearly, this shows a lack of service user relationship management.

Former President of the Republic of South Africa, President Thabo Mbeki on his interview on SABC 2, 30.09.2004 at 19:00 (2004) indicates that food integration requires well functioning processes and the effectiveness of processes depends less on structures than on the commitment of decision makers and managers to the goals of coordination. Yet, despite significant achievements in policy development, growing unemployment, income, poverty and inequality and shortcomings in service delivery have fuelled criticisms about the effectiveness of government policies to transform the objective conditions of the poor.

The success of new reforms depends both on the substance of the policies and the ability of the government to implement them efficiently. On the one hand, a significant gap between the adopted policies and their successful implementation can potentially explain some of the problems experienced with the delivery of the government's main transformation objectives. But the recent service delivery protests in different provinces are a proof that the Batho Pele Principles has an effect on service delivery. People are holding government accountable because they know that they should be serviced by government, they are forcing the Public service to uphold the Batho Pele Principles by demanding a better service. Though the problem seems to be on the local sphere it also affects all the departments since they are interdependent.

2.5.5 Conclusion

In his State of the Nation Address, the former President Thabo Mbeki (RSA, 2004), stated that "We must be impatient with those in the public service who see themselves as pen-pushers and guardians of rubber stamps, thieves intent on self-enrichment, bureaucrats who think they have the right to ignore the vision of Batho Pele, who come to work as late as possible and knock off

as early as possible". This indicates the seriousness with which the principles of Batho Pele have to be taken.

The question that needs to be answered is: why is the government failing to implement all the good policy that it has developed? The problem lies in the implementation, because being the public official is not properly trained and the high level policy skills and middle management skills have been a key factor impeding in the implementation of Batho Pele. From the reviewed literature, it is clear that a reformed civil service still remains very critical element of government policy. Though Batho Pele was meant to instil culture of accountability and caring by public officials, the state of public service is not yet satisfying.

According to Mafunisa (1999:58) employees of the public service have a duty to account for their actions to elected representatives, who in turn, must render account to the members of the public for the performance of functions by the employees operating under their guidance. Public Accountability is an enduring ethical foundation not only in the public service, but also in society generally. It is an ethical principle, which serves as a guide for ethical behaviour. The members of the public have personal interest in ensuring that those persons who perform public functions and are held accountable for the manner in which they perform them.

Complying with Batho Pele requires that the departments set and measure standards for each of the services they deliver. Visits, spot checks and inspections will be used to assess general compliance with Batho Pele requirements.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter elucidates the research approach, design and method that the study followed in assessing the effect of Batho Pele Principles on service in the Department of Sport, Arts and Culture. This chapter further seeks to explain the data collection methods, sampling procedures and the analysis of data.

De Vos (1998:365) asserts that programme evaluation as a “mere” programme evaluation assumes the prior existence of a programme or intervention designed and developed by someone else.

3.2 Procedural Aspects

Before collecting data in the Department of Sports, Arts & Culture, a letter of request to conduct a survey was written to the Department of Sport, Arts & Culture and permission was granted. (See the attached appendices: Appendix A). The questionnaire was distributed to the occupational groups and categories as explained.

3.3 Research Design and Methodology

3.3.1 Research Design

A research design is a plan, structure and strategy of investigation concurrent in order to obtain answers to research questions or to solve research problems. The plan provides a complete scheme or programme or research. It includes an outline of what the investigator will do and the operational implications to the final analysis of data (Kerlinger, 1986:128).

The aim of this research is: to analyse the Batho Pele Principles. Its status of service delivery in general and in the Department of Sports, Arts and Culture in particular.

- To study the challenges faced by the Department of Sports, Arts and Culture in implementing and adhering to the Batho Pele Principles.
- To examine the effects of Batho Pele Principles on public service delivery in general, and in the Department of Sports, Arts and Culture in particular.
- To recommend measures for improving effects of Batho Pele Principles in public service delivery.
- To design is to plan, that is, design is the process of making decisions before the situations arises in which the decision has to be carried out. It is the process of deliberate anticipation directed toward bringing an expected situation under control (Ackoff 1953:5)

Mouton (1998:175) states that a research design is an exposition or plan of how the researcher plans to execute the research problem that has been formulated. The objective of the research design is to plan, structure and execute the relevant project in such a way that the validity of the findings is maximised. Three aspects are usually included in the research design, namely the aim of the research, data information sources and considerations of validity and reliability.

3.3.2 Qualitative Method

In order to achieve the objectives of the study, some methods were employed to identify them. For the purposes of this study, the qualitative method was employed. On his findings, Filstead found that qualititative methodology allows the researcher to obtain the social world and experience of people in poverty. It also develops analytical, conceptual and categorical components of explanation from the data itself. Qualitative methodology implies that an emphasis on processes and meanings are not rigorously examined or

measured (if measured at all) in terms of quantity, amount, intensity or frequency (Denzin and Lincoln, 1995: 211).

3.3.3 Questionnaires and surveys

In this study a questionnaire was used because they have advantages over some other types of surveys in that they are cheap, do not require as much effort from the questioner as verbal or telephone surveys, and often have standardized answers that make it simple to compile data. A close-ended questionnaire will be used, and respondents will be asked to select an answer from among a list provided by a researcher. Close-ended questions are preferred because they provide a greater uniformity of responses and are more easily processed. Therese L (1994:180) states that closed-ended questions force the respondents to select a single response from a list (for this reason they are often called forced-choice questions). Such lists of responses must cover the entire range of possible answers; that is to say they must be exhaustive. A question that includes a broad enough range of responses so that every possible answer to the question can fit into a given response has exhaustive categories.

Babbie (2001:237) states that every questionnaire, whether it is to be completed by respondents or administered by interviewers, should contain clear instructions and introductory comments where appropriate. In the case where the respondents cannot read or write, oral interviews will be conducted in sample surveys, data are collected in a standardized format, usually from a probability sample of the population. The survey is the preferred method if the researcher wishes to obtain a small amount of information from large number of subjects...Its basic aim is to describe and explain statistically the variability of certain features in a population (Marshall & Rossman 2006:43). Marshall & Rossman (2006:43) further state that the strength of surveys include their accuracy, generalisability, and convenience. Accuracy in measurement is enhanced by quantification, replicability, and control over observer effects. Results can be generalised to a larger population within known limits of error.

Surveys are amenable to rapid statistical analysis and are comparatively easy to administer and manage.

