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Department:  
Public Service and Administration  
REPUBLIC OF SOUTH AFRICA

**STEP-BY-STEP GUIDE  
FOR THE DEVELOPMENT OF  
EFFECTIVE, REALISTIC AND CREDIBLE  
SERVICE DELIVERY IMPROVEMENT PLANS (SDIPs)**

***“The early years of the democratic public service have been characterised by challenges of developing progressive and practical policies and frameworks in order to realise meaningful improvement in the delivery of services to the people of our country – especially previously disadvantaged communities. However one of the key challenges in this long road to service delivery improvement, has been the ability of the public service to implement policies in the most effective and efficient manner.”*** – The Honourable Geraldine J Fraser-Moleketi, Minister for Public Service and Administration, in her preface to the Batho Pele Handbook

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## ACRONYMS AND ABBREVIATIONS

The following acronyms and abbreviations may be used in this proposal:

ABBREVIATION	MEANING
PAJA	Promotion of Administrative Justice Act
APSD	Africa Public Service Day
BP	<i>Batho Pele</i> – “People First”
CPSI	Centre for Public Service Innovation
dpsa	Department of Public Service and Administration
GCIS	Government Communication and Information Systems
GICS	Government Internal Consulting Services
TSC	Thusong Service Centre
MTEF	Medium Term Expenditure Framework
MMS	Middle Management Services in the Public Service
OPSC	Office of the Public Service Commission
PFMA	Public Finance Management Act
PS	Public Service
PSC	Public Service Commission
PSMF	Public Service Management Framework
PSR	Public Service Regulations
PSW	Public Service Week
RDP	Reconstruction and Development Programme
RF	Regulatory Framework (body of enabling legislation introduced by the SA Government since 1994 to facilitate transformation)
SAMDI	South African Management and Development Institute
SDI	Service Delivery Improvement
SDIP	Service Delivery Improvement Plan
SMS	Senior Management Services in the Public Service
WPTPS	White Paper on the Transformation of the Public Service, 1995
WPTPSD	White Paper on Transforming Public Service Delivery ( <i>Batho Pele</i> ), 1997

## DEFINITIONS

Terms used in service delivery provision are often used imprecisely, vaguely and interchangeably. In order to avoid confusion and in the interests of clarity we provide the following definitions:

1. **Function:** The intended purpose of a person or thing in a specific role. Purpose, responsibility, concern, undertaking, commission, obligation, duty, etc. A system supplying a public need such as transport or water, etc, run by the state. For example, the function of the Department of Education is to provide educational services; and the function of an army is to provide protection and security for the country.
2. **Service:** Action/process of serving. Actions that fulfil a function. To supply the needs of the public by performing specific tasks; performance of work for another. For example, the function of a Department of Transport is to provide transport services in the form of trains, buses, etc, and the function of a Department of Health is to provide healthcare services through its components such as the HIV and AIDS Unit, Nutrition, Legal Services, Human Resource Development, Institutions, etc.
3. **Standard:** Level, grade, calibre, merit, yardstick, benchmark, measurement, criterion, touchstone, such as a code of behaviour, code of honour, principle, ideal, ethics, seniority levels at work, etc. For our purposes, a standard is something specific, measurable and realistic that can be achieved within a given time-frame. For example, the matric pass rate must reach 80% for the whole country within the next five years..
4. **Target:** A person, object or place selected as an aim of an attack (marksman). An objective or result towards which efforts are directed.

For the purposes of Service Delivery Improvement Standards and Targets may be differentiated as follows:

- **Standards** set measurable levels of Service Performance; and
  - **Targets** set measurable levels of Citizen Satisfaction.
5. **Task:** A specific piece of work that is required to be done. Assignment, duty, chore, detail, exercise. For example, by the end of this session you will be given the task of developing SDIPs for your divisions.

6. **Theme**: An idea or topic, a unifying idea. A subject on which a person speaks or writes or about which she or he thinks.
7. **Project**: An enterprise carefully planned to achieve a particular aim. For example a government-subsidised block of houses. A proposal, scheme or a task requiring a concerted effort.
8. **Improvement**: To become or make better in quality, to achieve better standards or to increase in quantity, in comparison with existing conditions. For example, making improvements to your house.
9. **Indicator**: Guide, mark; a thing that indicates a state or level; a meter or gauge to reflect or indicate specific outcomes or outputs, such as a speedometer in a car or a thermometer. A device to attract attention; a measuring instrument. For example, economic indicators that reflect or gauge our inflation rate, or how well or poorly we are doing economically as a country.
10. **Quantity**: Amount, number, aspect that can be measured, weighed, counted. An answer to “How much?” or “How many?”
11. **Quality**: A degree or standard of excellence. High standard in accordance with a given template or national or international specifications such as SABS or ISO 9001 : 2000.
12. **Time-bound**: A specified period, duration, deadline. For example, 50 applications per day or per week or per month; or a deadline such as: “to be completed by 31 December 2006.”
13. **Cost**: Budget. Something measured in money or time; the amount paid for a commodity. If an approved service is delivered in the right quantity, at the right quality, within the given time-frame and budget, it is likely that it is also providing value for money.

