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## OBJECTIVES

***The Handbook strives to deepen the understanding of Batho Pele***

The broad objective of the *Batho Pele* Handbook on Service Delivery is to help improve public service delivery by supporting the transformation of the public service into a citizen-orientated organisation, through a deeper understanding and application of *Batho Pele*.

The specific objectives of the handbook are to:

- ❑ clarify the context of public service delivery;
- ❑ make *Batho Pele* a reality in public service delivery;
- ❑ help bridge the gap between “knowing” and “doing”; and
- ❑ put *Batho Pele* in action.

The Handbook strives to deepen the understanding and impact of *Batho Pele* by demonstrating that *Batho Pele* goes beyond the eight principles. It needs to be embedded in the core of service delivery, namely, in the envisioning and planning phases, from whence it can be woven into the very fabric of public service delivery.

The intended outcome of the Handbook is a fully functional public service that is able to deliver against the needs and expectations of the people. This will bring about a more positive perception of the public service by staff and citizens alike, which is the ultimate dynamic required to effect the transformation process. When the consumers of government services start saying that government is providing for their needs, the transformation process will be well entrenched.

***Frontline service providers are the “face” of government***

The general public everywhere in the world basis its perception of government on the nature and quality of the services it experiences at the hands of public servants. The “face” of government is the face and/or voice of the frontline service providers.

This is all people experience and if the service is poor or unfriendly, then government is immediately constituted to be inefficient and bureaucratic. If the service is bad, government is bad and if the service is good, government is good, it is as simple as that. This is true the world over and it is no different in South Africa.

By helping to instil a culture of efficient, effective and friendly service delivery in the public service, this Handbook hopes that the spirit of

*Batho Pele* will permeate the entire public service and put a smile on the “face” of government and its customers.

***Your “smile” must  
come from the heart –  
it must not be a mask***

However, the “smile” must not be an inane grin or a superficial “mask”. It must be real. It must come from the heart. It must stem from a genuine desire to put “People First”.

## **A CALL TO ACTION**

In his state of the nation address in May 2002, President Mbeki calls on all South Africans to “Arise and Act – Vuk’ uzenzele!” and makes the pledge that government “will strive to give real meaning to the strategic challenge facing the Public Service – *Batho Pele*!”

He stresses that “the struggle to eradicate poverty and underdevelopment in our own country is fundamental to the achievement of our own national goal to build a caring and people-centred society.” This is how we need to understand *Batho Pele*. It is at this fundamental level of change and transformation that *Batho Pele* can make a real impact.

The President acknowledges that much has been achieved since 1994 and that, as a country and as a public service, we have travelled a long way down the road of transformation: “gradually, step by step, we are progressing towards the achievement of the historic goal of the eradication of a centuries-old legacy of colonialism, of racism and apartheid.”

As a proud South African the President praises us of all that has been achieved, in health care, in welfare, in housing, in police services, in the provision of clean water and electricity, in education. But he reminds us that the recognition we have received from the nations of the world for having “established ourselves as a winning nation, as a people determined to succeed, places an obligation on us in fact to succeed.”

***“ no one, and I mean  
no one, should do for  
us what we should do  
for ourselves”***

And he goes on to state emphatically that as a country we have all the ingredients to make faster progress, but emphasises that the most important ingredient “is our collective appreciation that no one, and I mean no one, can do for us what we should do for ourselves.” This is the State President’s call to action: “in the spirit of Vuk’

uzenzele, we must arise and act in partnership across the nation” to build a citizen-centred public service and a people centred society.

Vuk’ uzenzele means “arise and act” not “arise and talk” or “arise and think” or even “arise and plan”. Clearly, talking, thinking and planning are all actions, but, in the spirit of the President’s address, what he is asking us to focus on is “doing” things that will make a difference to people’s lives.

The President’s words are perfectly aligned to current trends in public management to move away from a submissive and even subservient public service, to a strong, self-confident public service that accepts the responsibility for the success and prosperity of the people it serves – a public service that is prepared to lead from the front, while being sensitive to the needs of the people.

What an opportunity for the public service to embrace the full implications of *Batho Pele* and answer this call with new commitment and heightened levels of service delivery!

The time is now and we must rise to the occasion with the full realisation that, as public servants, we can alter the course of history and prove to the world that we are a proud, successful and united nation that will not succumb to the legacies of the past.

Let us stand proud as public servants and commit ourselves “to enrich the quality of services we render and make people-centred and people-driven development a reality.” Let us respond with vigour to the call – ‘Vuk’ uzenzele!’

***Efficient and effective public service delivery will help lift from the shoulders of the people the intolerable burden of poverty and underdevelopment***

The guides in this Handbook are intended to help managers implement strategies to improve service delivery. They are not intended to be prescriptive, but rather to help managers come to a better understanding of *Batho Pele* and guide them through some of the more important processes to improve service delivery. Managers are not expected to follow these guidelines slavishly, but are rather encouraged to be innovative in adapting these guidelines to suit their particular needs.

In order to assist managers the DPSA has introduced a help line to handle queries and uncertainties. Please call us on

[bathopelehandbook@dpsa.gov.za](mailto:bathopelehandbook@dpsa.gov.za) and we shall be only too happy to listen and help you with any issues that may be hampering the optimal performance of your component. We would also be very grateful for any comments you may have on the content, format or any other aspect of the Handbook. Our intention is that it should be as useful as possible and we welcome your views.

## VISION AND MISSION OF THE PUBLIC SERVICE

## INTRODUCTION TO CHAPTER 1

When the new South African Government was elected to power in 1994 it had a special mandate to provide appropriate services to all the people of the country. This was, still is and will continue to be a massive responsibility of government and one that requires total commitment by people at all levels of government, if it is going to be fulfilled.

A promise made is a promise that has to be kept.

The new government made a promise to the people of South Africa that they would serve the people without discrimination, respecting the dignity of all and ensuring that the needs of the majority of the population, who had been disadvantaged in the past, are met efficiently and effectively.

***The nine Constitutional principles that are intended to guide the transformation of the public service from rules-bound to results-driven***

This promise is unequivocally spelt out in the South African Constitution of 1996, which stipulates that the public service “must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:

- (a) A high standard of professional ethics must be promoted and maintained.
- (b) Efficient, economic and effective use of resources must be promoted.
- (c) Public administration must be development-oriented.
- (d) Services must be provided impartially, fairly, equitably and without bias.
- (e) People’s needs must be responded to, and the public must be encouraged to participate in policy-making.
- (f) Public administration must be accountable.
- (g) Transparency must be fostered by providing the public with timely, accessible and accurate information.
- (h) Good human resource management and career development practices, to maximise human potential, must be cultivated.
- (i) Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.”