3.4 Area of Study

The study was carried out in the Department of Sport, Arts & Culture in Polokwane City, Capricorn District Municipality Limpopo Province. The focus of this study is the assessment of the effects of the Batho Pele Principles in the Department of Sport, Arts & Culture, of which is one of the departments in the Limpopo Provincial Government championing an integrated sports, arts and culture and heritage services in Limpopo. The mission of the department is to enhance unity in diversity through the provision of services for sustainable development of sports, arts and culture. The department operates under the guidance of the MEC who reports directly to the premier and the legislature. The Department consists of four business units with different sub-units and regional offices in all the districts of Limpopo. The business units are:

- Administration
- Cultural Affairs
- Library and Heritage Service
- Sport and Recreation

Its departmental core values focus on the promotion of unity in the diverse sporting and cultural dimension, which will encourage participative integration. To unleash talents in the arts and sport to encourage development, self expression and creativity. To foster pride in people's heritage and inspiration. These core values will maximise the potential in arts, culture and sport.

3.5 Population

The population of the study was the employees of the Department of Sport, Arts and Culture, who particularly deal with the programme of service delivery,

norms and standards. These are officials dealing with service delivery and sports and recreation directorate. According to Welman, Kruger & Mitchell (2007:15) population is the study object and consists of individuals, groups, organizations, human products and events, or the conditions to which they are exposed. The population for the study is that group about what the researcher should draw conclusions on. It is not possible to study all the members of the population that are of interest, even to make every possible observation of everything. In every case, a sample should be selected from among the group.

3.6 Data Collection

For the purposes of this study data will be collected using primary and secondary data collection methods. Secondary data will be collected from the Constitution of the Republic of South Africa, (RSA, 1996) and Acts of Parliaments, Public Administration books, policy documents policies and journals. Blackie (1953:160-161) writes that while primary data can come from many sources, they are characterised by the fact that they are the result of direct contact between the researcher and the source. Primary data are generated by the application of particular methods, and as researchers have control over the production and analysis they are in a position to judge their quality. This judgement is much more difficult with secondary and tertiary types of data.

The secondary data will be compiled through notes and compiled into compositions that reflect on South African state of public service and linkages between the two aspects. In addition, primary data were collected through questionnaire. Blackie (1953:161) further points out that secondary data can come from the same kind of sources as primary data; researchers are just one step forward. The use of secondary data is often referred as to as secondary analysis. It is now common for data sets to be archived and made available for analysis by other researchers. Such data constitute the purest form of secondary data.

3.6.1 Questionnaire

This study will use questionnaires and interviews as its data collection methods in order to get honest answers from the customers and also to survey their satisfaction as customers. Marshall & Rossman (2006:43) states that questionnaires typically entail several questions that have structured response categories, some open-ended questions may also be included. The questions are examined (sometimes very vigorously) for bias, sequence, clarity, and face-validity. Questionnaires are usually tested for small groups to determine their usefulness and, perhaps, reliability. Respondents are asked questions in order to determine the level of satisfaction in the specific services provided by the Department of Sport, Arts and Culture. Therefore, the researcher will design a questionnaire that will seek to find out whether the Department is in line with Batho Pele principles and its impact to service delivery.

3.6.2 Interviews

Interview is an alternate method of collecting survey data. This is a method where questions are asked orally and record respondent's answers. Interviewing is typically done on a face to face encounter. However, it is important to explain the purpose of your interview to the interviewee and what the researcher intend to achieve; and also to inform the interviewee that the interview will be recorded. This is done for ethical purposes.

3.6.3 Sampling Design

Bless & Higson (1995: 87) state that sampling is a practical way to collect data when the population is infinite or extremely large, thus making a study of all its elements impossible. A non-probability sampling design will be used, and the type of sampling will be purposive or judgemental sampling. The reason for using this non probability sampling design is its obvious advantage that it is much less complicated, much less expensive, and may be done on a spur of a moment basis to take advantage of available (and perhaps unanticipated)

respondents without statistical complexity of probability sampling. Babbie (2001) notes that sometimes it is appropriate to select a sample on the basis of knowledge of a population, and on the purpose of the study.

Table 7.3.1 Occupational Categories and Number of Staff to be Interviewed

Categories	Occupational Category	Number
Category 1	Administration Officers	20
Category 2	Senior Administrative Officers	15
Category 3	Assistant Directors	10
Category 4	Manager	10
Category 5	Senior Manager	5
Total	All categories	60

3.7 Data Analysis

(De Vos *et al.* 1988:100) stipulates that in this component describe the procedures in which we will use to analyse data are described. If statistical analyses are employed, this involves detailing each specific procedure to be employed for each general research question to be answered or specific hypothesis to be tested. There are, of course, also many situations where the use of statistical analysis is not only impossible, but also inappropriate. The Chapter will analyse the information gathered from the respondents from the department, stakeholders, customers and documentation. The technique to be

applied is data filtering. Data analysis and presentation will take place through correlation and presentation will be made through tables and graphs.

Henn, Weistein & Foard (2006:185) explains that in discussing analysis, the intention is to provide an overview of the analytical techniques and approaches available to the researcher, and to draw attention to established analytical models, fundamental to any research is the idea that data analysis is not seen as a discrete stage of the process. This is perhaps most apparent in the iterative process of grounded theory, in which data analysis and theory development are very much closely linked together.

3.8 Ethical Consideration

According to Bailey (1987:161), it is generally agreed that it is unethical for researchers to harm anyone in the course of the research, especially if it is without the person's knowledge and permission. This includes deceiving a respondent about the true purpose of the study, asking respondent questions that cause him or her extreme embarrassment, causing emotional turmoil by reminding him or her of an unpleasant experience, causing guilt, or invading his or her privacy. The questionnaire will explicitly indicate that it is for strictly study purposes. Permission to conduct the survey among customers and public servants within the Department of Sports, Arts and Culture was sort and was granted (Appendices C and D) letter of request and letter of acceptance). Babbie (2001:18) states that ethics is a matter associated with morality, which is a matter of right and wrong.

3.9 Limitations

The main limitations of the study is that it is confined to the Department of Sport, Arts & Culture in Limpopo Province. The study focus on the effects of Batho Pele Principles in the Department of Sport, Arts & Culture, which is a provincial department. Therefore, the results obtained from the study may not be applicable to areas outside Limpopo Province.

CHAPTER 4: DATA ANALYSIS AND PRESENTATION

4.1 Introduction

This Chapter will analyse the information gathered from the respondents from the department, stakeholders, customers and documentation. The technique to be applied is data filtering. Data analysis and presentation will take place through correlation and presentation will be made through tables and graphs using the data collection method that was identified in Chapter 3 and on the research questions in chapter 2. The findings in this Chapter provide insight for government policy with regard to public service delivery by the Department of Sport, Arts & Culture.

De Vos et al (1988:100) stipulated that in this component we describe the procedures which we will use to analyse these data. If we are employing statistical analyses, this involves detailing each specific procedure to be employed for each general research question to be answered or specific hypothesis to be tested. There are, of course, also many situations where the use of statistical analysis is not only impossible but also inappropriate.

The results of this study were confined to Limpopo Province and a sample in the provincial Department of Sport, Arts & Culture where employees from different occupational categories and stakeholders were identified for the study. A sample of closed and open-ended questionnaires were administered to the identified employees and stakeholders seeking information on the following identified principles.

