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**THE BATHO PELE PROGRAMME AND POLICY-MAKING IN THE NORTH  
WEST PROVINCE**

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## ABSTRACT

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The new political dispensation has posed many challenges and opportunities to South Africa's national, provincial as well as local government. The democratic breakthrough of April 1994 signalled the government's commitment to society. This is namely a commitment to create a space for every member of society to participate in building a new democratic state, a state whose foundation is the respect for human rights and human development.

In these times and climate that compels all public institutions, elected representatives and public officials to execute the constitutional mandate, the North West Province government, as part of a broader strategic component of service delivery, has been facing complex challenges since its inauguration in 1994. The North West Province adopted the Batho Pele programme in 1998 after it was introduced in 1997 by the national Department of Public Service and Administration (DPSA). This programme was aimed at improving service delivery levels countrywide.

The challenge for the North West provincial government in determining its performance in relation to satisfy the ever-escalating community demands and needs, is increasingly not only about the resources it dispenses from a limited public purse. Its policy-making process in the context of the Batho Pele programme remains crucial. In this respect, the primary focus of this study was therefore to offer public policy guidelines to strengthen the implementation, evaluation and monitoring of the Batho Pele programme as a policy statement of the North West Province government.

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This was a limited study with subsections intended essentially to elaborate and supplement the emphasis of the main chapters. The method of investigation was primarily based on the literature, which played a pivotal role in the process to complete the project. In addition, informal and formal interviews were conducted with public officials to seek clarity on certain issues. It hugely assisted in fortifying the information already acquired.

From the analysis, the following issues for consideration emerged. The observation, over and above the conventional limitations associated with any public policy analysis, and the integrated and comprehensive approach of policy management and development, dominated the entire project. The next point of analysis of the Batho Pele programme in the North West Province indicated that it was important to treat the four traditional elements of public policy as interdependent aspects of public policy-making.

However, having observed all these defects, pockets of success in ensuring that the North West Province meet its constitutional mandate of providing goods and services such as housing, education, transportation, electricity, employment opportunities, infrastructure development, health-care and sanitation, have been noted. Simply, the management of the Batho Pele programme has not been entirely unsuccessful.

Finally, the hypothesis that for the successful execution of the Batho Pele programme a holistic and integrated public policy-making is necessary was tested.

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## OPSOMING

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Die nuwe politieke bedeling het die Suid-Afrikaanse nasionale, provinsiale sowel as plaaslike regerings voor vele uitdagings en geleenthede te staan gebring. Die demokratiese deurbraak van April 1994 het die regering se verbintenis tot die gemeenskap ingelui. Dit is naamlik 'n verbintenis om ruimte vir elke lid van die gemeenskap te skep om deel te neem aan die bou van 'n demokratiese staat, 'n staat waarvan die fondament respek vir menseregte en menslike ontwikkeling is.

In hierdie tye en klimaat word alle openbare instellings, verkose verteenwoordigers en openbare amptenare gedwing om die konstitusionele mandaat tot uitvoering te bring as deel van 'n breër strategiese komponent van dienslewering. Sedert die inhuldiging van die nuwe regering in 1994 word hulle met moeilike uitdagings gekonfronteer. Die Noordwes Provinsie het in 1998 die Batho Pele-program aanvaar nadat dit in 1997 deur die nasionale Departement van Openbare Diens en Administrasie aangekondig is. Die program is gemik op die verbetering van dienslewering landwyd.

Met betrekking tot die bevrediging van immer stygende gemeenskapseise en -behoeftes, is die uitdaging vir die Noordwes Provinsie se regering toenemend nie net die wyse waarop dit sy bronne vanuit 'n beperkte openbare beursie gebruik nie. Sy beleid in die konteks van die Batho Pele-program bly naamlik sentraal. In dié verband was die primêre fokus van die studie om openbare beleidsriglyne daar te stel om die implementering, evaluering en monitering van die Batho Pele-program te versterk tot 'n beleidsdokument van die Noordwes provinsiale regering.

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Hierdie was 'n beperkte studie met subafdelings wat hoofsaaklik daarop gemik was om die fokus van die hoofafdelings (hoofstukke) aan te vul. Die metode van ondersoek het hoofsaaklik staat gemaak op die beskikbare literatuur, wat 'n beslissende rol gespeel het in die proses om hierdie projek te voltooi. Verder is formele en informele onderhoude met openbare amptenare gevoer om sekerheid oor sekere sake te verkry. Dit het grootliks bygedra om die inligting wat uit die literatuur verkry is, te versterk.

Uit die ontleding het die volgende sake vir oorweging na vore gekom. Die waarneming, bo en behalwe die gewone beperkings wat met enige openbare beleidsontleding saamgaan, asook die geïntegreerde en omvattende benadering tot beleidsbestuur en -ontwikkeling, het die hele projek oorheers. Die volgende ontledingspunt van die Batho Pele-program in die Noordwes Provinsie het aangedui dat dit belangrik is om al vier die tradisionele elemente van openbare beleid as interafhanklike aspekte van openbare beleidmaking te beskou.

Nadat al die tekortkomings waargeneem is, het sekere areas van sukses in die poging van die Noordwes Provinsie om sy konstitusionele mandaat van die lewering van goedere en dienste soos behuising, opvoeding, vervoer, elektrisiteit, werkverskaffingsgeleenthede, infrastruktuurontwikkeling, gesondheidsorg en sanitasie uit te voer, na vore gekom. Eenvoudig gestel, was die bestuur van die Batho Pele-program nie totaal onsuksesvol nie.