# GUIDE ON THE DEVELOPING EFFECTIVE, REALISTIC AND CREDIBLE SERVICE DELIVERY IMPROVEMENT PLANS

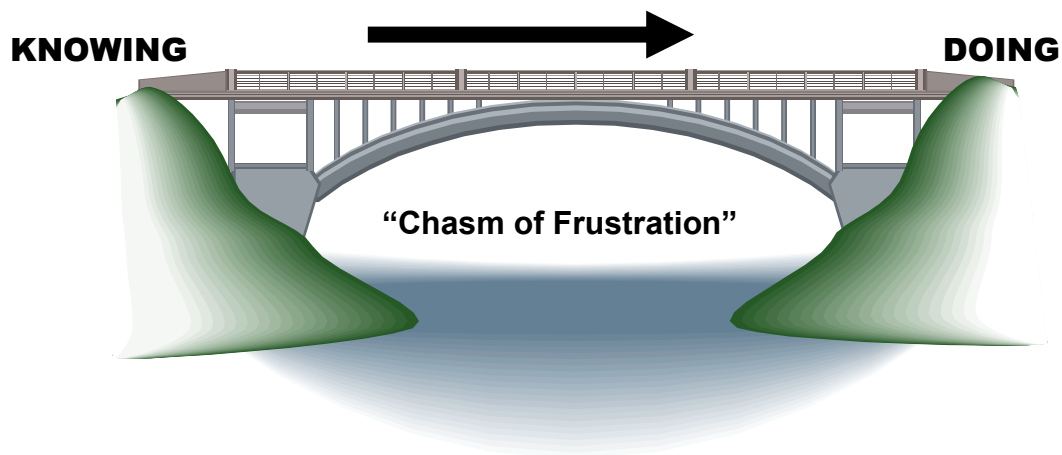
## 1 INTRODUCTION

The objective of this guide is to develop basic skills regarding the development of effective, realistic and credible SDIPs and service standards conforming to basic assessment criteria at national and provincial spheres of government.

### 1.1 “Knowing” and “Doing”

One of the major issues in developing communities, especially those with a history of structured socio-economic disadvantage, is to get people to move from “knowing” to “doing”. This is particularly applicable to the fields of Management and Service Delivery, especially in the Public Service in RSA, where there is a legacy of a preoccupation with rules and regulations rather than with delivering services to the people.

The aim of this guide is to capacitate staff of all national and provincial government departments, in the development of SDIPs and standards. This will help service providers move easily and quickly across the ‘bridge’ that spans the chasm of frustration between “knowing” and “doing” and the outcome will be continuous improvement in service delivery and enhanced satisfaction on the part of service beneficiaries.



**Fig 1: ‘Bridge over troubled waters’**

## **1.2 Addressing the inequities of the past**

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.

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.

## **1.3 The Constitutional Principles**

Such a 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 rule-bound bureaucracy, concerned with the administration of rules and regulations, to a dynamic, results-driven organisation, committed to delivering appropriate services to all the people of South Africa.



## 2 THE CONTEXT OF TRANSFORMATION AND SERVICE DELIVERY

The Minister for Public Service and Administration, the Honourable G J Fraser Moleketi, in her preface to the *Batho Pele Handbook – A Service Delivery Improvement Guide*, has the following to say about transformation and service delivery in the Public Service:

“It is almost ten years since the inception of a democratic government, whose key objective is creating, implementing and sustaining a better life for all. The early years of the democratic public service have been characterised by challenges of developing progressive and practical policies and frameworks in order to realise meaningful improvement in the delivery of services to the people of our country – especially previously disadvantaged communities. However one of the key challenges in this long road to service delivery improvement, has been the ability of the public service to **implement** policies in the most effective and efficient manner.”

### 2.1 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. 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*
- *The Public Finance Management Act, 1999*
- *Labour Relations Act*
- *Basic Conditions of Service Act*
- *Employment Equity Act*

- *Skills Development Act*

## **2.2 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. This support system is known as the Public Service Management Framework (PSMF).

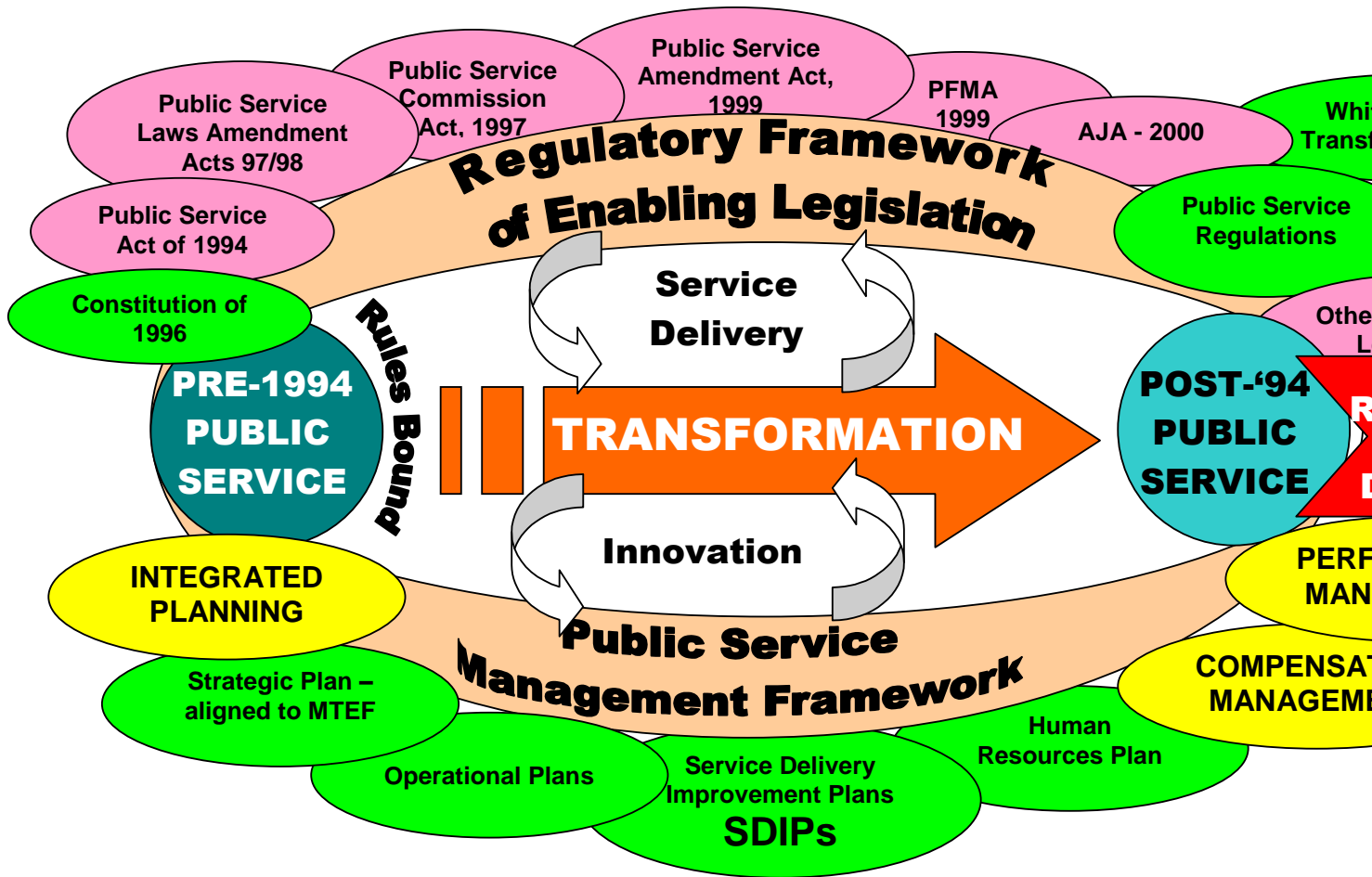
The body of enabling legislation or the Regulatory Framework, together with the support provided by the Public Service Management Framework, constitutes the context of Public Service delivery.