- Batho Pele Principles
- Status of public service delivery by the department
- Effects of Batho Pele Principles on public service delivery

4.2 Observational report

The Department of Sport, Arts and Culture is complying with what is expected in every department that the Batho Pele Principles posters should be visibly displayed to the customers and employees. The posters were visible in the reception area and were given a courteous treatment by the receptionist. The responses of the officials that I interacted with were prompt and the principle of courtesy was upheld by all the officials.

As I was with them I asked few questions about how the Department of Sport, Arts & Culture operates, they answered my questions fairly; but when it come to Batho Pele, they said they understood and knew what it was, one of them even joked that when she came for interviews she knew the Batho Pele Principles by heart, but if you can ask her now, she knows just a few.

I met one of the managers and asked him about the Batho Pele workshops. He was honest to say that his section did not deal with Batho Pele, but he knew and understood what was expected from them. A question whether they attend Batho Pele workshops, he responded by saying that they did the time it was introduced in governments departments. He believes that it is a duty of every manager to make sure that when they execute their duties they must comply with Batho Pele Principles.

4.3 ANALYSIS OF THE DEPARTMENTAL SURVEY QUESTIONNAIRE

4.3.1 Batho Pele Principles

Batho Pele principles have not been implemented to the fullest by this department as required by the Service Delivery Charter. The department is faced with lack of accessibility to their services. The department is tasked to ensure that sport and recreation is accessible to the people of Limpopo which the department failed to deliver.

There is a lack of access to information which is contravening the Promotion of Access to Information Act. Library and museums are places where the public can access about government programmes, even to gain more knowledge, the distribution of libraries, museums to archive depots does not reflect the demography of the province meaning there are communities which are not benefiting from the programmes. The lack of infrastructure such as electricity and water are also problematic in providing such services. The department is also faced with shortage of staff in the heritage sector, especially in the districts. This problem causes malfunctioning in the districts, and affects service delivery.

4.3.2 Demographics of the respondents

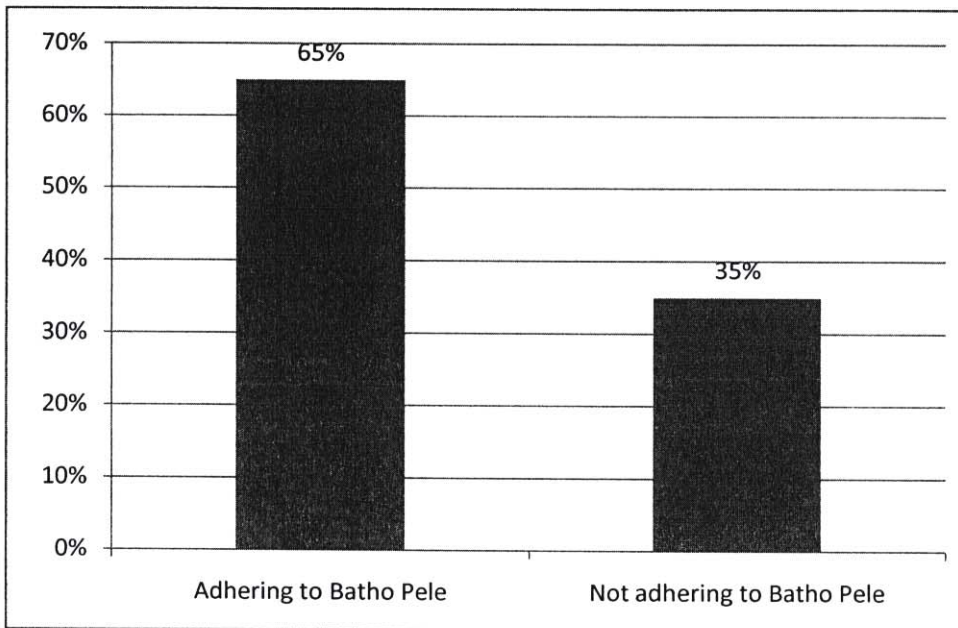
In section A, it was established that the demographics in the Department of Sport, Arts and Culture does not represent the demographics in the province. Ninety percent of the staff is black. The gender seems to be proportional according to the respondent, but the department has not yet reached the target on equity as required by the Employment Equity Act. Most of the respondents are black and speak two languages fluently, that is, their mother tongue and English. When analysing the responses of different occupational categories. It was deduced that Category 3, 4 & 5 the responses of categories 3, 4 and 5 were mostly positive. This is because they are on the managerial level. They knew that if they disagreed with most questions it will show inefficiency on their part as managers. Respondents from Category 1 & 2 were able to disagree or even disagree strongly on some questioned asked. Though they were not negative, they were just honest when responding to the questions.

4.3.3 Batho Pele

Section B of the questionnaire is about Batho Pele which was asked to establish whether the officials from the Department of Sports, Arts and Culture are conversant with the Batho Pele concept and also to test their

understanding of what the term means. Based on the respondents views on this question, 90% of respondents seem to understand what Batho Pele is, its origins and what it aims to achieve. As illustrated in Figure 4.1 below, 65% respondents claim that the department is adhering to Batho Pele principles and often get feedback, though not regularly, whereas the other 35% knows what Batho Pele Principles are, but does not believe that their department is adhering to these principles.

Figure 4.1: Perceptions on Departmental adherence to Batho Pele principles



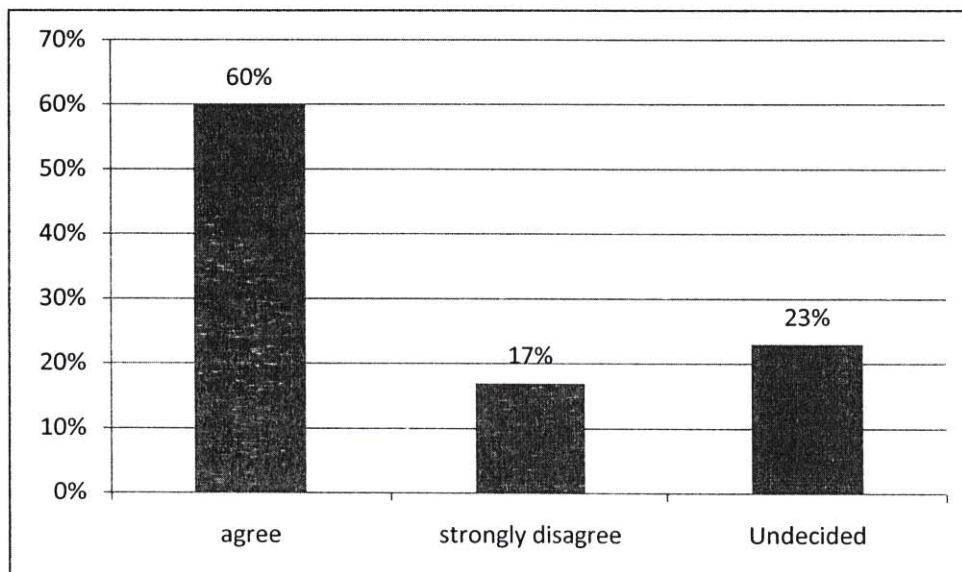
On the question whether they are familiar with the contents and provisions of the Batho Pele Principles, the officials in the Department of Sports, Arts and Culture are familiar with contents of and provisions of the Batho Pele Principles. On the question on how often do they get feedback, their responses were blunt by saying they had never received feedback on how their department was performing, except reading on the department's strategic plan. On the question whether they know who the stakeholders of the Department of Sports, Arts and Culture are, 99.9% said they knew their stakeholders.