In die laaste plek is die hipotese dat vir die suksesvolle uitvoering van die Batho Pele-program 'n holistiese en geïntegreerde beleid nodig is, getoets.

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**INTRODUCTION AND PROBLEM STATEMENT****1.1 Orientation and problem statement**

The North West provincial government has a constitutional mandate to address community needs and demands by providing public goods and services that include, among others, housing, clean water, education, health-care, electricity, sanitation, telecommunication and transportation. For goods and services to be delivered efficiently, effectively and economically affordable, many resources, such as finances, are required. More specifically, a broad framework to regulate the provision of goods and services, including the conduct of public officials, elected representatives and government institutions, is vital.

Accordingly, a broad framework would enable the provincial government to translate its constitutional intent by mitigating the ever-escalating community needs and demands from a limited public purse. In this respect, the national government launched the Batho Pele programme in 1997, which is binding on all nine (9) provincial governments in the Republic of South Africa and which is intended to improve the quality of service delivery (South Africa, 1997).

Therefore, the Batho Pele programme became a public policy statement of the North West Province in 1998, offering the provincial government an opportunity to address community wishes and aspirations and to enhance its capacity to promote the general welfare of communities. This meant that the promotion of service excellence in the public sector would be encouraged. The Batho Pele programme introduced measures to counteract poverty, crime, lack of education and housing, as well as other social and economic deficits that have hampered communities for decades.

For the Batho Pele programme to succeed, the North West provincial government will have to ensure that this programme is implemented according to sound theoretical principles.

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The programme suggests specific guidelines to be followed to secure its successful implementation. These guidelines can be found in public policy-making. It is therefore important to analyse public policy-making, which can then be used as guidelines for the North West provincial government to implement the Batho Pele programme successfully. To identify the guidelines, answers to specific questions will have to be found. These questions are:

- ❖ What legislation has been promulgated to determine and describe the Batho Pele programme?
- ❖ What does the Batho Pele programme constitute?
- ❖ What guidelines could the province follow in order to implement the programme successfully?

## **1.2 Objectives of the study**

The primary objective of this study was to examine and analyse the principles of the Batho Pele programme and to indicate how the programme could play a role in increasing effective, efficient and economically affordable service delivery. The vision, mission and principles of the programme will be illuminated and its implementation, monitoring and evaluation will also be discussed.

One of the points of departure of the implementation of the Batho Pele programme is to understand a community profile of the area. This will act as a road map to determine the needs and demands of the community. By means of the information gathered during the process of community profiling, the North West provincial government was able to determine the needs and demands of a community and how these could be satisfied through a programme such as Batho Pele. The importance of the policy-making process will also be discussed because it provides a theoretical framework that could be followed to secure an effective, efficient and economically viable implementation of the Batho Pele programme.

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It merits noting that should one of the steps of policy-making be underestimated or ignored, a programme such as Batho Pele might not be implemented in an efficient and effective way. The objective of the mini-dissertation is therefore to explain the Batho Pele programme as well as public policy-making so that the North West provincial government could determine whether the implementation of the programme is in fact on the right track.

### **1.3 Central theoretical statement**

The Batho Pele programme could effectively and efficiently be implemented in the North West Province should the guidelines provided by public policy-making be properly followed.

### **1.4 Method of investigation**

The North West provincial government reports and literature played an important role in the completion of this mini-dissertation. A computer search for relevant information was conducted to supplement materials already accumulated. A preliminary inquiry on materials, government reports and literature revealed that there was an abundance of information regarding this study.

#### **1.4.1 Database**

The following database was analyzed to ascertain the availability of the study material for the purpose of this research:

- ❖ Catalogue of Dissertations and Theses of S. A. Universities (GKPV)
- ❖ Nexus (HSRC)
- ❖ University Info-auditorium and South African Indices: NICS S.A.

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#### **1.4.2 Design**

Formal and informal interviews with North West provincial government officials were conducted. The primary aim was to determine what the Batho Pele programme entailed and secondly the guidelines that should be followed to successfully implement this programme.

#### **1.4.3 Respondents**

Structured interviews were conducted with politicians and officials responsible for the implementation of the Batho Pele programme.

#### **1.4.4 Procedure**

A literature review was undertaken to determine what the Batho Pele programme entails and to present an explanation of the programme as a public policy statement of the North West Province. This approach formed the theoretical foundation of the mini-dissertation.

#### **1.5 Division of chapters**

The mini-dissertation consists of the following chapters:

Chapter 1: Introduction and problem statement

Chapter 2: Community profile of the North West Province

Chapter 3: Government policies on the Batho Pele programme

Chapter 4: The role of public policy-making in the implementation of the Batho Pele programme

Chapter 5: Conclusion, evaluation and recommendations

Bibliography

**COMMUNITY PROFILE OF THE NORTH WEST PROVINCE****2.1 Introduction**

The North West Province, which constitutes 5% of South Africa, was established in 1994 as an entity of the democratic and a unitary state of the Republic of South Africa. It is a province without autonomous powers or independent status and draws its mandate from the country's Constitution of 1996 (South Africa: 1996). The province has its own community profile, which gives it a unique character. This unique profile has a particular effect on the way the national Batho Pele programme is to be implemented.

It is thus important to describe the profile of the North West Province in order to understand the dynamics of the Batho Pele programme and service delivery in general. The profile will highlight the service delivery problems encountered and what the provincial government is required to do for the purpose of improving the capacity of service delivery. The community profile will indicate the social and economic dimensions of the province, which will be used as background for the following discussions.