These principles are intended to guide the transformation of the public service, from being a rules-bound, bureaucratic entity, concerned with the administration of rules and regulations, to a dynamic, results-driven organisation, committed to delivering appropriate services to the people.

***The Regulatory Framework is a body of enabling legislation to facilitate the transformation process***

Since 1994 government has passed a substantial body of enabling legislation to create an environment conducive to the rendering of appropriate services to all the people of South Africa. This body of legislation is referred to as the Regulatory Framework.

***Transformation is supported by the Public Service Management Framework***

To support the implementation of the service delivery mandates contained in the Regulatory Framework, government introduced the new Public Service Management Framework (PSMF).

While the PSMF incorporates a range of integrated management interventions to help managers deliver the services promised by government, its fundamental message to all public servants is to consult with their end-users to establish their needs and how best to provide for these needs. It urges managers in the public service to be innovative in service delivery, rather than following existing procedures slavishly.

However, it soon became evident that, despite government's commitment to service delivery, its promise of a better life for all would not be met unless a culture of service delivery, which put the "customer" first, could be inculcated throughout the entire public service.

## HOW TO USE THIS GUIDE

The objective of this guide is to explain the context of service delivery and the machinery of government to help operational managers plan, implement and monitor initiatives to inculcate *Batho Pele* and improve service delivery.

***What you can expect to learn from this guide***

This guide will give you an understanding of:

- ❑ the machinery of government;
- ❑ a service delivery system for the public service;
- ❑ the context of public service delivery;



- ❑ the links between the Regulatory Framework and *Batho Pele*;
- ❑ the values that underpin *Batho Pele*;
- ❑ what *Batho Pele* is;
- ❑ the *Batho Pele* Revitalisation Strategy which will reveal the deeper meaning of *Batho Pele*;
- ❑ the opportunities that exist for operational managers and frontline staff to make the transformation of service delivery a reality;
- ❑ the Balanced Scorecard and how it can be used to enhance service delivery and;
- ❑ the citizen as customer.

***Read the diagrams in conjunction with the accompanying text***

Diagrams and flow charts have been included to provide a conceptual picture of the processes of service delivery and their linkages. These illustrations should be read in conjunction with the text to deepen understanding.

## **WHAT IS BATHO PELE?**

To promote this notion of “putting people first” and to provide a framework for the transformation of public service delivery, government introduced the concept of *Batho Pele*, “people first” in 1997. This notion was expanded in the White Paper on Transforming the public service, also known as the *Batho Pele* White Paper, which provides a policy framework to ensure that *Batho Pele* is woven into the very fabric of government.

Simply stated, *Batho Pele* is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple, transparent mechanism, which allows customers to hold public servants accountable for the type of services they deliver.

The *Batho Pele* White Paper signalled very strongly government’s intention to adopt a citizen-orientated approach to service delivery, informed by the eight principles of *consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money*. The *Batho Pele* principles are elaborated on page 12.

***Batho Pele is not a “bolt-on” activity – it is a way of delivering services that puts the citizen at the centre of public service planning and operations***

*Batho Pele* should not be construed as a separate or “bolt-on” management exercise that needs to be attended to on an annual basis. It needs to be embraced as an integral part of all management activities to ensure that every management process is aimed at improved service delivery and customer satisfaction.

The *Batho Pele* policy remains government’s single most important campaign to achieve the necessary transformation of the hearts and minds of public servants and to put the citizen at the centre of planning and operations.

Every person who works in the public service should be proud to be a servant of the people and relish the challenge of providing improved services to all. *Batho Pele* is the soul of the public service and the heartbeat of the nation that will help us rise above the legacies of the past and drive us forward with courage and pride.

## THE EIGHT PRINCIPLES OF BATHO PELE

***The four pillars of the  
Batho Pele  
revitalisation strategy***

The *Batho Pele* Revitalisation Strategy represents a framework within which efforts to intensify the *Batho Pele* campaign could be structured. It is supported by four pillars, namely:

- ❑ Re-engineering and improving the back-office operations of government;
- ❑ Re-engineering and improving the front-office operations of government;
- ❑ Internal communication; and
- ❑ External communication.

Each of these pillars is unpacked below.

**Re-engineering and improving the back-office operations of government**

This includes efforts to improve systems, work processes and institutional structures, which collectively make service delivery possible. Typical examples of re-engineering and improving back-office operations are:

- ❑ introducing effective performance management systems;
- ❑ revising organisational structures to support work objectives;
- ❑ re-organising work processes to use staff optimally and minimise inefficiencies;
- ❑ utilising appropriate forms of technology; and
- ❑ improving conditions of service.

Back-office operations often constitute the core of the machinery of service delivery. If they are ineffective or poor, the quality of services experienced by consumers is compromised. Although the consumer generally does not see these operations and is largely unaware of them, they are key to shaping and sustaining the nature and extent of the services citizens eventually receive. They represent the macro organisational issues that ultimately make service delivery improvement possible.

**Re-engineering and improving the front-office operations of government**

This is the actual interface between the public service and citizens. This is the “face” of government citizens see and very largely determines their opinions of government. Typical examples of these operations are:

- ❑ accessing health services at a clinic or hospital;
- ❑ obtaining passports, birth certificates or ID documents;
- ❑ applying for a housing subsidy; and
- ❑ admitting children to school and interacting with teachers and school authorities.

These operations are very visible and are mostly supported by back-office operations.

***Customer satisfaction cannot be achieved without good internal and external communications***

**Internal communication**

This involves efforts to promote communication within government about service delivery transformation and about the critical role that public servants play in the lives of citizens. The purpose of internal communication is to instil a greater sense of pride and even patriotism in public servants and to lift their morale. Good internal communication can build a strong organisational culture of customer service, promote a sense of belonging and a common purpose and make people proud to serve their country by serving their fellow countrymen and women.

**External communication**

The purpose of external communication is to find out what end-users need and expect in terms of service delivery and, once the services have been defined, to inform them what services are available to them and what their rights and obligations are in accessing public services. External communication is a two-way process, it involves listening to stakeholders, on the one hand and providing them with useful information, on the other. It helps to build constructive relationships that will support the process of improving service delivery.