Using the scale that was provided below, how much would you agree/disagree with the idea that the Department of Sport, Arts and Culture has performed well on the following Batho Pele Principles? The majority of respondents rated their department between 1 and 3 except on Principle 8, which is value for money, where most of them rated 2, the principle citing reasons that the Finance section can answer this part better, but they know about PFMA.

4.3.3.1 Principle 1, Consultation

As shown in figure 4.2 below, 60% of the respondents indicated that the department always consulted their stakeholders before decision making; which means they agree strongly that the department is performing well on the consultation principle. Twenty three percent indicated that they were undecided on this principle, because according to them the department consult their stakeholders before taking a decision, they make decisions and inform their stakeholders about the decision they have taken, but sometimes the department does consult their stakeholders before decision making. Seventeen percent (17%) of the respondent disagreed strongly that the Department is performing well on the consultation principle.

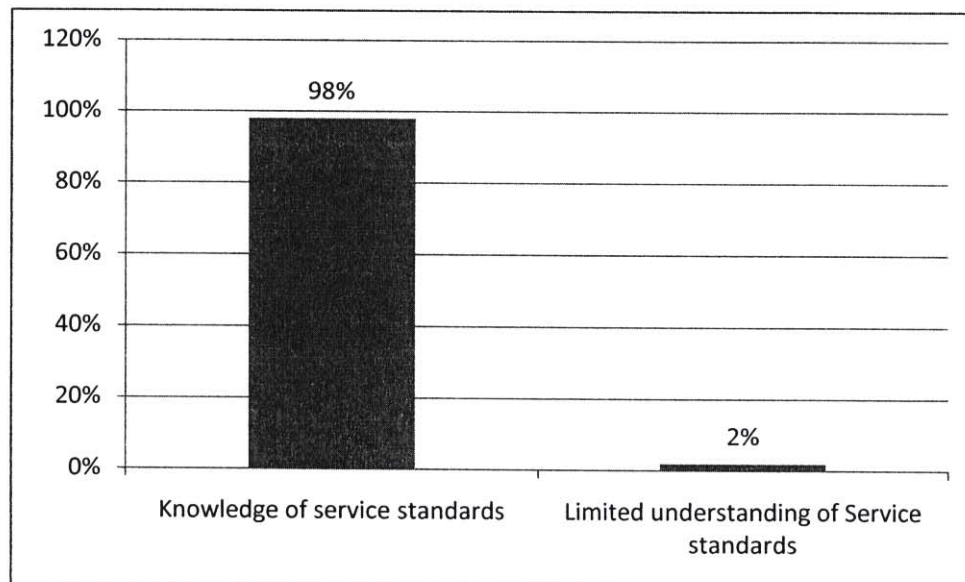
Figure 4.2: Perceptions on consultation



4.3.3.2 Principle 2, Service Standards

As shown in Figure 4.3, the majority of the respondents (98%) claim to understand what service standards are, while 2% skipped this question; which shows they do not know what service standards are, and further believe that the department is serving customers according to the service standards of the department. Some ticked undecided and skipped the question without explanation.

Figure 4.3: Knowledge and understanding of service standards



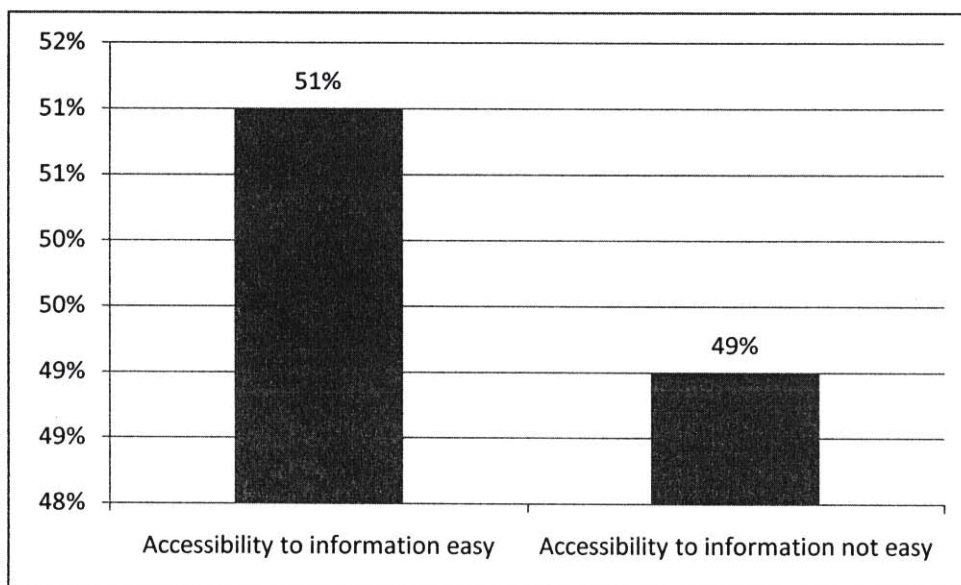
4.3.3.3 Principle 3, Courtesy

Most of the interviewees believe that they are giving their customers a courteous treatment. On this principle it was interesting to note that almost everybody believed that they are giving their customers the best treatment, no respondent ticked 2-5, they all ticked 1, which is always.

4.3.3.4 Principle 4: Access to information

Figure 4.4 indicates that on the Principle of accessibility to information, 51% of the respondent believe the services rendered by the department are accessible and it is easy to get the information about what the department is doing. While 49% believes that accessibility to the service and information is not easy, especially to people who are far from town and also stated that there is only one office per district which is not able to service the whole district.