A complete profile of the North West Province is not presented because of the limited length of a mini-dissertation. Only the more important aspects of the community profile were therefore discussed. This discussion will form a point of departure in order to determine the implementation of the Batho Pele programme.

**2.2 Profiling as a point of departure**

The North West Province has since its establishment in 1994 grown at a steady pace. The population has increased from 3,54 million in 1994 to approximately 3,6 million citizens in 2002. The North West Province is still growing steadily in population, which will have a direct effect on service delivery.

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This growth in population means that more resources will be needed to accommodate the growing population and that the delivery of services will increase rapidly. The latter will be based on the current needs and demands of the community. These needs and demands can only be determined by means of a community profile. A community profile will provide data on aspects such as the level of poverty, age profile, rate of crime, and social and economic activities of the community (Iatridis, 1994:186).

With knowledge about the profile of the community, the provincial government will be able to plan for the successful implementation of the Batho Pele programme. A community profile will also present information on the values, needs and current perceptions within the community, which will add value to the understanding of the community profile (Iatridis, 1994:186). This information will also play a critical role in the planning process for the implementation of the Batho Pele programme and will further lay the foundation for better quality services at an affordable level.

In this respect, the government will be able to plan, not only for the physical, but also for the psychological needs and demands of the community. It therefore means that to make the Batho Pele programme a successful project, an accurate profile of the North West Province is necessary. A community profile should therefore be a point of departure in determining service delivery. A comprehensive community profile will indicate to all government institutions the needs and demands of the community as well as other priorities.

### **2.3 Defining the term “community profile”**

The term community profile means a “comprehensive description of the needs and demands of a population or a community and the resources that are present within that community, executed with the active participation of the community itself, with the ultimate intent of developing an action plan or other diverse methods geared for the improvement of the quality of life in the community” (Hawtin, Hughes & Percy-Smith, 1995: 5).



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For the purpose of this study, a community profile is viewed as the theoretical framework that can be used to comprehensively determine the immediate needs and priorities of a given community. The term "comprehensive" is usually used to indicate a holistic approach undertaken to determine the needs and demands within a particular community. It is also applied to highlight the diversity of the projects that can be initiated by different organisations using such a profile, including communities, government institutions as well as non-governmental organisations.

Hawtin *et al.* (1995:5) state that when a community profile is undertaken, the following questions need to be asked:

- ❖ What is the purpose of the profile?
- ❖ Who is initiating the profile?
- ❖ To what extent is the community involved?
- ❖ What is the scope of the exercise?

The binary concept of community profiling can be described as a diverse range of projects, initiated and undertaken by different organisations, including communities, statutory institutions and non-governmental organisations. In its broadest sense, community profiling covers both the resources and needs, including issues that could have a specific effect on the community (Hawtin *et al.*, 1995: 5).

A unique characteristic of community profiling is the extent to which the community is involved in order to obtain its own developmental goals (Hawtin *et al.*, 1995: 5). Khan (1994: 51) states that the community can get involved in a community profile when they actively take part in the following process:

- ❖ Identification of the problems within the community;
- ❖ ranking the problems according to its importance to the people within the community;

- 
- ❖ development of strategies that could be used to address each of the problems;
  - ❖ evaluation of the effectiveness and efficiency of each of the developed strategies;
  - ❖ selection of the strategies that will be given priority; and
  - ❖ evaluation of the effects of each strategy to eradicate the problem.

With the help of a community, all government institutions will be able to undertake such a profile with success.

## **2.4 What does community profiling mean?**

Much of community work today, if not all, is based on the institution continuously collaborating with communities in developing programmes aimed at providing services to meet the ever-escalating demands and needs (Broy, 1982: 28). A community must get involved in determining its own future and it should effectively get involved in the implementation of programmes to satisfy its needs and demands.

According to Ngatsane (1993:6), community work is action-oriented, implying that community work is intended to result in community improvement for all members of the community in a geographical area. In other words, community projects have its orientation in the properly established and reputable traditions of society. That is, there are usually people in each community that have an unflinching commitment to the notion that working together could effect social change with minimal hiccups.

With respect to a profoundly entrenched African tradition, working together has always been a pivotal means of doing things, be it the enhancement of livelihood activities such as harvesting fields, planting crops, erecting huts or protecting the village from intruders. Undoubtedly, these activities have always been a product of a collective effort by the entire community.

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Briefly, working together, or *letsema* as it is called in Setswana, has always occupied the top of the agenda as a popular method of development in the African tradition. A realistic approach to community development is to know what the community is engaged in and what its requirements are (Ngatsane, 1993:6).

#### **2.4.1 The importance of community profiling**

Voluntary, or community organisations, usually use community profiling exercises as a handle to demonstrate that the community has needs and demands that have not been adequately addressed, or that there is a total lack of services and resources. Hawtin *et al.* (1995:11) indicate that the concern would be directly addressed at service providers. In this instance, the concern will be directed to the North West provincial government where public goods and services are intrinsic in its programme.

In this sense, a community profile would be of critical importance to the provincial government, because it seems that the Batho Pele programme is not achieving its purpose. A community profile is, however, not the sole responsibility of government institutions. Ngatsane (1993:6) highlights reasons why community-based organizations (CBOs) and non-governmental organisations (NGOs) are also inevitably required to conduct community profiles.