Figure 1 on the following page 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 red 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 red arrow of transformation is "Innovation" and this is the challenge to all Public Service managers, i.e. 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 CONTEXT OF TRANSFORMATION AND SERVICE DELIVERY IN THE P**



*Fig 2: The Context of Transformation*

### **2.3 Integrated Service Delivery Improvement Plans (SDIPs)**

The green eclipses in the above diagram indicate the link between the body of enabling legislation and SDIPs: the legislation, from the Constitution of 1996 through the Public Service Regulations and White Papers of the Transformation of the Public Service and of Public Service Delivery (*Batho Pele*), make provision for SDIPs to improve service delivery. These are part of the Integrated Planning Process, as prescribed by the New Public Service Management Framework. The SDIPs flow from the Strategic Planning process and must be aligned to the department's vision as they provide the raw material for individual Key Result Areas (KRAs).

SDIPs are not bolt-on activities; they are the engine room and provide the thrust for incremental improvement in service delivery within the broad context of Public Service transformation.

### **2.4 Legal framework**

In terms of the Public Service Regulations, all national and provincial government departments have been required to develop and implement Service Delivery Improvement Plans (SDIPs) since 1999.

The Public Service Regulations of 2001 make service delivery improvement compulsory:

- Part III.C.1 states that: “an executing authority shall establish and sustain a service delivery improvement programme for his or her department”; and
- Part III.C.2 states that “the executing authority shall publish an annual statement of public service commitment, which will set out the department's service standards that citizens and customers/clients can expect and which will serve to explain how the department will meet each of the standards”.

## **3 THE BATHO PELE INITIATIVE (PUTTING “PEOPLE FIRST”)**

The *Batho Pele* (“People First”) initiative was launched by Government in 1997 with the publication of the *White Paper on Transforming Public Service Delivery (Batho Pele)*, to improve service delivery in the Public Service. The *Batho Pele* White Paper provides a policy framework to ensure that *Batho Pele* is woven into the very fabric of government.

The *Batho Pele* White Paper of 1997 states in paragraph 7.1.2 that heads of departments (HODs) are responsible for Service Delivery Improvement Plans (SDIPs) and that this responsibility should be clearly assigned to a person or group of people, accountable directly to the HOD. Paragraph 7.1.5 of the White Paper states that the relevant Minister/MEC/Executing Authority must approve the department's SDIP and that a copy of the approved document must be sent to

the Department of Public Service and Administration (dpsa) to inform its yearly progress report to parliament.

### **3.1 What is *Batho Pele*?**

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 citizens 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 the next page.

# Batho Pele

## PUTTING PEOPLE FIRST



**WE BELONG**  
It's about working together as teams with fellow colleagues



**WE CARE**  
It's about caring for people we render services to



**WE SERVE**  
It's about going beyond the call of duty

### PRINCIPLES

- Consultation** Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.
- Service Standards** Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.
- Access** All citizens should have equal access to the services to which they are entitled.
- Courtesy** Citizens should be treated with courtesy and consideration.
- Information** Citizens should be given full, accurate information about the public services they are entitled to receive.
- Openness and transparency** Citizens should be told how national and provincial departments are run, how much they cost, and who is in charge.
- Redress** If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic, positive response.
- Value for money** Public services should be provided economically and efficiently in order to give citizens the best possible value for money.



**Website to visit:**  
<http://www.dpsa.gov.za/batho-pele>  
[redtapetosmartape@dpsa.gov.za](mailto:redtapetosmartape@dpsa.gov.za)

**Together beating the drum for service delivery**



Designed and issued by Department of Public Services and Administration

**Fig 3: The Batho Pele Principles**

*Batho Pele* should not be misconstrued 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 and cascaded to the coalface of service delivery to ensure that every management process and citizen interface is aimed at improved service delivery and citizen 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 that 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.

### **3.2 The 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 plan, but rather an outlook that shapes the character of the public service.

The eight principles of *Batho Pele*, as listed above, 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. 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 the problems of access to those services and urging them to communicate effectively with their service beneficiaries, one can prepare the ground and lay the foundations for a truly humane and totally effective and efficient public service.