Figure 4.4: Accessibility to information



4.3.3.5 Principle 5& 6: Openness and Transparency

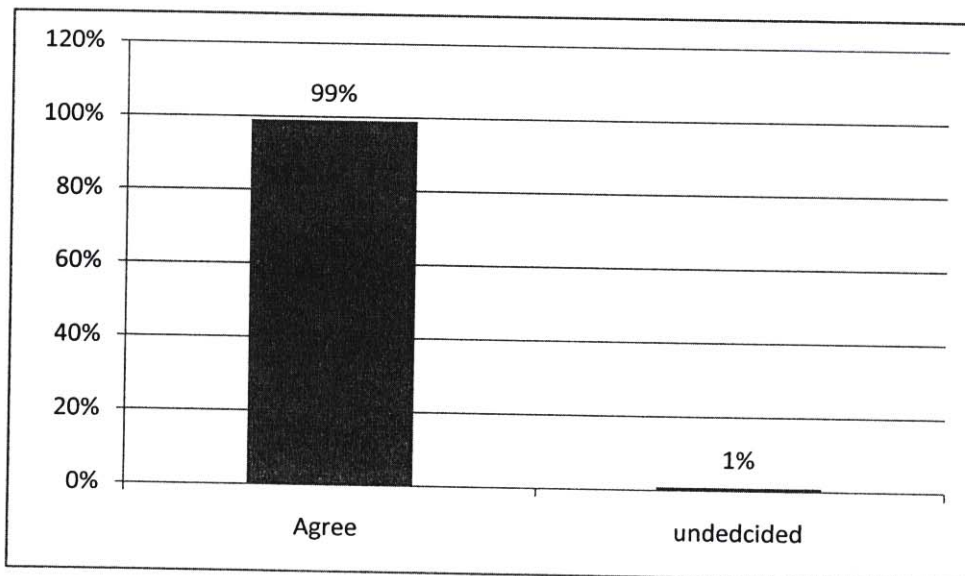
These two principles were not easy to answer, but most rated 4 but also felt that though they are open about the services they are doing and why they do them, they said they are not open to their customers about all the costs incurred. They said they disclose the amounts used during financial reporting.

4.3.3.6 Principle 7: Redress

On this principle 99% explained that the department promptly respond to their customers' needs and complaints. They further said that they use suggestion box to get complaints from customers. The remaining 1% was undecided

because they do not know if costumers are really complaining, since they never received any complaints or heard that some people are complaining about the services rendered by their department.

Figure 4.5: Perceptions on the principle of redress



4.3.3.7 Principle 8: Value of Money

On this principle, most of the respondents stated that they are not sure because they received a qualified report last financial year. This is a sign that maybe the principle of value of money is not adhered to.

4.4 Section C: Status of public service delivery by the department

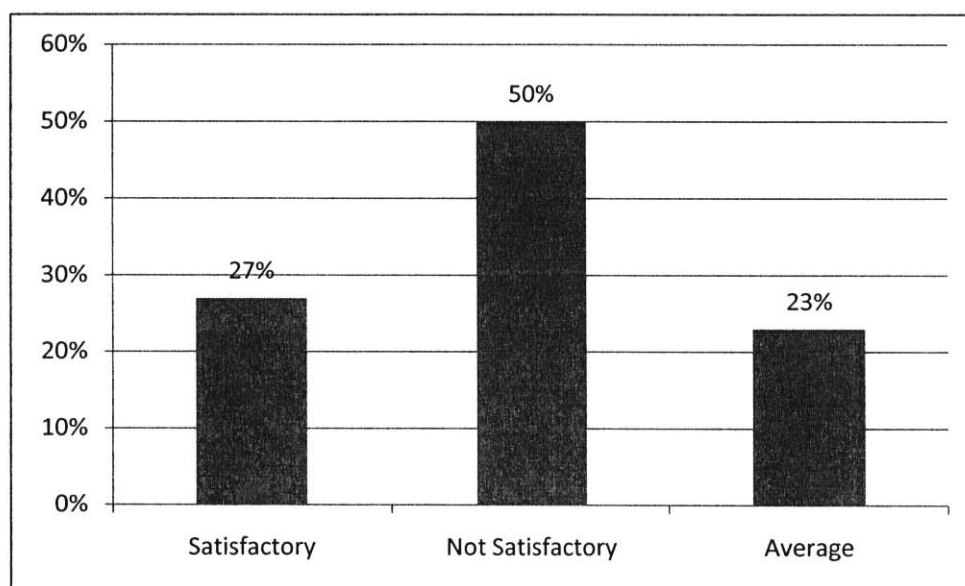
On the status and efficiency of service delivery, 80% of the respondents believed that the status of service delivery in the department was adequate and rated that service delivery in the department being adequate. But they also indicated that if they are inefficient in some areas, it is due to understaffing in the department.

As mentioned earlier, that the services that they render are insufficient, the respondents indicated that they always face challenges when delivering

service because of lack of enough resources and personnel. Respondents were asked about the conduct of the clients/stakeholders.

As indicated in Figure 4.6, half of the respondents (50%) believe that the clients' conduct is bad because they believe that the clients demand the service and they do not use proper channels when they demand service or lodge complaints. They rated the clients conduct not satisfactory. Whilst the in the other fifty percent, 23% believes that the conduct of clients is average and 27% of the respondents rated the conduct of the clients to be satisfactory.

Figure 4.6: Rating of clients or stakeholders' conduct



On the question on how well the public is informed about their department and the services that it renders, the respondent believe that the public is well informed about the service that their department renders and also believe that provides good service to the customers

4.5 Section D: Effects of Batho Pele Principles on public service delivery

On the effects of Batho Pele Principles on service delivery, the respondents believe that Batho Pele principles have effect on service delivery because the customers are aware of the Batho Pele Principles and that make them

perform to their best. On the mechanism that the department uses to inform people, the respondents ticked the first three methods, which are Imbizos, Road shows and media as their mechanisms to inform people of what they do as the department.

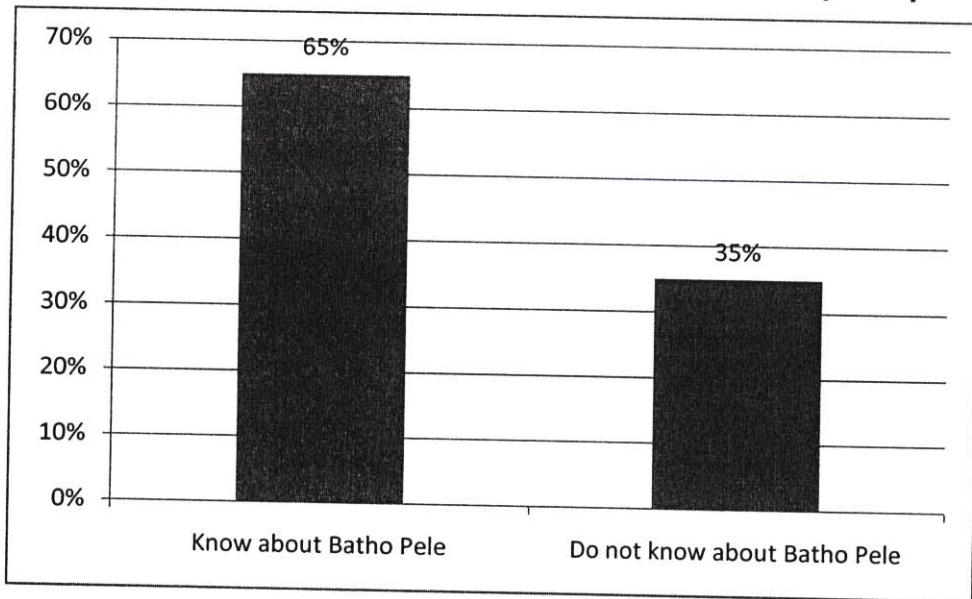
On the improvement of Batho Pele Principles effect on service deliver, most of the respondents believe that the officials need to be trained to understand what the Batho Pele Principle concept is. Respondents indicated that they often get feedback on service delivery, but most feedback comes in the form of complaints.