These organisations gather valuable information on the following:

- ❖ the nature and extent of demands and needs in a specific community;
- ❖ existing resources and facilities in a community;
- ❖ specific community problems;
- ❖ performance indicators for intervention programmes that should be launched; and
- ❖ the provision of a platform intended to trigger a process of active community participation.

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Community profiling conducted by community organisations would hold policy-makers, such as the North West provincial government, accountable to its constituency for determining the level of the realisation of the promises to the community. As stated already, through community profiling a baseline for determining the effectiveness and efficiency levels of service delivery by government departments can be measured.

In addition, community profiling could also be used as a mechanism for community or voluntary groups to assess the relevance of their activities within the community (Hawtin *et al.*, 1995:12).

With this discussion in mind, a community profile of the financial or economic aspects of the North West Province has been undertaken. Due to the limitations of a mini-dissertation, as mentioned earlier, a complete profile was not conducted. A financial or economic profile would, however, give the provincial government an indication of whether communities would be able to pay for services in order to implement the Batho Pele programme.

The provincial government as a future comprehensive entity should thus conduct an additional study, concentrating on all the elements of community profiling. This would lay the foundation for the implementation of the Batho Pele programme.

The community profile of the North West Province will be discussed next.

## **2.5 The North West Province community profile**

The North West Province community profile covers areas such as population, gender and age distribution, and economic indicators. From this information a macro-perspective on the province will emerge. For the purpose of determining the needs and demands of the community, it will be of great use.

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### 2.5.1 Population distribution

The population of the North West Province, as recorded by the previous census, is approximately 3,54 million people, which is reflective of 8,3% of South Africa's total population. Some 50,8% are females, which is in line with the national percentage of 51,9%. The population distribution between the urban and rural areas is 65% rural and 35% urbanised. Within the South African national context the distribution is 46% rural and 54% urbanised. The North West Province could thus be classified as predominantly rural (Estimates of Revenue and Expenditure: March 31, 2003).

This predominance of rural areas will have a detrimental effect on the implementation of the Batho Pele programme because the needs and demands of rural areas differ from those of urban areas. It is for instance much more difficult (and more costly) to provide people in rural areas with water and electricity than those in urban areas.

### 2.5.2 Gender and age distribution

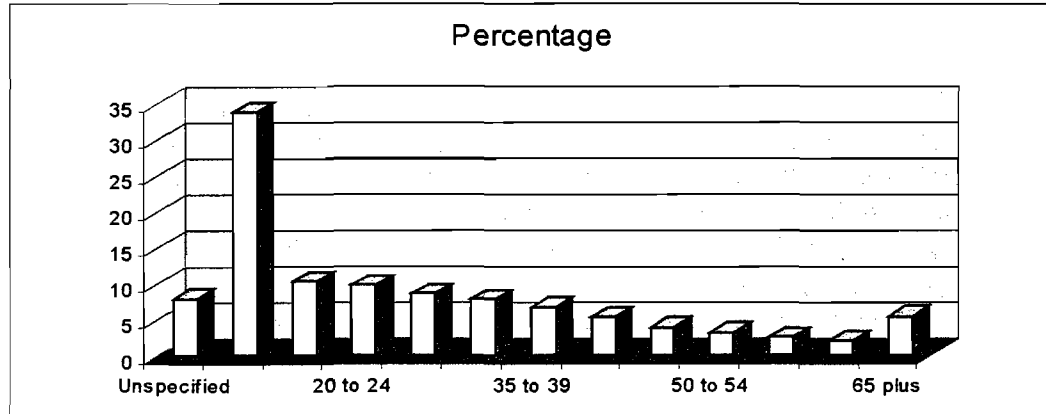
An analysis of the gender compilation and age distribution of the population of the province has been undertaken to establish the profile in the province in this regard.

**Table 2.1: Gender profile of the population (1) (South Africa: March 31, 2002).**

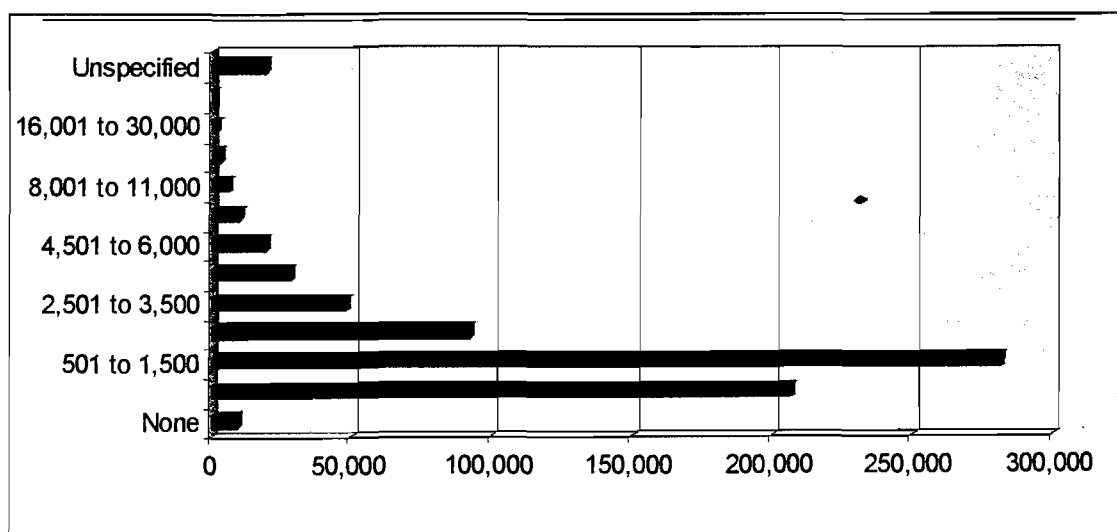
<u>Age group</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Percentage</u>
Specified	15,282	12,517	27,799	8,0
Below 15	564,313	572,150	1,136,463	33,9
15 to 19	171,567	178,346	349,913	10,4
20 to 24	158,223	172,756	330,979	9,9
25 to 29	140,458	148,763	289,221	8,6
30 to 34	131,257	129,656	260,913	7,8
35 to 39	118,240	108,094	226,334	6,7
40 to 44	92,607	87,071	179,678	5,4
45 to 49	69,795	65,533	135,328	4,0
50 to 54	53,690	55,262	108,952	3,2
55 to 59	41,039	44,197	85,236	2,5
60 to 64	30,064	38,785	68,849	2,0
65 plus	63,318	104,378	167,696	5,5