Without a soul the public service will wallow in bureaucratic inefficiencies, in the mistaken belief that it's 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.

### **3.3 The *Batho Pele* Revitalisation Strategy**

Since 1997, much has been done by government departments and frontline service delivery institutions to raise levels of awareness around the *Batho Pele* principles and to embrace these in their service delivery transformation initiatives.

However, there has been a growing recognition that while the policy has been enthusiastically received and has become an effective brand name to signify the intention to improve service delivery, its actual implementation has been slow. It is against this background that the *Batho Pele* Revitalisation Strategy was developed and disseminated to government departments during the course of 2001.

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.

*Batho Pele* applies to us all. We all need to understand and embrace *Batho Pele*, which includes embracing the spirit of *Batho Pele* and the *Batho Pele* Belief Set of: "We belong", "We care" and "We serve", and taking ownership of the eight *Batho Pele* principles. Any attempt to improve service delivery standards within the Public Service must take cognisance of and embrace these principles.



#### **4 BATHO PELE AND SDIPs**

What is the connection between Batho Pele and SDIPs? The answer is simple: the main objective of SDIPs is to ensure effective and efficient service delivery by making the new, transformed Public Service better, faster and more responsive to the needs of the people.

At the outset it needs to be stressed that SDIPs should not be regarded as “bolt-ons” that are separate from the strategic planning process. SDIPs are part of the Integrated Planning Process and, as such, they must be integrated in the action plans that flow from a department’s strategic plans.

A department’s strategic objectives must be aligned to its vision and must be translated into Key Result Areas (KRAs) that provide the outputs of the departmental action plans. The KRAs must be cascaded right down to the most junior employees in the department by interpreting them for each individual employee in his or her performance plan.

The outputs of the KRAs are the “What” of Service Delivery. In other words, the outputs should include specific services and/or products that the customers need and the standards that are specified for each output will define the nature of the service or product, in terms of quantity, quality, time and cost, as decided in consultation with the service beneficiaries of the department. Thus, ideally, departmental action plans and the individual performance plans of employees should constitute the department’s SDIP.

There are two sides to a SDIP: one, to improve the nature or quality of the actual service being provided, such as health care, and the other, to improve the manner in which the service is delivered, that is, caring, friendly and compassionate.

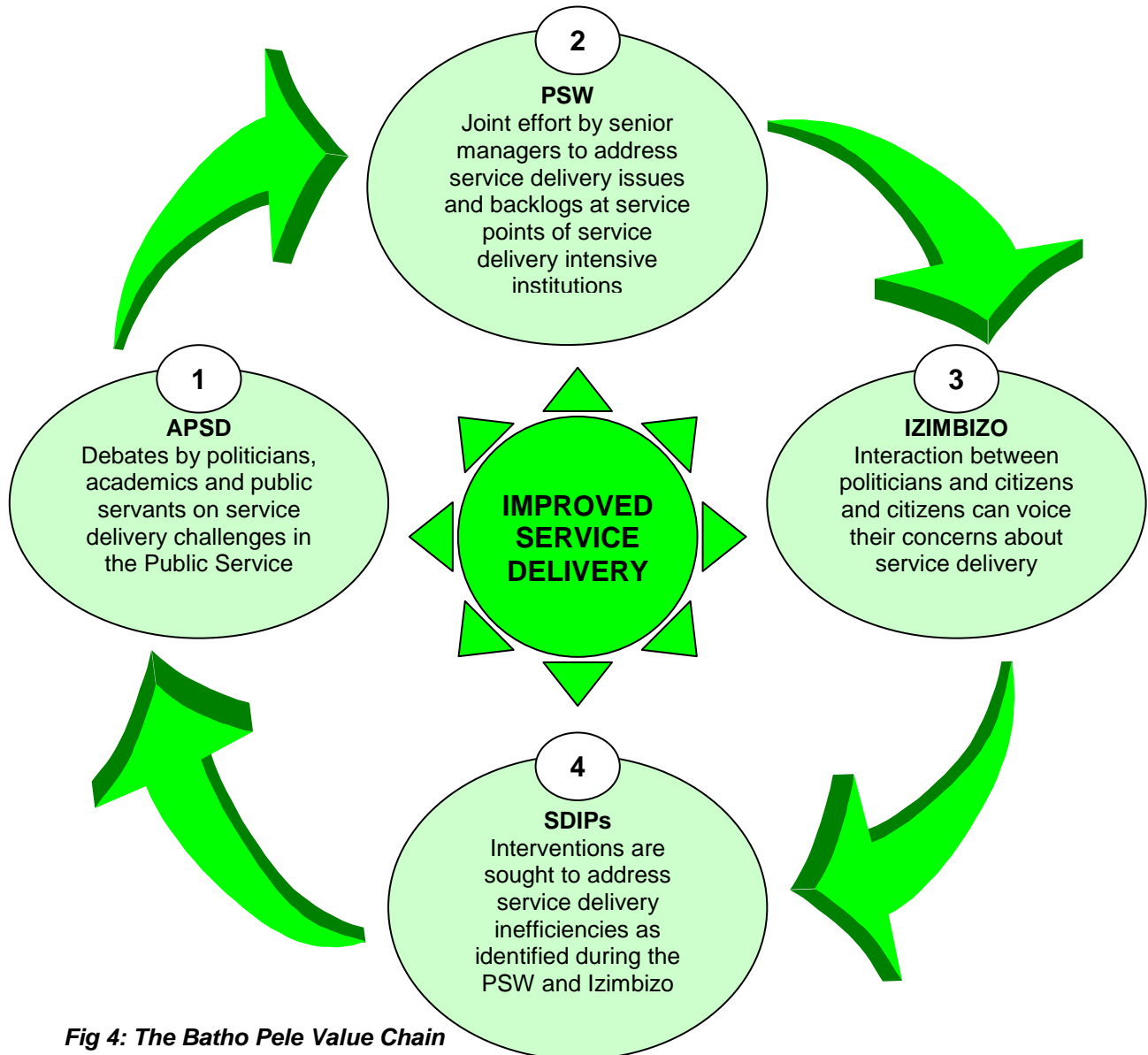
In South Africa, the rules bound, bureaucratic, pre-1994 Public Service had little or no interest in service delivery that met the citizens’ needs and SDIPs were certainly not integrated into any strategic planning processes. But the transformed, post-1994 Public Service intends to achieve results by delivering against the expressed needs and expectations of all of its service beneficiaries, and to achieve this, it most certainly cannot succeed without effective SDIPs.