The relationship between the above-mentioned four pillars of the *Batho Pele* Revitalisation Strategy can be represented graphically as indicated in the diagram on the following page.

## THE FOUR PILLARS OF THE REVITALISATION STRATEGY - DIAGRAM

- ❑ In the third quadrant we implement actual service delivery. This is the coalface where public service frontline staff interface with the public.
- ❑ The organisational culture of service delivery is promoted and sustained in Quadrant 4 through good internal communication strategies.

The activities of quadrants 1 and 3 interact with the external environment, while those of quadrants 2 and 4 are part of the internal environment. However, activities in all four quadrants conspire to provide customers with improved service delivery.

The step-by-step guides provided in Volume 2 of this handbook relate to the four quadrants as follows:

- ❑ Self assessment – Quadrant 2
- ❑ Peer assessment – Quadrant 2
- ❑ Service Delivery Charter – Quadrant 3
- ❑ How to consult – Quadrant 1
- ❑ Handling complaints – Quadrants 1 and 3
- ❑ Setting service standards – Quadrants 1, 2 and 3
- ❑ Wayfinding and signage – Quadrant 3
- ❑ Delegations – Quadrant 2
- ❑ Translating strategic to operational plans – Quadrant 2

It is important to understand that each one of these initiatives impacts on the others. They do not occur in isolation. This would compromise the potential impact of *Batho Pele*. For example, setting service standards involves consulting with consumers of services and communicating the standards to consumers, both activities in Quadrant 1. It is something that happens behind the scenes and is part of back-office re-engineering in Quadrant 2. Finally it results in setting up a complaints handling mechanism, which is a front-office activity in Quadrant 3.

***Service delivery is not a simple, single-track activity. It is a combination of several actions***

This illustrates the point that service delivery is not a simple, single-track activity. It is a complex operation, involving a range of initiatives that ideally should interlink to provide “seamless” service delivery to the customer.

## THE BALANCED SCORECARD



## THE BALANCED SCORECARD

Another way of describing this harmony or balance that is essential to excellence in service delivery is to use the balanced scorecard. The balanced scorecard is a simple but extremely effective approach to providing customer satisfaction by concretising organisational visions and missions in a balanced and measurable way. It places the emphasis firmly on customer satisfaction, claiming that whatever we do, whatever structures, systems and processes we may put in place and whatever human, financial and physical resources we may deploy, must be informed at all times by the single consideration: “Does it provide customer satisfaction?”

This approach is illustrated in the following diagram and the similarity with the *Batho Pele* framework discussed above, is not

The scorecard works as follows:

- ❑ 1<sup>st</sup> Quadrant: In consultation with all stakeholders, especially customers, the vision is translated into service delivery objectives, with appropriate standards, to provide customer satisfaction.
- ❑ 2<sup>nd</sup> Quadrant: Structures, systems and processes are put in place, with relevant standards, to facilitate delivery against service delivery objectives.
- ❑ 3<sup>rd</sup> Quadrant: Human resources with the relevant competencies are recruited and/or trained and/or developed to man the structures and drive the systems and processes to deliver the agreed services at the required levels.
- ❑ 4<sup>th</sup> Quadrant: The necessary financial resources are made available, within approved budgets, linked to the MTEF, to fund the process of service delivery.

What the balanced scorecard makes very clear is that service delivery is a continuum. It is continuous and flows smoothly from one quadrant to the next without interruption.

## CONTEXT OF SERVICE DELIVERY

### The Regulatory Framework

Since 1994 the South African government has produced a substantial body of enabling legislation to promote the transformation of the public

service from the old, bureaucratic, rules-bound organisation into a dynamic, results driven entity, focused on service delivery.

This body of enabling legislation is called the Regulatory Framework. It is informed by the Constitution of 1996 and includes the following Acts, Regulations, White Papers and bargaining council decisions, among others:

❑ **Public Service Act, No 103 of 1994**

This remains the principal piece of legislation governing the public service, as required by the Constitution. It has been amended and amplified by the following legislation:

- ❑ *The Public Service Commission Act, No 46 of 1997*
- ❑ *The Public Service Laws Amendment Acts, Nos 47 and 93 of 1997 And No 86 of 1998)*
- ❑ *The Public Service Amendment Act, No 5 of 1999*
- ❑ *The Promotion of Administrative Justice Act, No 3 of 2000*
- ❑ *The Public Service Regulations*
- ❑ *The White Paper on the Transformation of the Public Service, 1995*
- ❑ *The White Paper on Transforming Public Service Delivery (Batho Pele), 1997*
- ❑ *The White Paper on Human Resource Management in the Public Service, 1997*
- ❑ *The White Paper on Affirmative Action in the Public Service, 1998*
- ❑ *The White Paper on Public Service Training and Education, 1998*
- ❑ *Collective Agreements and Management Guides*

*Other Legislation applicable to the public service, such as the:*

- *The Public Finance Management Act, 1999*
- *Labour Relations Act*
- *Basic Conditions of Service Act*
- *Employment Equity Act*
- *Skills Development Act*

Every organisation operates within a specific legislative framework that defines its operational behaviour. For example, a factory in the private sector that produces chemicals, operates within a framework of laws and regulations that circumscribe its activities, spelling out what its responsibilities are to prevent pollution, ensure the safety of its workers and the community around the factory, etc.

This framework will also contain policies relevant to the particular

industry, which mandate the nature and quality of the services and products produced by the company. In short, the framework defines the context within which the factory operates.

### **The Public Service Management Framework**

The Regulatory Framework is supported by an integrated system of management functions, including strategic planning, human resources planning, service delivery improvement planning, financial planning, performance management and compensation management. These are the tools of transformation and the tools included in the *Batho Pele* Handbook or toolkit are part of this support system, which is known as the Public Service Management Framework (PSMF).

The body of enabling legislation or the Regulatory Framework, together with the support provided by the Public Service Management Framework, constitute the context of public service delivery.

Figure 3 is a schematic representation of the Context of Transformation, as defined by the Regulatory Framework and supported by the new Public Service Management Framework.

Note that the relationship between the Regulatory Framework and the transformation thrust represented by the central arrow, is "Service Delivery" – that is what the framework has been designed for and it is the nature of that service delivery that *Batho Pele* intends to interrogate and define.