The statistics indicate that the population of the province can be regarded as young, with 33,9% under the age of 15 and 44,3% under the age of 19. The age group 60 and above consists of a mere 7,7% of the population of the province.

**Graphically the statistics regarding the gender compilation of the province can be indicated as follows:**



The fact that more than 44% of the population is under the age of 19 will have an important effect on service delivery in the province. When implementing the Batho Pele programme this trend should be taken into account. Services that are relevant to younger people should receive priority. The establishment of school and sport facilities is for instance more important than the building of old age homes and hospitals.



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**Table 2.2: Gender profile of the population (2) (South Africa, March 31, 2002):**

### **2.5.3 Economic indicators of the North West Province**

The economic indicators are, for the purpose of this mini-dissertation, confined to the monthly income of the population. The income will give an indication of the welfare of the people in the province and will further indicate whether people are in a financial position to pay for services rendered, thus assisting in the implementation of the Batho Pele programme.

**Table 2.3: Economic indicators of the population (1) (South Africa: March 31, 2002).**

<u>Monthly income (R)</u>	<u>Number</u>
None	9,509
1 to 500	206,680
501 to 1,500	281,289
1,501 to 2,500	92,223
2,501 to 3,500	47,934
3,501 to 4,500	27,929
4,501 to 6,000	19,710
6,001 to 8,000	9,765
8,001 to 11,000	5,692
11,001 to 16,000	2,909
16,001 to 30,000	1,574
30,001+	7,38
Unspecified	19254,0

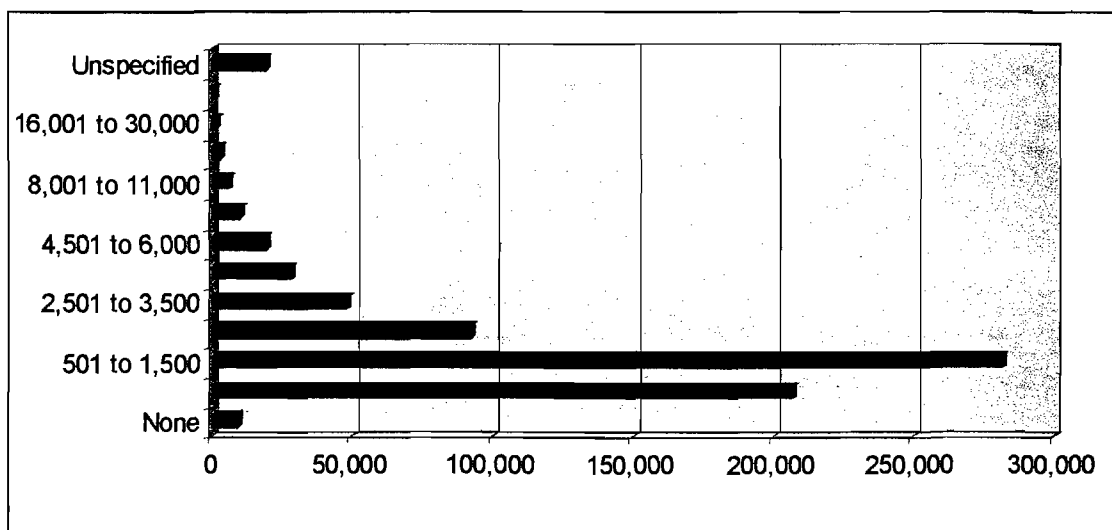
The statistics, as indicated in Table 2.3 (1) regarding the income of the population as given by the Revenue and Estimates of Expenditure for the year ending March 31, 2002, reflect the disparities between the income levels of the population. More than 30,6% of the population has an income of less than R500, 00 a month, while more than 63,60% of the population has an income of less than R3500, 00 a month.

This means that the economic wealth of the North West Province is under-average and the province could be regarded as an economically poor area. This means that a large percentage of the population would find it difficult to pay for services delivered by the various provincial departments.

A project such as the Batho Pele programme would therefore have to be implemented without real financial assistance from the people. This would have a definite impact on the quality and quantity of service delivery.