4.6 ANALYSIS OF THE STAKEHOLDER AND CUSTOMER SURVEY QUESTIONNAIRE

4.6.1 Batho Pele

Section B of the questionnaire is about Batho Pele which was asked to establish whether the customers are conversant with the concept Batho Pele and also to test their understanding of what the term Batho Pele means. Based on the respondents views on this question as shown in Figure 4.7, around 65% of respondents seem to understand what Batho Pele is, but they do not know its origins, but clearly understand what it aims to achieve, clearly states that as customers they deserve the best service. The remaining 35% of the respondents do not know about Batho Pele Principle, but they understand what the word means since it is a Sesotho word, which means "People must come first" which in the context of public service it means the public must be serviced well. So, it was easy for them to respond on some questions because they also interact with the Department of Sport, Arts & Culture.

Figure 4.7: Knowledge/ understanding of Batho Pele principles



On the question whether they are familiar with the contents and provisions of the Batho Pele Principles, the customers said that they were familiar with contents of and provisions of the Batho Pele Principles.

Using the scale that was provided below, how much would you agree/disagree with the idea that the Department of Sport, Arts and Culture has performed well on the following Batho Pele Principles? Unlike in the departmental survey questionnaire, most of the respondents strongly disagreed and were undecided in most of the principles.

4.6.1.1 Principle 1, Consultation

Most of the respondents feel that the Department of Sport, Arts and culture does not consult the public very well because most of the people are confused as to which department is dealing with Sports, since the Department of Education seems to be on the forefront when it comes to sports. They also feel that arts and culture are not well promoted since the department only focuses on very few people and they do not understand the criteria that the

department uses because they are always exhibiting the material of the same people every year. This shows that there is no proper consultation.

4.6.1.2 Principle 2, Service Standards

The respondents indicated that the service standards are not acceptable, and also claim that they believe that it is because the Batho Pele Principles are not monitored carefully in the Department of Sport, Arts and Culture. Some respondents stated that the department needs to do more in this area because they think the service they received was not up to standard. Some believe the department is performing well in the service standards because they received a satisfactory service in their interaction with the department.

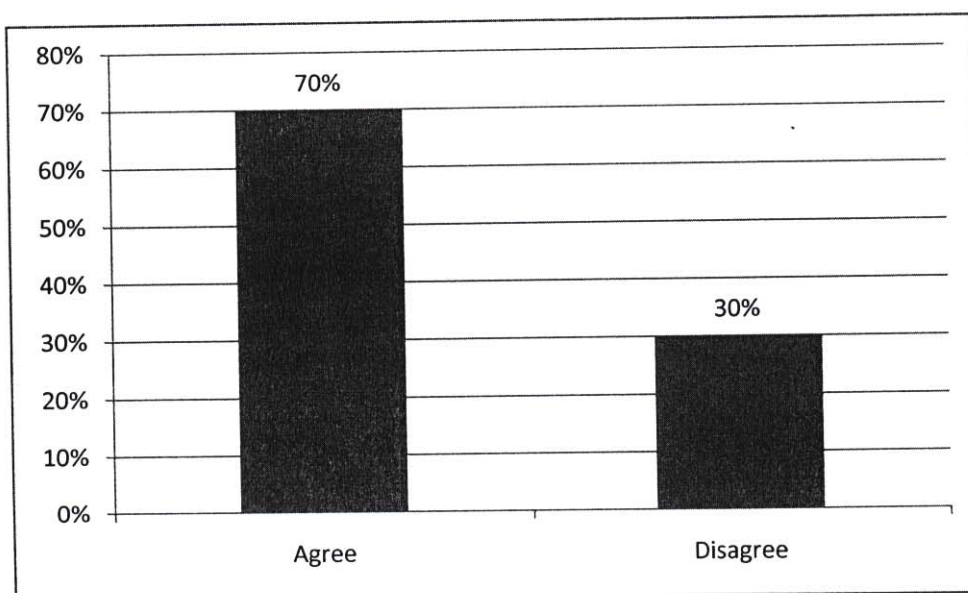
4.6.1.3 Principle 3, Courtesy

Most of the respondents believe that they are receiving a courteous treatment from the Department of Sport, Arts and Culture. The respondents are happy about the treatment they received from the Department of Sport, Arts and Culture.

4.6.1.4 Principle 4: Access to information

On this Principle figure 4.8 indicates that 70% of the respondents believe the services rendered by the department are accessible and it is easy to get the information about what the department is doing. The reason for this positive response is because most of the respondents are from the surrounding areas of Polokwane, not from remote rural areas. Thirty percent (30%) of respondents strongly disagreed and some were undecided.

Figure 4.8: Perceptions on access to information



4.6.1.5 Principle 5& 6: Openness and Transparency

The respondents believe that the department is doing well on these principles. They indicated that the employees are very open about what they are doing, only few indicated that they do not know whether the department is utilising the budget well.

4.6.1.6 Principle 7: Redress

On this principle, most respondents indicated that have never lodged a complaint. Some also mentioned that the department has failed the public since they never bothered to come to them and explain why rural areas are not getting same treatment as the urban areas and its surrounding areas. They feel that the department should come to them and apologise for not treating them well.

4.6.1.7 Principle 8: Value of Money

heard about the department advertising except the budget speech and the celebration like Heritage Day. On what can be done to improve the effects of Batho Pele on service delivery? Most of the respondents felt that the Department should take it upon itself to make sure that the public knows about them. They must use all the mechanism to reach out to the public. They must concentrate in the province as a whole and have satellite offices that will service villages that are far from the head office and their district offices.

4.9 Conclusion

This analysis of data is a clear indication that the Department of Sports, Art & Culture must first educate its employees about the Batho Pele Principles in order to strengthen their Batho Pele Policy. The Department should also improve in their consultation with stakeholders because they complain about lack of consultation from the department; and the department concentrates mainly on urban areas.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 Chapter 1: Introduction and Background

Chapter 1 dealt with the introduction and background of the Batho Pele Principles. It indicated the research problem, the objective of the study as well as the research methods that were employed in this study. The Literature Review selected will give the background of the Batho Pele Principles on Public Service Delivery. Terminology mostly used in the study was defined as well as the research design and methods used in this study which are qualitative and quantitative methods. The data collection methods were identified. Chapter 1 gave direction on how this research study would progress.