It is for this reason that the government produced the *Batho Pele* White Paper; to stress the importance of “putting the people first.”

The *Batho Pele* White Paper stipulates that the implementation, communication, drawing up and driving of the SDIP is the responsibility of Executing Authorities, namely, Ministers and MECs. Heads of Departments are ultimately accountable for service delivery.

## 5 PUBLIC SERVICE DELIVERY (*BATHO PELE*) VALUE CHAIN

The *Batho Pele* Value Chain, as depicted below, attempts to provide a mechanism to ensure that Public Service delivery is regularly reviewed and interventions, such as SDIPs, introduced to ensure continuous improvement.



**Fig 4: The Batho Pele Value Chain**

The above value chain works as follows:

- 1) The Africa Public Service Day (APSD) is held each year, when the South African Public Service, in collaboration with its counterparts throughout the continent, celebrates APSD in line with the Public Service Charter. This platform is used to stimulate debate and discussion among academics, politicians, public administration practitioners, students and members of the public on service delivery imperatives and challenges.
- 2) Then Public Service Week (PSW) is used to enable government departments to assess progress made and/or address some of the issues discussed during the APSD debates. Members of the Senior Management Services (SMS), who have undergone the Khaedu training, are used as team leaders to identify service delivery challenges, assess progress, identify possible solutions to the challenges and submit reports to the Heads of the relevant government departments.
- 3) During the Izimbizo later in the year, politicians and Public Service managers have the opportunity to interact with citizens to monitor and evaluate service delivery progress and identify service delivery concerns and issues.
- 4) The service delivery issues and inefficiencies identified during the PSW and the Izimbizo are then brought to the attention of the Executing Authorities for intervention. The relevant departments are expected to develop Service Delivery Improvement Plans (SDIPs), with clear standards, responsibilities and time frames, to address the issues and inefficiencies and improve service delivery to end-users.

## **6 INTERNATIONAL BEST PRACTICES FOR SERVICE DELIVERY IMPROVEMENT**

Many, if not most, countries throughout the world, grapple with the issue of improving service delivery in the Public Service. The approach to service delivery improvement adopted by the Canadian authorities is perhaps the most instructive and relevant to the situation in South Africa.

In 1998 the Canadian Public Service introduced a *Service Improvement Initiative (SII)* called *Citizen First* – very similar to our own *Batho Pele* (People First) project. The Canadian SII programme identified the following principles of service delivery improvement:

- SDI must be anchored in the citizens' priorities for service improvement.
- SDI must be benchmarked to measure increased citizens satisfaction levels, by using a Common Measurement Tool (CMT) and a Citizen Satisfaction Index (CSI).
- Targets must be set for overall improvement, e.g. 5% over five years.
- SDI must be citizens driven: it must be “outside-in”, not “inside-out”.

- SDI must have buy-in by the leadership and it must be co-ordinated so that all speak the same language.
- SDIPs are not “bolt-ons”.
- SDIPs must be integrated in the day-to-day operational plans.
- Staff must take ownership of SDI planning.
- SDI is not a once-a-year exercise: it must be continuous and incremental.
- SDI must be built into the performance management system.
- SDI must be one of every employee’s KPAs.
- All staff must accept accountability for results.
- There must be rewards and incentives for achievement.

Four basic questions need to be asked when developing SDIPs:

- Where are we now?
- Where do our citizens want us to be?
- How will we get there?
- How do we make it happen?

The Canadian authorities have developed the following 4-Step Model for SDI:

1. Measure Citizen satisfaction using a Common Measurement Tool (CMT).
2. Identify citizen expectations and priorities.
3. Develop SDIPs and integrate them into the departmental operational plans.
4. Implement and measure progress and remember to celebrate successes.

When measuring citizens satisfaction, the Canadians have identified the following five key drivers, in order of importance, of Citizens Satisfaction:

1. Timeliness.
2. Competence/Knowledge.
3. Courtesy/Comfort.
4. Fair Treatment.
5. Outcome.

Finally, the Canadians employ the following guidelines for SDI:

1. ID Key services and recipients or beneficiaries.
2. ID Current levels of citizen satisfaction and priorities for improvement.
3. Develop and agree upon a Service Vision.
4. Identify key service priorities.
5. Establish realistic targets and SMART standards.
6. Develop the SDIP.
7. Implement the SDIP.
8. Monitor the SDIP implementation.
9. Introduce incentives and rewards.