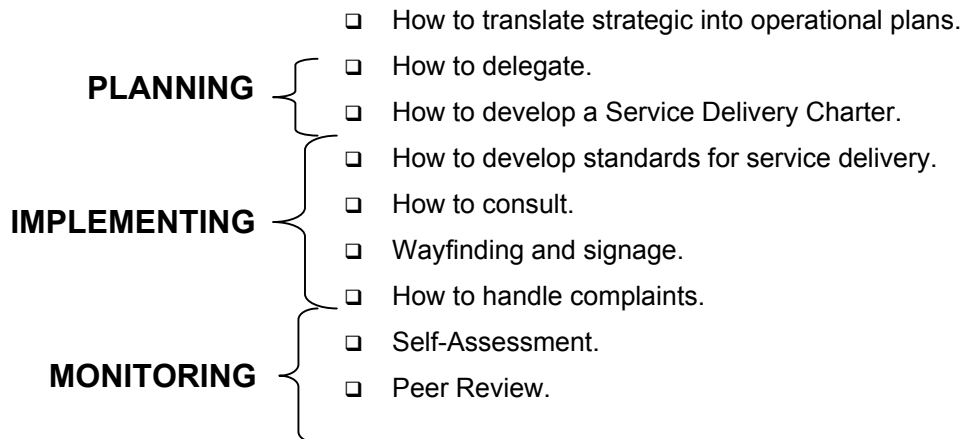
The relationship between the Public Service Management Framework and the central arrow of transformation is "Innovation" and this is the challenge to all public service managers – to be innovative in delivering services that meet the needs and expectations of citizens. The Regulatory Framework only defines "What" should happen, not "How" it should happen.

The guides in other chapters of this Handbook are intended to help with the "How" of service delivery, but they are merely guides and at the end of the day managers must deliver services within the limitations of the resources at their disposal and in a way that best suits the needs of their customers.

## CONTEXT OF TRANSFORMATION IN THE PUBLIC SERVICE

### THE REGULATORY FRAMEWORK AND *BATHO PELE*

Figure 4 below depicts the main elements of the Regulatory Framework that make specific provision for the promotion of *Batho Pele* in public service delivery. The diagram also illustrates how the legislative linkages to *Batho Pele* mandate service delivery through a range of supportive management operations, namely:



Clearly, these are by no means the only support mechanisms to promote service delivery. As explained earlier, there are many front-office and back-office interventions, linked to effective internal and external communication, which integrate to provide “seamless” service delivery.

*Batho Pele* is not a separate and distinct process, it is and should be a guiding principle in all service delivery. Thus, whatever the intervention, be it part of back-office or front-office re-engineering or internal or external communication, it should be informed by the principles and spirit of *Batho Pele*.

## THE CONTEXT OF BATHO PELE - DIAGRAM

## **LINKAGES TO *BATHO PELE* FROM THE REGULATORY FRAMEWORK**

***The mandate for  
“putting people first”  
come from the  
Constitution***

The mandate for service delivery contained in the Constitution has already been referred to above. While the Constitution spells out the fundamental principles that must govern the provision of services by the public service, it is by no means the only piece of legislation that supports the notion of “putting people first”. The most important other pieces of enabling legislation that provide links to *Batho Pele* are the:

- ❑ Public Service Act, No 103 of 1994;
- ❑ White Paper on Transforming Public Service Delivery, (*Batho Pele*) of 1997;
- ❑ White Paper on the Transformation of the Public Service of 1995;
- ❑ Promotion of Administrative Justice Act No 3 of 2000; and
- ❑ Public Service Regulations, 2001.

We shall deal with each of these in turn.

### **The Public Service Act, No 103 of 1994 – as amended**

The Public Service Act was formulated in terms of the Constitutional principles, to provide for the organisation and administration of the public service, the regulation of conditions of employment, terms of office, discipline, retirement and discharge of members of the public service and matters connected therewith.

### **The Public Service Regulations, 2001**

***All public servants are  
expected to comply  
with the Code of  
Conduct***

The Minister for the Public Service and Administration has in terms of the Public Service Act, made the Public Service Regulations. In order to give practical effect to the Constitutional principles all employees are expected to comply with the Code of Conduct provided for in the Regulations and expected to perform him/her duties to the best of ability.

### **The White Paper on the Transformation of the Public Service and the White Paper on Transforming Public Service Delivery**

Clearly, the White Paper on Transforming Public Service Delivery (*Batho Pele*) is eloquent on the need to “put people first”. The introduction spells out the relevance of the White Paper on the

Transformation of the Public Service (WPTPS) and it is worth quoting from the Batho Pele White Paper here:

“The White Paper on the Transformation of the Public Service (WPTPS), published on 24 November 1995, sets out eight transformation priorities, amongst which Transforming Service Delivery is the key. This is because a transformed South African public service will be judged on one criterion above all: its effectiveness in delivering services which meet the basic needs of all South African citizens.”

***The Batho Pele White Paper spells out “how” service should be provided***

The purpose of the *Batho Pele* White Paper is to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. It focuses on “how” public services are provided, rather than on “which” services are provided and its main intent is to improve the efficiency and effectiveness of the way in which the services are delivered.

One of the salient points emphasised in the *Batho Pele* White Paper is that public services are not a privilege in a civilised, democratic society. They are the right and legitimate expectation of every citizen.

#### **The Promotion of Administrative Justice Act (AJA), No 3 of 2000**

***In line with the principles of Batho Pele, the AJA protects citizens’ rights to redress***

The Constitution, through the Bill of Rights, gives every citizen the right to take action against the state, if they believe their constitutional rights have been infringed, and the right to have access to information held by the state, which they need in order to take action against the state. These rights are echoed in the eight *Batho Pele* principles, which are listed below, especially the right to redress and the right to information.

Sections 33(1) and (2) of the Constitution stipulate that everyone has the right to administrative action that is lawful, reasonable and procedurally fair and that everyone whose rights have been adversely affected by administrative action, has the right to be given written reasons.

Section 33(3) of the Constitution requires national legislation to be enacted to give effect to the above rights and to:

- ❑ Provide for the review of administrative action by a court or, where appropriate, by an independent and impartial tribunal;



- ❑ Impose a duty on the state to give effect to those rights;
- ❑ Promote and efficient administration.

***Citizens have the right  
to be heard***

Against this background, the AJA was enacted on 3 February 2000 to:

- ❑ Promote an efficient administration and good governance; and
- ❑ Create a culture of accountability, openness and transparency in the public administration or in the exercise of a public power or the performance of a public function, by giving effect to the right to just administrative action.