5.2 Chapter 2: Review of Literature

Chapter 2 reviewed Batho Pele Principles which advocate quality service delivery in the public sector. The literature review selected gave the background of the Batho Pele Principles on Public Service Delivery. The discussion focused on the conception of these principles and its originality in the private sector. These principles are established in the private sector because their goal is profit making and production. In order to make more profit in their business they identify the customer as their main source of income. Therefore, they design principles which are customer focused. The literature review explained the mechanisms for the application and the logic about their capacity to enhance public service in South Africa.

5.3 Chapter 3: Research Methodology

This Chapter outlined the question of methodology and design, population and sampling. It focused on the broader meaning of Batho Pele and its application, further identify challenges that South African departments face, status of public service delivery in South Africa and specifically Limpopo Province.

5.4 Chapter 4: Data Analysis and Presentation

Chapter four addressed the question of data analysis and presentation, and this was done by analysing data collected through questionnaire that was designed for the departmental officials and stakeholder/customer survey. Data were analysed using information gathered from respondents and documentation. These data were presented using graphs and tables, that is using the data collection methods that were stated in Chapter 3, which is data filtering.

5.5 Chapter 5: Conclusion and Recommendations

Chapter 5 gives the overall conclusion and recommendations of the research report. It outlines what all the chapters entail. It gives the recommendations on what can be done to improve the situation based on the findings analysed in chapter 4. The recommendations will then be aligned to the conclusion reached.

5.6 Findings

This study has shown that the implementation of the Batho Pele Principles in the Department of Sports, Arts & Culture has not been a success as expected. This was indicated by the fact that even some employees in the department have indicated that they have a problem of doing their job properly because of lack of money and that they are understaffed. On the side of the stakeholders and customers, it was gathered that they feel that the Department of Sport, Arts and Culture concentrates mainly on urban areas and neglect the people living in rural areas. The people they know that they deserve to be treated with courtesy, but they are not able to access the services of the department because of distance.

Amongst all the principles, consultation, access to information, openness and transparency are the ones that mostly received negative comments because the stakeholders and customers feel that they are not consulted when the department is making decisions about the services they render to the public.

They find it difficult to get the full information on how the department operates and further they feel that should be open and transparent when doing their job.

The overall findings are as follows:

- There is a general feeling amongst the officials that they are not able to give a satisfactory service delivery to the public because of budgetary constraints and understaffing.
- The stakeholders and customers seem to be not clear about the services the department is offering as they are confused who is responsible for sports because they believe the Department of Education is also responsible for sports- they feel there is a confusion of roles thus make them to be confused too. There should be clear cooperation between the customers, Department of Education and Department of Sport, Arts & Culture. Wadsworth (.2008:91) asserts that cooperation is based on the idea that two groups can share compatible goals without one having to completely give in to the other. All parties can be winners, though some more than others. In the language of game theory, a cooperative strategy means that parties are engaged in a variable-sum game in which both parties win.
- The stakeholders feel that the department concentrates only on urban areas and neglect the remote rural areas. Even their district offices are in townships, and this make it difficult to access the service the department is rendering.
- Lack of education about the Batho Pele Principles, because even some of the departmental officials are not as clear as to what is expected of them. Some of them knew about these principles because they read them when they came for interviews, otherwise the

department did not workshop or explain to them what these principles were.

5.7 Recommendations

The Department of Sports, Arts and Culture should go back to the drawing board and check as to whether they are aligning themselves with the Batho Pele Principles Policy. Du Toit *et al* (2002:116) notes that satisfactory service is the result of a combination of actions brought about by management, executed professionally and in accordance with the guiding principles of public management, and in accordance with the Batho Pele Principles.

As the mission of the Department is to enhance unity in diversity through the provision of services for the sustainable development of sport, arts and culture, they should check if they have achieved unity in diversity when rendering their services. The department should realign their priorities and make sure that they reach all the people since this research report has indicated that people in the remote rural areas are neglected. The department should educate the public and workshop their officials about the Batho Pele Principles. Ethics and professionalism are important factors in public service delivery. Du Toit *et al* (2002:115) notes that the delivery of quality services to peoples satisfaction implies that the action taken prior to and during the delivery of the service were done professionally. Professionalism is the sum total of ethical conduct, proficiency and competence.

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Appendix A: Letter of Request for Interviews

15, Pepper Street
Ivy Park Ext. 17
POLOKWANE
0699

Date: 20 October 2009

To: The Head of Department
Department of Sport, Arts & Culture
Private Bag X9549
POLOKWANE
0699

SUBJECT: Request to conduct a research in the Department of Sport, Arts and Culture, Limpopo on the topic: The Assessment of the Impact of Batho Pele Principles on public service delivery in the Department of Sport, Arts and Culture.

BACKGROUND

I'm a final year student in the University of Limpopo for the Masters in Public Administration at Edupark Graduate School of Leadership. A mini dissertation is partial requirement for the fulfillment of the studies.

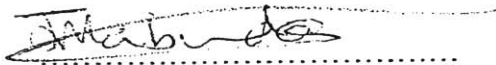
Since assuming office in 1994, the African National Congress (ANC) led democratic government of South Africa launched a number of policies to facilitate a speedy service delivery within the public service. The dawning of democracy saw new targets for service delivery. It was proposed that public service delivery should be in line with the Batho Pele Principles a *Sesotho* word which means "Putting People First", implying the government should provide a customer focused service. Therefore, my study was focused

on public service delivery in the Department of Sports, Arts and Culture with specific reference to the Batho Pele Principles

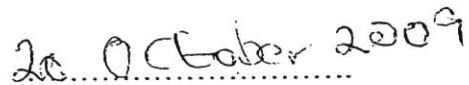
DATA ANALYSIS

My target group for the research will be different occupational categories in the Department of Sport, Arts and Culture. The outcome of the research will be made available to the Department of Sport, Arts and Culture. It is hoped that this will assist the Department in meeting its objectives.

Your cooperation in this regard will be highly appreciated

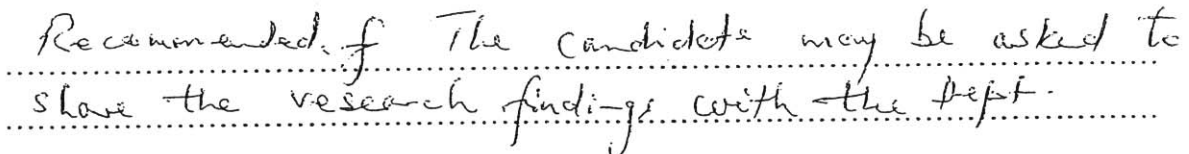


Jennifer Mabunda
St. Number 9233347



Date

RECOMMENDED/NOT RECOMMENDED





Head of Department
Mr Mulaudzi MM



Date

Appendix B: Departmental Survey Questionnaire

QUESTIONNAIRE

Questionnaire survey of the officials in the Department of Sports, Arts and Culture

This is a Masters in Public Administration research survey, registered with the Turfloop Graduate School of Leadership, of the University of Limpopo. The survey seeks to collect data amongst the officials in the in the Department of Sport, Arts & Culture with regard to the of effect of Batho Pele Principles. The results will be used solely for academic purposes. Therefore, I request your cooperation in answering this questionnaire. Anonymity is guaranteed.