## **7 REPUBLIC OF SOUTH AFRICA SERVICE DELIVERY IMPROVEMENT PROGRAMME**

A Service Delivery Improvement Programme, as opposed to a Service Delivery Improvement Plan, should include:

- A Service Delivery Plan with:
  - ✓ a service vision;
  - ✓ clearly identified service beneficiaries;
  - ✓ existing and proposed KEY services with current and desired SMART service standards, which are Specific, Measurable, Achievable, Realistic and Timebound;
- mechanisms for monitoring and reporting service delivery standards – for example, citizen satisfaction surveys, complaints analysis, etc;
- management support systems, such as IT systems, policies and procedures, etc;
- complaint-handling mechanisms and suggestion boxes;
- existing and future arrangements for providing information about the type and frequency of the services to be provided, for example, newsletters, posters, radio broadcasts, community meetings, community outreach programmes, road shows, house calls, etc;
- financial management systems to ensure prioritisation of key services and standards;
- a statement on human resources, for example, the need to appoint citizen relations staff and community liaison officers, the use of a public relations departments, etc, and the need for training and supervision as well as appraisal initiatives and developmental performance management systems, so that staff can be developed to improve service delivery; and
- a rewards and incentives programme to ensure that good performance is recognised and rewarded.

If properly structured and integrated in the departmental strategic planning process, the Service Delivery Improvement Programme will help achieve many management objectives, such as:

- improving communications with employees to encourage them to focus on continuous, improved service delivery;
- motivating employees to improve their performance levels;
- providing information to facilitate monitoring by the various government departments involved in transformation; and
- providing a basis for publishing a document which sets out the organisation's service standards and service delivery goals and commitments, namely a Service Delivery Charter.

## 8 GUIDELINES FOR DEVELOPING SDIPs

The following questions will guide us through the process of developing SDIPs:

- Who are our Service Beneficiaries?
- Where are we now?
  - ✓ What are our KEY services? (The most benefit to the largest number of people.)
  - ✓ What are our current standards for those key services? (Quantity, Quality, Time and Cost.)
- Where do our service beneficiaries want us to be (in terms of key services and standards)?
- What is the service 'gap'?
- How do we address the 'gap'?
- How do we make it happen?
- What rewards/incentives will we offer?

## 9 HOW TO SELECT A KEY SERVICE

For SDIP purposes a service is something that is done for others. It is something that someone asks for or requests. It uses a verb (doing word), for example, to pay social grants; issue passports or ID documents, etc. It is not a task, but a service is often made up of several tasks, for example, in order to issue an ID document a number of tasks have to be performed such as processing the application, taking fingerprints, obtaining a photograph of the applicant, etc. Neither is it a function or responsibility: the function of a Department of Health is to provide health care services and the function of the army is to protect the country, but these are not services. A function often comprises several services and each service is made up of one or more tasks.

The following steps should be followed in selecting key services to be included in the departmental SDIP:

- Step 1 Define the role/function of a Department
- Step 2 List services
- Step 3 Do services correspond to mandate?
- Step 4 Which services have the greatest impact?
- Step 5 Prioritise services
- Step 6 Select the top two or three key services

## 10 HOW TO SELECT SERVICE STANDARDS

The challenge for departments is to select service standards that measure the key services being delivered by that department. It is important to understand that all standards must be SMART, namely:

- **Specific** – Is the service standard specific? Does it mention what is being measured? For example, does it refer to a specific quantity, quality, timeframe and cost?
- **Measurable** – Is the service standard measurable? If it is vague, rather than specific, it will not be measurable. For example, if we simply state that we should be more courteous to our service beneficiaries, we will not be able to measure the level of courtesy: we need to unpack courtesy in terms of response times, reduced complaints, etc, in order for it to be measurable.
- **Achievable** – Is the standard achievable with the current resources, or are additional resources available and affordable in order to achieve the standard. For example, if we set a standard of processing social grant applications within two days, it certainly is specific and measurable, but is it achievable with the available human and financial resources?
- **Realistic** – Is the standard realistic in terms of current or past performance? If we look at the previous example of processing social grant applications within two days, is this realistic, knowing what procedures and protocols have to be followed?
- **Time-bound** – Does the standard specify a clear time-frame or deadline, such as having to be completed by a specific date, or within a specific period?

For a standard to be satisfactory it should comply with all of the above requirements. The following table will help clarify what is meant by SMART standards.

Service Standards Selection Criteria	Current Service Standards (an example of an inadequate standard)	Why the Current Standard is Inadequate	Proposed Revised Standard.
<b>Specific</b>	Passport applications will be processed efficiently	This may appear to be a specific standard as it refers to passport applications, and it may even be achievable and realistic, but it is not measurable or time-bound	All passport applications will be processed within 6 weeks
<b>Measurable</b>	Lists of services should be displayed on all notice boards	Again this seems to be specific, realistic and achievable, but it is not measurable as	The list of 10 services offered will be displayed on notice boards at 150 labour



		neither the list of services or the number of notice boards is provided	centres throughout the country
<b>Achievable</b>	Patients visiting the clinic will be seen within 10 minutes	This is specific and measurable, but is it achievable and realistic? If not, the target might not be met	All emergency patients will be seen within 10 minutes
<b>Realistic</b>	All applications for ID documents will be processed immediately	This is neither realistic achievable or measurable, although it is specific and time-bound	All ID applications will be processed within 6 weeks
<b>Time-bound</b>	The annual report will be produced each year	This is specific, measurable, realistic and achievable, but a specific deadline is missing	The annual report for 2006 for the Department of Transport will be produced by 30 March 2007

## 11 Q Q T C STANDARDS

A simple and effective way of setting standards is to use Quantity, Quality, Time and Cost as a guideline. This will ensure that your standards are SMART.

For example, "All passport applications will be processed within 6 weeks."

- **Quantity**

All applications. The Quantity standard will specify a definite amount, such as 40%, 500 individuals, 30 vehicles, etc.