The provisions of the AJA have direct bearing on virtually all of the *Batho Pele* principles, but specifically it focuses on the following principles:

- ❑ Consultation;
- ❑ Courtesy;
- ❑ Information;
- ❑ Openness and Transparency; and especially
- ❑ Redress.

Section 3(1) of the AJA states that: “Administrative action which materially and adversely affects the rights or legitimate expectations of any person must be procedurally fair.” It goes on to state that in order to give effect to the right to procedurally fair administrative action, an administrator must give a citizen:

- ❑ Adequate notice of the nature and purpose of the proposed administrative action;
- ❑ a reasonable opportunity to make representations;
- ❑ a clear statement of the administrative action;
- ❑ adequate notice of any right of review or internal appeal, where applicable; and
- ❑ adequate notice of the right to request reasons for the administrative action.

Section 4 of the AJA states that where an administrative action materially and adversely affects the rights of the public, an administrator, in order to give effect to the right to procedurally fair administrative action must consult with the public by either holding a public enquiry or instituting other appropriate actions.

Section 5 of the AJA spells out citizens' rights to redress. It states that any person whose rights have been materially and adversely affected by administrative action and who has not been given reasons for the action, may request that he or she be provided with written reasons for the action. The Act goes on to state that any person may institute proceedings in a court or a tribunal for the judicial review of an administrative action and stipulates the procedures for such review and the remedies that may be implemented.

## **T**HE VALUES OF *BATHO PELE*

It is important to understand that *Batho Pele* is not a plan in the sense that one has strategic plans, operational plans, action plans and human resources plans, but rather an attitude that shapes the character of the public service.

***The spirit of Batho Pele must leave its "foot print" on public service delivery***

The eight principles of *Batho Pele*, as listed earlier in this guide, have more to do with human values and dignity than operational processes. *Batho Pele* is a way of conducting oneself in the presence of others, it is a preparedness to acknowledge their rights and needs and a willingness to help them add value to their lives. *Batho Pele* is a commitment to other people that echoes through the ages of human compassion.

*Batho Pele* acknowledges the fundamental vulnerability of the human condition, which unites the end-user with the service provider in their mutual quest for recognition, which can only be achieved through respect for the other's dignity as a person. And this is the real power and beauty of *Batho Pele*: it embodies the values that are enshrined in the Bill of Rights, namely each person's inalienable right to their dignity as human beings. From this fundamental right to be treated with dignity come all other "rights", such as the right to information, the right to access, the right to service, etc,

While it is true to say that *Batho Pele* is not a separate, bolt-on activity or just another management intervention, it is equally true that the mandate to implement certain activities can encourage and promote a change in behaviour that espouses the values and principles of *Batho Pele*.

By encouraging people to consult their customers on the services they need and the standards they can expect, by helping them to consider problems of access to those services and urging them to communicate effectively with their customers, one can prepare the ground and lay the foundations for a truly humane and totally effective and efficient public service.

***The spirit of Batho  
Pele is the shield that  
protects the soul of the  
public service***

The guides contained in of the *Batho Pele* Handbook are, as we have said elsewhere, recipes for improved service delivery, but at another level they are shields that protect the soul of the public service. And *Batho Pele* nourishes the soul of the public service.

Without a soul the public service will wallow in bureaucratic inefficiencies, in the mistaken belief that it is an end in itself. It is the soul that gives it and all of us a perspective outside of ourselves and makes us sensitive to the plight of others. It is the soul that humbles us in the larger scheme of things, but that makes us proud to serve our fellow beings.

The principles of *Batho Pele* are a constant reminder of our responsibility for the wellbeing of other people.

## **T**HE PRINCIPLES OF *BATHO PELE*

Each of the eight *Batho Pele* principles takes on special significance in the light of the deeper meaning of *Batho Pele* referred to above under “The Values of *Batho Pele*” and it is this new understanding of *Batho Pele* that the public service wishes to promote as it moves towards total quality management to achieve service excellence and “seamless” service delivery.

By “seamless” service delivery we understand an integration of services in a total package to meet customer needs. For example, the provision of housing should integrate subsidy applications, legal negotiations and housing delivery in one package, thereby helping the customer to **Access** services holistically and not as fragmented and disjointed bits and pieces.

Both the principles of ***Consultation*** and ***Setting Service Standards*** contrive to promote service excellence in that it is only through

consultation with end-users that relevant services and appropriate standards can be determined. Once the standards have been set, they can be measured and measurement is critical in any attempt to improve service standards. Without monitoring and measurement we cannot know how well or poorly we are faring.

When the performance against standards is published to ensure that customers have full **Information**, service providers are compelled to acknowledge and address any shortcomings in their service provision. The whole process of service delivery becomes **Transparent** and **Open**, subject to close scrutiny by the public, who will act as watchdogs, demanding **Redress** for shoddy service and insisting that they receive **Value for money**.

The above brief analysis of the *Batho Pele* principles illustrates their interdependence. They are not simply a “wish list” of nice-to-haves, but rather an integrated set of values that nurture excellence in service delivery.

## **T**HE CITIZEN AS CUSTOMER

***Citizens, receiving public services, should be treated as customers***

This concept is integral to the whole notion of *Batho Pele* and each of the eight principles reinforces and encourages the perception of the end-users of public services as customers, rather than simply as citizens.

In the private sector one often hears the phrase, “The Customer is King” and although some might regard this as a bit of an outworn slogan, it nevertheless remains the watchword of most successful commercial organisations that operate in competitive environments. Private companies, even the most successful ones, cannot afford to ignore the needs and wishes of their customers if they want to stay in business, because dissatisfied customers can easily take their business elsewhere. Knowing what the customer wants and being able to provide it quicker, better and more cost effectively than the competition, is essential to business success. The fundamental principle of “putting the customer first” holds as true today as it ever did and this is precisely what *Batho Pele* advocates, namely, “put the people first”.

However, some might argue that this is not important in the public

service, as “customers” cannot choose to take their business elsewhere. For example, a person who needs a passport has no alternative but to apply to the Department of Home Affairs. Furthermore, it is claimed, many public services are not paid for directly by the “customer” and thus provincial and national departments that fail to satisfy their “customers” will not go out of business.

Moreover, it is sometimes argued, certain public services, such as the receiver of revenue and the police service are regulatory functions rather than service providers. They are accepted by citizens as essential for the maintenance of a safe and civilised society in which all have equal opportunity for social and economic development. Thus the concept of the citizen as “customer” may seem a little inappropriate.