Graphically, the statistics regarding the income of the population can be indicated as follows:

**Graph 2.4: Economic indicators of the population (2)**



#### 2.5.4 Economic activities of the population

The economic activities of the population in the North West Province can largely be divided into nine sectors of activities, as indicated in the following table: **Table 2.5: Economy-related activities of the population (1) (South Africa: March, 2002).**

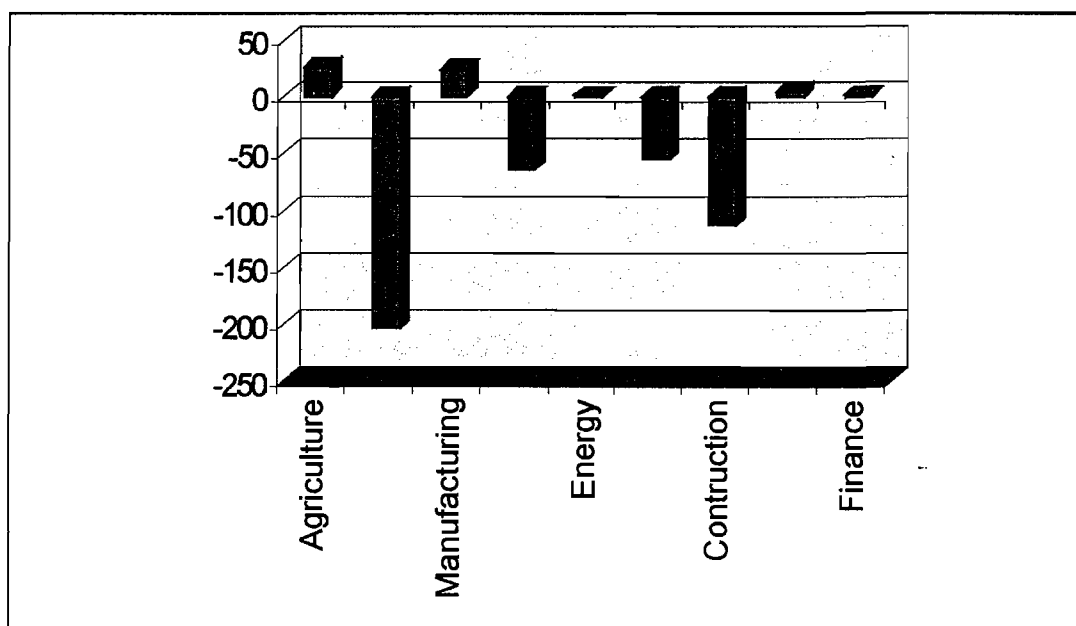
Sector	Percentage
Agriculture	26
Mining	-203
Manufacturing	24
Trade and Commerce	-64
Energy	2
Transport	-56
Construction	-112
Services	5
Finance	1



Table 2.5 (1) indicates that in all major sectors of the economy, a tiny fraction of 1% is concentrated in the finance sector.

The agricultural sector (26%) represents the main activity of the population in the North West Province. These statistics are important for the provincial government and should give an indication where development should take place to create job opportunities. Graphically, the statistics regarding the economic activities of the population can be indicated as follows:

**Table 2.6: Economy-related activities of the population (2).**



## **2.6 Summary of the North West Province census**

Statistics South Africa conducted a more comprehensive profile of the economic activities of the province for the period from 1996 to date. Their findings present the following profile for the province:

- ❖ The North West Province has approximately 3,54 million or 29 persons per square kilometer.
- ❖ There are more females (50,8%) than males (49,1%) in this province.

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- ❖ The age group 16 to 35 represents 36% of the North West Province's total population.
  - ❖ Some 5% of the population are 65 years and older.
  - ❖ Some 35% of the population (15 years and older) are illiterate.
  - ❖ Amongst those aged 15 to 65 years, 38% are unemployed.
  - ❖ Setswana is spoken by 67%, followed by Afrikaans (7%) and isiXhosa (5%).
  - ❖ Approximately 60% of households live in houses on separate stands, 7% live in traditional dwellings, and 22% live in informal settlements or shacks.
  - ❖ Some 37% of households use paraffin as the main source of energy for cooking.
  - ❖ Some 33% of households use electricity for cooking.
  - ❖ Some 55% of households use a pit latrine as toilet facility.
  - ❖ Some 32% of households use a public tap as the main source of water supply.
  - ❖ Some 29% of households have piped water in the dwelling and 20% make use of piped water on site.
  - ❖ Some 52% of households have their own refuse dump.
  - ❖ Some 35% of households have refuse removed by a local authority at least once a week.

This profile is representative of people in need of service delivery, which the North West Province should provide. The Batho Pele programme in this province should concentrate on these aspects and only then the successful implementation of the programme could be guaranteed. Obviously the Batho Pele programme would have to concentrate on the following, namely to address:

- ❖ the needs of the age group 16 to 35, which represents 36% of the North West Province's total population;
  - ❖ unemployment, due to the fact that 38% of the population is unemployed;
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- ❖ the housing issue, due to the fact that almost 40% of households live in shacks;
  - ❖ the provision of electricity, due to the fact that only 33% of households use electricity;
  - ❖ the sanitation infrastructure, because 55% of households use a pit latrine as toilet facility;
  - ❖ the delivery of a better water supply system, because 32% of households use a public tap as the main source of water supply; and
  - ❖ the situation of refuse removal, because only 52% of households have their own refuse dump and only 35% of the households have their refuse removed once a week.

The North West provincial government should provide the means for development and should also determine policy to uplift the living conditions of the people. It is primarily an effort to address the developmental needs and demands of the poorest section of the North West Province community, particularly in respect of achieving acceptable levels of housing, nutrition, and security. It should prepare the environment for emerging entrepreneurs in the agricultural, conservation and environment sectors, thereby reducing past imbalances that are still prevalent.

A balance between the rich and the poor is a long-term policy that should be achieved through appropriate strides. To meet community needs and demands in the North West Province, the North West Province government has to focus on priorities of accelerating sustainable and integrated rural development as part of the broader attack on poverty. The Batho Pele programme has to play an important role in achieving the above.