- **Quality**

In compliance with international best practices, in other words the output must look like a passport. The Quality standard often presents difficulties, but it is really quite simple: most professions such as health care, education, engineering, etc, have professional quality standards, such as operational procedures, hygiene, ISO and SABS, and these are clearly identifiable. While these standards are extremely important for achieving excellence in service delivery, they are not the standards we require for service delivery IMPROVEMENT. Within the context of service delivery improvement, these quality standards can virtually be taken for granted, as they stay the same, year in and year out. The purpose of these standards is to make the quality of service delivery predictable and to ensure that it conforms to specific requirements.

But in service delivery IMPROVEMENT we want a quality standard that can be raised each year to ensure continuous improvement: it is the "how" of service delivery that we

wish to measure. In other words: “How will we behave while delivering or providing the service?” This is where the *Batho Pele* principles come in. We suggest that they be used consistently for all services as a quality standard, the only proviso being that mechanisms to measure them must be put in place, such as Complaints Desks, Citizens Surveys, Focus Groups, etc. “Value for money” is achievable if the relevant Quantity is provided at the right Quality, within the given Time-frame and budget or Cost provision.

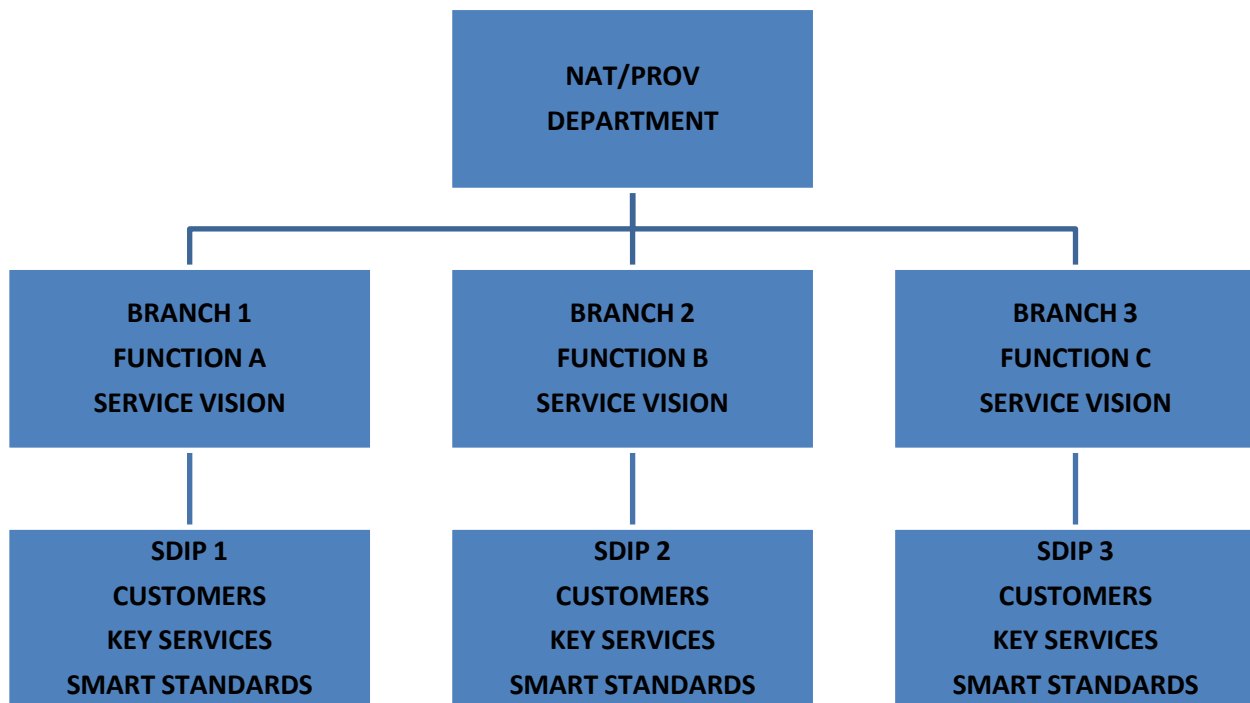
### **Measuring the Batho Pele Principles**

The following questions may help in establishing measurable standards or actions to improve service delivery against the *Batho Pele* Principles:

- 1) **Consultation:** How do we consult our service beneficiaries?
- 2) **Access:** How do our service beneficiaries access us?
- 3) **Information:** What information do we provide on our services and how do we provide it?
- 4) **Openness and Transparency:** How do we gauge whether we are open and transparent?
- 5) **Courtesy:** How do we measure courtesy? (Complaints Desk, Citizen Satisfaction Surveys, etc)
- 6) **Redress:** What mechanisms are in place to ensure redress?
- 7) **Value for Money:** How do we gauge value for money? (how economic and efficient are we when providing the services?)

- **Time:** Within 6 weeks, which is easily measurable
- **Cost:** Within the budget provisions

## **12 GUIDELINES FOR DEVELOPING A DEPARTMENTAL SDIP**



**Fig 6: Guidelines for a Departmental Service Delivery Improvement Plan**

Figure 6 above, depicts how the SDIP of the relevant national or provincial department is drafted. The departmental SDIP comprises the SDIPs of each of its branches, divisions, components or directorates, etc.

The National Department of Education, for example, provides services to the provinces, and it does so through its branches, namely:

- General Education and Training;
- Further Education and Training;
- Higher Education;
- Quality Promotion and Development;
- Systems Planning and Monitoring; and
- Administration.

Each of these branches has its own service beneficiaries, which may be the same or similar for some of the branches, but the National Department of Education does not provide services direct to learners at primary, secondary or tertiary levels. For that matter, it is the provincial departments of education that provide Department of Education's services direct to the learners.

### **13 CONTINUOUS IMPROVEMENT**

The goal of SDIPs is to provide a mechanism for CONTINUOUS, incremental improvement in service delivery. For this reason SDIPs must be credible, effective and, above all, realistic. It is pointless setting unrealistic service standards for which one has neither the financial or human resources, or setting targets for raising levels of citizen satisfaction that cannot be achieved, for example, wanting to raise citizens satisfaction levels by 100% over the next year: it simply cannot be achieved.