***Citizens are the reason  
why the public service  
exists***

We cannot agree. In every instance public services impact the lives of people and this being the case, these people, rather than the public service, are the custodians of service delivery. Their circumstances and needs determine the nature and quality of all public services. Without them there can be no public service. They are the *raison d'être* of the public service and as such they are “king” or “queen” as the case may be. We should never lose sight of the fact that these “customers” have the right and the might to vote government out of power, if they are not happy with the services they receive.

To treat citizens as “customers” implies:

- ❑ listening to and taking account of their views and paying heed to their needs when deciding what services should be provided (**Consultation**);
- ❑ ensuring that they are able to access the services provided easily and comfortably (**Access**);
- ❑ treating them with consideration and respect (**Courtesy**);
- ❑ making sure that the promised level and quality of services are always of the highest possible standard (**Setting Standards**);
- ❑ providing them with good information on the services available to them (**Information**);
- ❑ allowing them to ask questions and responding to their queries honestly and frankly (**Openness and Transparency**);
- ❑ responding swiftly and sympathetically when standards of service fall below the promised level (**Redress**); and
- ❑ adding value to their lives (**Value for money**).

It seems evident from the above that treating the citizen as a customer and treating the customer as king is synonymous with “putting people first” or *Batho Pele*.

## **T**HE MACHINERY OF GOVERNMENT

As mentioned earlier, the White Paper on the Transformation of the Public Service (WPTPS) calls on all national and provincial departments to make service delivery a priority. It provides a framework to enable national and provincial departments to develop departmental service delivery strategies.

To promote service delivery, both national and provincial departments are required, among other things, to develop and implement:

- ☐ strategic plans;
- ☐ integrated human resources plans; and
- ☐ financial plans
- ☐ operational plans;
- ☐ service standards;
- ☐ monitoring and evaluation mechanisms;

This can be translated into the following simple model for service delivery:

- ☐ Plan
- ☐ Implement
- ☐ Monitor

The diagram on the following page is a schematic representation of this service delivery model. It emphasises the cyclical or continuous nature of service delivery. The model clearly shows where the guides in of this Handbook on impact the service delivery cycle.

The monitoring or measuring phase is essential to successful service delivery as it feeds directly back into the planning phase, which has to accommodate the results of the monitoring exercise.

## SERVICE DELIVERY MODEL – DIAGRAM

As mentioned earlier, one of the issues that has bedevilled service delivery in the public service is the problem of bridging the gap between “knowing” and “doing”. While the WPTPS attempts to address this vexing issue by making provision for the implementation of monitoring and evaluation mechanisms, departments throughout the public service continue to experience difficulty in moving from the planning phase to the “doing” phase.

One of the main objectives of the guides in of this Handbook is to address this issue by providing operational managers with simple, step-by-step manuals on how to implement specific, fundamental service delivery processes.

During the implementation or “doing” phase, it is critically important to ensure that the strategic objectives identified in the strategic planning exercise are cascaded down throughout the department and its components. Individual managers need to be given Key Result Areas (KRAs) that are aligned to the departmental strategic objectives, which in turn, should be aligned to provincial and national strategic objectives.

The machinery of government that has been put in place can facilitate this process, but it remains the responsibility of managers in the public service to ensure that their functions and responsibilities serve the public needs, in line with the provincial and national priorities.

A schematic representation of the machinery of government is provided on the following two pages.

The first diagram, “The Machinery of Public Service Delivery” depicts how the framework for service delivery is developed:

- ❑ First, certain departments at a national level, such as the Presidency, the Department of Public Service and Administration (DPSA) and the Department of Planning and Local Government (DPLG) set a framework for government operations. These frameworks are not specific to any sectors within government, they apply transversally across all sectors. This is like developing the blue print or basic plan for government operations.



- ❑ Next, within these operational frameworks, national departments such as Health, Housing, Education and Social Development, develop frameworks for public service delivery. These frameworks are specific to each sector, for example Health or Education, etc.
- ❑ Then the relevant provincial departments of Health, Education, etc, plan and develop structures to deliver and monitor the required services, through the appropriate institutions, components, offices, etc.
- ❑ Finally, the services are delivered by the relevant institutions and offices such as hospitals, clinics, schools, police stations and labour offices.

It is only at this final stage that members of the general public who use public services experience “government”. For them this represents government, it is the “face” of government. Everything that precedes this is largely unknown to the public. All that matters to them is the quality of the service delivery they experience and if it is poor, then “government” is poor or useless or inefficient.

***The public interface of service delivery can make a mockery of excellent planning***

This public interface can make a mockery of the best strategic thinking and planning and the most sophisticated structures and systems in the world. That is why it needs so much attention.

## THE MACHINERY OF PUBLIC SERVICE DELIVERY - DIAGRAM

## THE MACHIENERY OF GOVERNMENT - DIAGRAM

***Unless the spirit of Batho Pele pervades the machinery of government it is unlikely to be evident at the public interface***

The diagram on the previous page, “The Machinery of Government”, illustrates how the national and provincial visions and strategic objectives are cascaded down to the frontline interface with the public. This is where *Batho Pele* kicks in tangibly. However, unless the spirit of *Batho Pele* pervades the machinery of government and the entire process, it is unlikely to be evident at the public interface.

It should be mentioned that, in an attempt to keep things simple, the third tier of government, namely, local government, has not been reflected in the diagram on the previous page depicting the machinery of government. In a fully comprehensive depiction of the machinery of government, local government would fit in between the “Provincial Level” and the “Operational Level” in the above diagram.

***Strategic objectives must be aligned from national through to provincial levels and within departments***

The left-hand side of the diagram, comprising the “National Level” and the “Provincial Level”, represents the structures of government at these levels. If we use the example of a ship, these levels would represent the body or hull of the ship with bridge where the captain sits plus all the various decks and rooms such as dining halls, bars and cabins.

The “Operational Level” on the right-hand side of the diagram would represent the engine room of the ship. This is where the action is. No matter how well the ship is built and how beautiful and seaworthy it may be, it cannot sail or move even one centimetre in a chosen direction, if the engines do not work. Without the thrust of the engines the ship will be at the mercy of the waves and currents and it will be tossed about like a cork on the ocean, never reaching its chosen destination to deliver its valuable cargo.