This section has dealt with aspects that are crucial for any planning process for the North West provincial government. It provides an overview of the main components that should be considered for annual budget planning and it further explains the provincial government's strategic policies that are to be met from the budget.

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During the period 1998-2002 the provincial government identified the following broad priorities in its quest to improving the quality of life for its communities (Report to Citizens, 1994-2000:14):

- ❖ job creation with the emphasis on promoting the economic growth;
- ❖ enhancing access to economic opportunities and alleviating poverty;
- ❖ developing physical infrastructure with the emphasis on improving maintenance of state infrastructure;
- ❖ enhancing skills development with the emphasis on improving the low skills base;
- ❖ instituting an appropriate mechanism for crime prevention, particularly in the public sector; and
- ❖ developing an appropriate strategy to combat HIV/AIDS and other related diseases.

The North West provincial government has also prioritised the needs of the people.

## **2.7 Provincial focus areas to address service delivery**

The North West provincial government has identified specific areas that need to be addressed to attend to the needs of the communities. These areas are the following (Report to Citizens, 1994-2000).

<b>STRATEGIC PILLARS AND KEY FOCUSED AREAS</b>		
<b>STRATEGIC PILLARS PRIORITY</b>	<b>KEY FOCUSED AREAS</b>	
Economic development	Job creation	25%
Optimal governance	Public service transformation	21%
Physical service delivery	Infrastructure development	20%
Human capital formation	Skills training	20%
Safety and security	Crime prevention	17%
Social service delivery	Combating HIV/AIDS	17%

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The North West provincial government allocated 47% of its annual budget to address the needs of communities. Whether this amount was sufficient, remains to be seen. The needs and demands of the people, as discussed, are comprehensive and all steps should be taken to spend the available money on service delivery in order for the Batho Pele programme to be successful. The provincial government should analyse these priorities and compare them with the actual needs of the people as determined by the process of community profiling.

## **2.8 Conclusion**

The implementation of the Batho Pele programme is a daunting task. It therefore requires all efforts from the transformed civil service machinery, active community participation, the private sector and most importantly, the willingness of political authorities to assist in the implementation of government public policies. The first major task at the beginning of the first term (1994 – 1999) of the North West provincial government focused on welding together the various administrations and functions that the provincial government had inherited from the Apartheid era into a unified entity.

This was followed by a complex task and protracted rationalisation process, which among others involved aligning all government institutions with the mandate, vision and mission of the new government. The North West provincial government had thus to find ways of increasing the effectiveness and efficiency of delivering quality services to all communities. This required putting in place new legislation, structures, institutions, policies as well as procedures in line with the priorities of the new government.

Thus a solid foundation for people-oriented development was laid. It is therefore crucial that the second term (1999 – 2004) should be focused on accelerating service delivery. The proper monitoring, evaluation and implementation of the Batho Pele programme would fit this equation.

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The next chapter will concentrate on the Batho Pele programme and the role of the North West provincial government in its the implementation.

**GOVERNMENT POLICIES ON THE BATHO PELE PROGRAMME****3.1 Introduction**

As mentioned earlier, the government plays an important role in the delivery of public goods and services in an efficient and effective way through economically viable means. These goods and services include issues such as housing, land, transportation, electricity, education, telecommunication, water, and health-care. Furthermore, a crime-free society and the creation of an environment for economic growth that would lead to employment opportunities for all communities have to be provided. These goods and services have to be provided from a perpetually limited public purse.

Public officials operating within a broad framework that regulates their activities, perform the functions of service delivery. Accordingly, for service delivery to be executed proficiently, an integrated, stable and purposive course of action is necessary to translate community wishes and aspirations into reality. It means the communities' demands and concerns should be addressed within a broad framework embraced by communities themselves. In this context, all government institutions have an inescapable responsibility to ensure that community needs and demands are met through a specific public policy approach. The North West provincial government is no exception.

The Batho Pele programme, translated as the "People First" programme, has to be managed appropriately by the North West provincial government. The North West Province will have to make sure that its policies are in coherence with that of the national government. It is therefore important to understand what the Batho Pele programme entails. In order to characterise the role of provincial government and its officials with regard to service delivery and the Batho Pele programme, it is necessary to analyse the national government's view of this programme.

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### **3.2 Efficient and effective service delivery**

Efficient and effective service delivery that is both affordable and equitable, occupies the highest level in the agenda of the national government. Unlike during the Apartheid era, service delivery is a challenge to both the government and other role players that are expected to play a more constructive role in service delivery. However, the primary responsibility of service delivery rests with the government in all its spheres to ensure that community needs and demands are adequately addressed. The national government in its attempts to address the needs and demands of all South Africans formulated the Batho Pele programme (South Africa, 1997).

In the context of the scope and the complexity of service delivery, a question that confronts all citizens is about the ability of the government to satisfy the ever-escalating community needs and demands in an effective and efficient way. The following concerns can be raised with regard to effective and efficient service delivery:

- ❖ Does the government possess the required capacity and requisite skills to render equitable, qualitative and affordable services to society?
- ❖ Is service delivery cost-effective to the society that is in dire need of public goods and services?
- ❖ Are there any other innovative methods that could be applied to save the government's resources, without inhibiting equitable, quality and affordable services to society?
- ❖ Are there any other alternative methods to implement service delivery without the government reneging its goal of ensuring the general welfare to society?

With these concerns and questions continuously in the public mind, it is vital to analyse the concept of service delivery.