It is far better to set SMART standards that will ensure steady and continuous improvement in service delivery, anchored in the service beneficiaries' priorities for service delivery improvement.

One needs to guard against the notion that SDIPs are simply another version of operational plans. Having an SDIP does not mean that one can afford to neglect one's operational plans. SDIPs help one focus on those KEY services within the operational plan which have been identified for special attention and improvement: it's 'business as usual' except one has undertaken to raise the bar in respect of specific services.

## **14 GROUP WORK**

- 14.1 Develop an effective, realistic and credible SDIP for your Department/Branch/Division with service standards conforming to the Q Q T C requirements.
- 14.2 Present and explain the SDIP template to a service provider such as National or Provincial Department. How would you help them set standards for the *Batho Pele* Principles?

## **15. ANNEXURE**

- A EXERCISE
- B SDIP EXAMPLE

**Annexure A**

**EXERCISE**

The following exercise will help you to develop guidelines for your SDIP – there are no right or wrong answers, simply put down the information you have at present:

**14.3 Where are we now in terms of service delivery?**

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**Step 1: Identify our current services**

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**Step 2: Who are our service beneficiaries?**

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**14.4 Where do our Customers want us to be?**

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**Step 3: Do we have a service vision?**

YES	NO
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**What is our service vision / what should it be?**

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**Step 4: What are our service priorities?**

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**Step 5: What are our service standards?**

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**14.5 How will we get where our Customers want us to be?**

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**Step 6: Develop a plan**

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**14.6 How will we make it happen?**

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**Step 7: How are we going to implement the plan?**

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**Step 8: How do we monitor service delivery?**

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**Step 9: How do we incentivise/reward hard-working staff?**

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**ANNEXURE B SDIP TEMPLATE**

**SDIP FOR: DEPARTMENT OF LAND AFFAIRS**

**Vision:** Provide the service vision of the department/branch/division.

**Mission:** Explain “How” the vision will be achieved.

KEY SERVICE	SERVICE BENEFICIARY	CURRENT STANDARD		DESIRED STANDARD	
Provide grants to facilitate access to land	Landless and Tenure insecure individuals and communities	<b>Quantity:</b>	4% of the 30% target has been redistributed to date	<b>Quantity:</b>	2,5 million hectares of white-owned land to be distributed by March 2008
		<b>Quality:</b>		<b>Quality:</b>	
		<ul style="list-style-type: none"> <li>• Consultation</li> </ul>	Monthly meetings and to consult as when additional information is required to address the needs	<ul style="list-style-type: none"> <li>• Consultation</li> </ul>	Arrange meeting to share achievements of milestones as per project cycle with effect from September 2007
		<ul style="list-style-type: none"> <li>• Access</li> </ul>	District offices provide services in collaboration with municipalities	<ul style="list-style-type: none"> <li>• Access</li> </ul>	Municipal/tribal offices/MPCC will be used to increase access from April 2007.  Implement pro-active land acquisition strategy effective from June 2007

		<ul style="list-style-type: none"> <li>• Courtesy</li> </ul>	<p>90% of enquiries responded to within 7 days</p> <p>Public Service Code of Conduct enforced.</p>	<ul style="list-style-type: none"> <li>• Courtesy</li> </ul>	<p>100% of enquiries responded to within 7 days</p> <p>Train staff on customer care by October 2007</p>
		<ul style="list-style-type: none"> <li>• Open &amp; Transparency</li> </ul>	<p>Staff wear name tags</p> <p>Annual report is distributed to clients</p>	<ul style="list-style-type: none"> <li>• Open &amp; Transparency</li> </ul>	<p>Distribute information booklets to clients on quarterly basis</p> <p>Display names and photo of institutional managers at service delivery points by July 2007.</p>
		<ul style="list-style-type: none"> <li>• Information</li> </ul>	<p>Distribution of pamphlets on land reform products to municipalities and MPCCs.</p> <p>Exhibition at national events.</p> <p>Media personnel invited to hand over celebrations</p>	<ul style="list-style-type: none"> <li>• Information</li> </ul>	<p>Profile land reform success stories in land News magazine/other media effective from June 2007.</p>
		<ul style="list-style-type: none"> <li>• Redress</li> </ul>	<p>Meetings are used as a platform to address complaints.</p> <p>Complaints are noted and addressed via district managers or chief directors office</p>	<ul style="list-style-type: none"> <li>• Redress</li> </ul>	<p>Resolve complaints within 14 days.</p>

		<ul style="list-style-type: none"> <li>Value for Money</li> </ul>	<ul style="list-style-type: none"> <li>Conduct valuations and negotiations to ascertain fair price of land acquired on behalf of communities</li> <li>Decentralized authorizing structures for the release of the land reform grants</li> </ul>	<ul style="list-style-type: none"> <li>Value for Money</li> </ul>	<ul style="list-style-type: none"> <li>experts to assist with quality management by July 2007</li> <li>Develop and implement demand management plans by April 2007</li> </ul>
		<b>Time:</b>	<ul style="list-style-type: none"> <li>Application for grants are processed within 6-10 months</li> <li>Disputed labour tenants claims settled between 18 -24 months</li> </ul> <p>Conversion to ownership completed within 12 – 36 months</p>	<b>Time:</b>	Improve the existing turnaround times by March 08
		<b>Cost:</b>	The service is provided free of charge	<b>Cost:</b>	Maintain current standard
		<b>Human Resources:</b>	512 employees provide this service including other services	<b>Human Resources:</b>	Fill 199 posts by March 08 to speed up delivery