It is the same with government. If the “engine room” is out of action, there can be no service delivery, no matter how good the structures of government may be. And without the thrust of the engines to move forward in a particular, chosen direction, government and the whole country will be at the mercy of arbitrary societal opinion and pressures, just like the ship lost at sea.

If the “engine room” of government cannot deliver the appropriate services when its captain, the state president, calls for action, we shall all wallow in a fog of inefficiency and uncertainty, never being able to

deliver the “precious cargo” which is the mandate government has from the people of South Africa.

***The public service must provide the thrust for transformation in the form of citizen-centred service delivery***

For government to move the country forward towards its vision of a free, united and prosperous South Africa, the public service must provide the thrust in the form of citizen-centred service delivery. For this to happen, *Batho Pele*, as an approach to service delivery, should inform all the processes of government, from Strategic Planning process right through all the phases of Integrated Planning, Performance Management and Compensation Management and it should be in abundant evidence every time a public servant interfaces with a citizen.

The blue shaded boxes in the second diagram, The Machinery of Government, highlight the main artery of *Batho Pele* that pumps the blood of “people first” into the system of public service delivery, from the Service Delivery Improvement Plans right down to the “Service Delivery Interface”. As it courses through the “system” it feeds into and nourishes all of the machinery of government.

***The spirit of Batho Pele must throb in the arteries of all public servants***

But the life giving blood of *Batho Pele* must not only course through the veins of the machinery of government, it must throb in the arteries of every member of the public service, if we are to transform service delivery and reap the considerable benefits of putting “people first”.

***Strategic objectives and KRA's must be cascaded down throughout departments***

If the country is to move forward as a nation to achieve its goals, it is imperative that, where the responsibility for service delivery has been devolved to the provinces, all provincial and local visions and strategic objectives are aligned to their national counterparts. The strategic objectives must in turn be translated into Key Result Areas (KRAs) of managers and cascaded down from one level to the next.

This notion of cascading the visions, strategic objectives and KRAs down through the machinery of government is illustrated in the above diagram. Let us consider the following example, to illustrate the importance to effective service delivery of aligning KRAs to strategic objectives and visions.

If, for example, the Vision of the National Department of Health were “A healthy South Africa”, the vision of a provincial health department, say the KwaZulu-Natal Department of Health, might be “Optimal health status for all the people of KwaZulu-Natal”.

The strategic objectives of the National Department of Health might then be, among others, to:

- ❑ reduce morbidity and mortality;
- ❑ reduce the incidence of Sexually Transmitted Diseases (STDs);
- ❑ contain the spread of HIV/AIDS; and
- ❑ improve the availability of potable water.

At a provincial level, the KwaZulu-Natal Department of Health might have the same strategic objectives, but restricted to the province. This would ensure that the provincial strategic objectives are aligned to those of the National Department of Health.

Within the KwaZulu-Natal Department of Health, each component/institution would then define strategic objectives aligned to those of the Department.

In order to achieve the strategic objectives of the various components/institutions, senior managers would accept responsibility for certain Key Result Areas (KRAs), which, if achieved, would result in the Department achieving its strategic objectives. The KRAs of the senior managers would then be translated into specific activities or deliverables, which, in turn, must be delegated to the operational managers as their KRAs.

Thus, the provincial strategic objectives are aligned to the national strategic objectives and translated into KRAs of managers from the Senior Management Service (SMS) and from there they are cascaded down to the operational levels.

***Delegation is not abdication***

Managers must ensure that the people to whom they delegate tasks have the capacity or potential as well as the authority to perform the relevant tasks. Where necessary, appropriate development plans and training must be put in place to ensure that the work gets done at the expected level. However, managers must remember that the ultimate

responsibility for delegated tasks will always continue to vest with them. Delegation is not abdication.

However, it must be clearly understood that, while authority for action can be delegated, one can never delegate responsibility. The responsibility for achieving strategic objectives always vests with senior management. To put it simply, delegation is not abdication.

The machinery of government comprises mainly:

- ❑ The structures, namely, the three tiers of government, comprising national government with national departments, provincial government with provincial departments corresponding to those at a national level and local government structures.
- ❑ The functions, such as health, transport, finance, education, housing, etc.
- ❑ The operations, such as planning, implementation and monitoring results.

The first two elements constitute “who” government is and “what” it wants to achieve, while the latter element focuses on “how” government will achieve its objectives.

Using the service delivery model discussed earlier, the range of activities or interventions, which, together, constitute the “How” of service delivery, can be grouped under the three elements of the model, namely, planning, implementation and monitoring.

***Planning,  
Implementing and  
Monitoring – these are  
the basic elements of  
successful services  
delivery***

### **Planning**

Planning is largely the responsibility of top and senior management. It includes the following:

- ❑ Integrated Planning:
  - Strategic Planning
  - Human Resources Planning
  - Service Delivery Improvement Plans
  - Financial Planning – linked to the MTEF (Medium Term Expenditure Framework and informed by the PFMA (Public Finance Management Act)).

This is the level at which the departmental vision, strategic direction and objectives are defined, aligned to the provincial vision and strategic objectives, which in turn are aligned to the national vision and strategic objectives.

### **Implementation**

This phase focuses on activities that help to achieve the strategic objectives identified during the planning phase, such as:

- ❑ Translating strategic plans into operational plans;
- ❑ How to Delegate;
- ❑ Developing a Service Delivery Charter;
- ❑ Setting Service Standards;
- ❑ Consulting with customers to establish needs and confirm expectations and standards; and
- ❑ Wayfinding and Signage.

### **Monitoring and Evaluation**

This phase keeps a check on progress to ensure that “what we set out to do is brought to pass” and that service delivery remains aligned to the strategic objectives. It feeds back into the planning phase to ensure continual realignment, growth and development. It comprises activities such as:

- ❑ Handling Complaints;
- ❑ Performance Management (for individuals);
- ❑ Self Assessment (internal); and
- ❑ Peer Review (external – outside-in).

The *Batho Pele* Handbook includes step-by-step guides or manuals on several of the activities mentioned above, especially those from the implementation and monitoring phases because it is at these levels that the public interfaces with government. This is where the footprint of *Batho Pele* is most visible and where the spirit of *Batho Pele* is most effective.



## SERVICE DELIVERY SYSTEM

In the diagram on “The Machinery of Public Service Delivery” we illustrated how national departments, such as Health and Education, set the frameworks for the delivery of relevant services by their provincial counterparts. The diagram of the “Service Delivery System” depicts the same process in a slightly different way, illustrating how provincial departments need to align their strategic objectives with those of their national counterparts and with the provincial priorities.