Thanking You in Advance

SECTION A: DEMOGRAPHIC PROFILE OF THE RESPONDENT

For each of the following questions, show your response by marking the relevant option with an X.

1. State your gender:

- a. Male
- b. Female

2. Which of the following occupational categories best describes your portfolio?

- a. Administration Officer
- b. Senior Administrative Officer
- c. Assistant Directors/ Manager
- d. Senior Manager

3. Please mark the option that best represents your race/ethnic group.

- a. African: Tshivenda [] Sepedi [] Xitsonga [] Isindebele []
- b. White []
- c. Indian []
- d. Other [] Specify _____

4. Please rate your language proficiency (communication) in the following table, by marking relevant selections.

	English	Afrikaans	Sepedi	Xitsonga	Tshivenda
Very Well					
Well					
Poorly					
Very Poorly					

SECTION B: BATHO PELE

5. What do Batho Pele Principles mean to you as a public official?

.....

.....

.....

.....

6. How familiar are you with the contents and provisions of the Batho Pele Principles?

Please explain:

.....
.....
.....

7. Using the scales provided below, how much would you agree/disagree with the idea that the Department of Sport, Arts and Culture has performed well on the following Batho Pele Principles?

7.1 Consultation

I agree strongly

I am undecided

I disagree strongly

Please explain:

.....
.....
.....
.....

7.2 Service Standards

I agree strongly

I am undecided

I disagree strongly

Please Explain:

.....
.....
.....

7.3 Courtesy

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

7.4 Access to Information

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

7.5 Openness

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

7.6 Transparency

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....

.....

.....

7.7 Redress

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....

.....

.....

7.8 Value for money

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....

.....

.....

Section C: SERVICE DELIVERY

8. How would you assess the status of service delivery by your department on the following scale?

- Adequate
- Neither/Nor
- Inadequate

9. How would you rate the efficiency of your department's service delivery?

- Efficient
- Neither/Nor
- Inefficient

11. How would you rate the effectiveness of Batho Pele Principles by your department

- Effective
- N/N
- Ineffective

12. How sufficient are the service that your department is delivering?

- Sufficient
- N/N
- Insufficiently

13. Do you think there are challenges your Department is facing when delivering services?

- Always

- Sometimes
- No challenges

14. What is your opinion on the conduct of the clients/ stakeholders?

- Satisfactory
- Not satisfactory
- Average

15. How well do you think the public is informed about your department and the services that it provides?

- Well
- N/N
- Not well

16. How do you rate the quality of services rendered by your department to the public

- Poor
- Fair
- Outstanding

Section D: EFFECTS OF BATHO PELE PRINCIPLES ON PUBLIC SERVICE DELIVERY

17. What are the effects of Batho Pele Principles on the service delivered by the Department of Sports, Arts and Culture?

.....

.....

.....

.....

18. What are you doing as a department to inform people about your service? Tick below:

- Imbizos
- Road shows
- Media
- Other

19. What do you think could be done to improve the effects of Batho Pele on public service delivery?

.....

.....

.....

.....

20. How often do you get feedback on how the department is performing?

- Regularly
- Often
- Seldom
- Never

THANK YOU

Appendix C: Stakeholder and Customer Survey Questionnaire

Questionnaire survey of the stakeholders and customers of the Department of Sports, Arts and Culture

This is an Masters in Public Administration research survey, registered with the Turfloop Graduate School of Leadership, of University of Limpopo. The survey seeks to collect data amongst the stakeholders and customers with regard to the effects of Batho Pele Principles in the Department of Sports, Arts and Culture. The results will be used solely for academic purposes. Therefore, I request your cooperation in answering this questionnaire. Anonymity is guaranteed.

SECTION A: DEMOGRAPHIC PROFILE OF THE RESPONDENT

For each of the following questions, show your response by marking the relevant option with an X.

1. State your gender:

- a. Male
- b. Female

2. Please mark the option that best represents your race/ethnic group.

- a. African: Tshivenda Sepedi Xitsonga Isindebele
- b. White
- c. Indian
- d. Other Specify _____

3. Please rate your language proficiency (communication) in the following table, by marking relevant selections.

	English	Afrikaans	Sepedi	Xitsonga	Tshivenda
Very Well					
Well					
Poorly					
Very Poorly					

SECTION B: BATHO PELE

4. What do Batho Pele Principles means to you as a client?

.....
.....
.....
.....

5. How familiar are you with the contents and provisions of the Batho Pele Principles?

Please explain

.....
.....
.....

6. Using the scales provided below, how much would you agree/disagree with the idea that the Department of Sport, Arts and Culture has performed well on the following Batho Pele Principles?

6.1 Consultation

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

6.2 Service Standards

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

6.3 Courtesy

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

6.4 Access to Information

- I agree strongly

I am undecided

I disagree strongly

Please Explain:

.....
.....
.....

6.5 Openness

I agree strongly

I am undecided

I disagree strongly

Please Explain:

.....
.....
.....

6.6 Transparency

I agree strongly

I am undecided

I disagree strongly

Please Explain:

.....
.....
.....

6.7 Redress

I agree strongly

- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

6.8 Value for money

- I agree strongly
- I am undecided
- I disagree strongly

Please Explain:

.....
.....
.....

Section C: SERVICE DELIVERY

7. How would you assess the status of service delivery by the department on the following scale?

- Adequate
- Neither/Nor
- Inadequate

8. How would you rate the efficiency of the department's service delivery?

- Efficient
- Neither/Nor

- Inefficient

9. How would you rate the effectiveness of Batho Pele Principles by the department

- Effective
- N/N
- Ineffective

10. How sufficient are the service that the department is delivering?

- Sufficient
- N/N
- Insufficiently

11. Do you think there are challenges the Department is facing when delivering services?

- Always
- Sometimes
- No challenges

12. What is your opinion on the conduct of the department?

- Satisfactory
- Not satisfactory
- Average

13. How well do you think, as a customer, you are informed about the department and the services that it renders?

- Well
- N/N

- Not well

14. How can you rate the quality of services rendered by the department to the public?

- Poor
- Fair
- Outstanding

Section D: EFFECTS OF BATHO PELE PRINCIPLES ON PUBLIC SERVICE DELIVERY

15. What is the Department of Sports, Arts and Culture doing to inform you about their service? Tick below:

- Imbizos
- Road shows
- Media
- Other

16. What do you think could be done to improve the effects of Batho Pele on public service delivery?

.....
.....
.....
.....
.....

THANK YOU