***Batho Pele is the oil  
that lubricates the  
machinery of  
government***

The provincial departments then develop the necessary structures, systems and processes to enable them to meet their strategic objectives, which will include delivering specific services, making use of institutions such as hospitals, clinics and schools.

Within each department there are such institutions, divisions and/or components, each tasked with a particular aspect of the department’s service delivery commitment. Each of these units, in turn, develops its own strategic objectives, in line with the departmental strategic objectives. And each of them is tasked with developing a Service Delivery Charter to facilitate customer satisfaction.

Each unit utilises, teams and individuals to help it achieve its strategic objectives. Where considered necessary, in order to promote efficient and effective service delivery, a component may decide to “outsource” certain activities. For our purposes we shall simply assume that these outsourced activities are handled by a Private Public Partnership or a PPP. It is these individuals, teams and PPPs that do the actual service delivery. They are the public interface of public service delivery.

The performance of the individuals, teams and any PPPs must be monitored against the relevant standards and strategic objectives, to ensure quality service delivery. In the case of individuals, their performance can be appraised by implementing a performance management and development system, while the performance of teams can be monitored by employing internal and external assessments, namely:

- ☐ Self-Assessments (internal)
- ☐ Peer Reviews (external – “outside-in”))

***If one cog jams, the whole machine stops working***

Outsourced projects and activities are monitored in terms of their respective service level agreements.

All the different elements of the Service Delivery System intermesh like cogs in a machine, providing a system to deliver the services that have been identified. If any one of the cogs jams, the whole system seizes up and there can be no service delivery. Every system needs some form of lubrication to ensure that it does not seize. No machine or system can run smoothly without lubrication and *Batho Pele* is the oil that lubricates government's service delivery systems.

In the heat of day-to-day service delivery at the coalface, frontline staff often may not have a clear idea of where a particular process fits into the service delivery system. For example: "Is the formulation of a Service Delivery Charter the function of a department or of a component within a department?" Or "How do Self-Assessments relate to Performance Appraisals?"

In order to help staff "in the trenches" grasp the significance of a particular intervention and locate the activity and themselves within the "map" of service delivery, a schematic representation of a Service Delivery System is provided. This should assist, not only with orientating oneself within the service delivery environment, but with having a better understanding of the broader picture of service delivery and how it relates to the ultimate transformation objectives of government.

### **Planning phase**

Within the diagram, the planning phase for operational managers will tend to occur just before components/institutions/divisions set their strategic objectives and this is where we have positioned the following two planning exercises:

- ☐ Translating strategic plans to operational plans; and
- ☐ Delegating.

### **Implementation phase**

When the planning has been completed and the delegations formalised, it is time to move on to the implementation phase of service delivery. One of the first things that has to be done in providing services is to formulate a Service Delivery Charter.

In the diagram, formulating a Service Delivery Charter is located

immediately beneath the strategic objectives of departmental components, as each component or institution has to develop and publish its own Service Delivery Charter, in line with the department's main charter.

While each component is at liberty to develop its own Service Delivery Charter, these must at all times be aligned to the departmental charter. The service standards set in a component's charter may be better than those of the department, but they can never be lower than the department's service standards.

In formulating a Service Delivery Charter, one has to identify the component/unit and the services it offers and one has to explain where the component/unit is located, what standards of service can be expected and how the component/unit will deal with customer complaints. Thus the following service delivery processes are directly related to developing a Service Delivery Charter and are positioned adjacent to it:

- ❑ How to consult on public services;
- ❑ Way-finding and signage;
- ❑ Setting service standards; and
- ❑ Complaints handling.

### **Monitoring phase**

Once the plans have been implemented, progress needs to be monitored. Two of the most useful ways of monitoring the performance of a team or component are to conduct a **Self Assessment and/or a Peer Review. The latter tends to be more objective as it provides input from people outside of the project being assessed.** However, handling complaints effectively is a very useful means of monitoring performance on an ongoing basis.

Thus the following processes to monitor service delivery have been positioned towards the bottom of the diagram, beneath the monitoring phase:

- ❑ Self assessment (internal);
- ❑ Peer review (external – outside-in); and
- ❑ Handling complaints.

Knowing where these processes fit in within the Service Delivery System will help operational managers orientate themselves in their efforts to improve service delivery by planning, implementing and monitoring effectively.

## SERVICE DELIVERY SYSTEM

## KEY CONSIDERATIONS

*Batho Pele* is not a quick fix or a miracle cure for poor service delivery. It is not a separate and distinct management responsibility or exercise. It is not a bolt-on activity. It is an attitude and approach to service delivery that needs to be woven into the very fabric of public service delivery. It should pervade every planning session and inform each and every action aimed at providing relevant and appropriate services to the citizens of South Africa.

***The collective energy of all public servants is needed to improve service delivery***

To succeed in significantly improving service delivery, the collective energy of every individual needs to be harnessed. Much rests on the shoulders of operational managers to “make it happen!”.

## USEFUL REFERENCES

You may find the following references useful for further reading on *Batho Pele* and service delivery improvement:

- ❑ The South African Constitution, 1996
- ❑ The Public Service Act, No 103 of 1994 as amended
- ❑ The Public Service Regulations, 2001 as amended
- ❑ The Promotion of Administrative Justice Act, No 3 of 2000
- ❑ The White Paper on the Transformation of the Public Service, 1995
- ❑ The White Paper on Transforming Public Service Delivery (*Batho Pele*), 1997
- ❑ Article: “A case of too little too late?” by Khaya Ngema and Mashwahle Diphofa in Service delivery Review – Launch edition – 2001
- ❑ *Batho Pele* Revitalisation Strategy
- ❑ Guide for the review of government functions and services – DPSA document
- ❑ State of the nation address by the President of South Africa, Thabo Mbeki, to the joint sitting of the Houses of Parliament, Cape Town, 8 February 2002

## **T**RAINING OPPORTUNITIES

The following training programmes are available:

- ❑ Improving Service Delivery; Senior Managers' Programme – SAMDI
- ❑ Excellent Customer Service: A Training Opportunity for Frontline, Back Office and Support Personnel – SAMDI
- ❑ Service Delivery Implementation: Operational Managers' Programme – SAMDI

Contact: SAMDI

Tel: (012) 314 7571; Fax: (012) 321 1810

Website: [www.samdi.gov.za](http://www.samdi.gov.za)