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### **3.3 Principles of service delivery**

In respect of the enormous problems and challenges facing the government at all levels, the government is required to undergo a transformation process to enable it to address the needs and expectations of society. Emphasis should be placed on service delivery to the whole population of the country and not to a specific sector alone (South Africa, 1997).

To realise the said objective, there should be an integrated approach from all spheres of government to build capacity (Salga & Cosatu, 1998). The Integrated Development Planning (IDP) and Performance Management System (PMS), among others form part of innovative initiatives that would enable the transformation process to succeed. The broad goals of government is to ensure that all government departments deliver services that are equitable, sustainable, efficient and effective, affordable and consistent with the principles of the Constitution of the country (South Africa, 1997).

The process of improving and extending service delivery in a sustainable manner should be focused on defining the roles of all parties concerned, including private providers, co-operatives, communities, public institutions and all other spheres of government. In this context, all affected parties are required to implement the following principles (South Africa, 1997):

- ❖ Universal suffrage – all South Africans must have access to water, sanitation, electricity, shelter and other basic services.
- ❖ Services must be delivered in the manner that is environmentally efficient, effective, sustainable and not harmful.
- ❖ All members of the community should receive a lifetime amount of basic services.
- ❖ A method of cross-subsidisation should be applied to create an opportunity for affordable services.

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- ❖ Service standards must be developed and monitored for each service to ensure that an effective and efficient service capacity is maintained.
  - ❖ Democratic principles and values must be entrenched in the society so that development could be people-driven.
  - ❖ Public resources must be used in an efficient, effective and economically viable way.
  - ❖ The principles of the Batho Pele programme must be observed.

With strict adherence to the above principles, government would be assured that the needs and demands of society would be met and the principles of service delivery as enshrined in the Constitution of South Africa, Act 108 of 1996, executed.

#### **3.4 The people must come first: The Customer concept**

In a commercially competitive environment, private companies are guided by the needs and expectations of their customers for the purpose of sustaining the business. This business approach is primarily formed by the possibility of customers choosing other enterprises because of dissatisfaction with services (South Africa, 1997: 6). Therefore, knowing what is best for the customer and rendering the services faster, better and cheaper than other competitors is an essential characteristic for a successful business.

It means that the notion of the "customer comes first" (*Batho Pele*) is not an empty slogan, but a fundamental principle that is practised globally. In the context of public service the notion of "the customer comes first" would appear to be misplaced when examined at face value because citizens cannot choose to demand public goods and services from another competitor. For example, the Department of Home Affairs provides all identity documents, while in the case of public safety and security; it is the sole responsibility of a government department.

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Nevertheless, while the government has no competitor in the provision of goods and services, the notion of “the customer comes first” could be useful in the context of improving service delivery. Most importantly, it embraces certain principles that are intrinsic to public service delivery, like in the private sector (South Africa, 1997: 6). To infuse this notion within the public service it would in practice mean the following (South Africa, 1997):

- ❖ listening to the views of the public and taking those views into account in the decision-making process about the nature of services to be provided;
- ❖ treating the public with consideration and respect in the provision of public goods and services;
- ❖ ensuring that all promised public goods and services are of the highest standard;
- ❖ responding quickly and sympathetically when standards of services to the public are not satisfactory; and
- ❖ always attempting to improve service delivery and developing innovative means to satisfy the public.

The notion of “the customer comes first” will therefore be relevant to give impetus to the Batho Pele programme and is used conveniently with the concept “citizen.” It is noteworthy to mention that not only the public is a customer, but also that within the government institutions there are internal customer, such as staff members. The *Batho Pele* initiative applies equally to these internal customers (South Africa, 1997: 6).

### **3.5 The Constitution on service delivery**

The Republic of South Africa is a constitutional state, implying that the Constitution is the supreme law of the land. This being the case, it follows that all matters of fundamental importance to the country should be regulated by the Constitution. The public service is such a matter.

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The separation of powers between the executive, the judiciary and the legislature is defined in the Constitution and the concept "separation of powers" is referred to as *Trias politica*s, a significant check and balances aspect in the Constitution, Act of 1993 (Craythorne & Robson, 1994: 2).

The public service remains a crucial factor in the provision of services and the promotion of the well being of South Africa's people. This is because the essential functions it performs are its key role in promoting a national life that is expected to be safe, orderly and worthwhile. The public service special character is further defined by having to operate in a sensitive political environment. It therefore deserves proper treatment in the Constitution, which has now been accomplished.

A comprehensive normative view of the public service has been encapsulated in the Constitution, principles XXX. This statement of principle is of importance; not only to public service, but also to the public it serves. These principles in brief state the following (South Africa, 1996):

*"There shall be an efficient, non-partisan, career orientated public service broadly representative of the South African community, functioning on the basis of fairness and which shall serve all members of the public in an unbiased and impartial manner, and shall, in the exercise of its powers and in compliance with its duties, loyally execute the lawful policies of the government of the day in the performance of its administrative functions."*

Chapter 10 of the Constitution prescribes the basic values and principles governing public administration. It states clearly that the democratic values and principles, including the following principles, must underpin the orientation of public administration in South Africa:

- ❖ A high standard of professional ethics must be promoted and maintained.
- ❖ Efficient, economic and effective use of resources must be promoted.

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- ❖ Public administration must be development-oriented.
  - ❖ Services must be provided impartially, equitably, fairly and without bias.
  - ❖ People's needs must be responded to and public participation must be encouraged in the decision-making processes.
  - ❖ Public administration must be accountable and transparency be fostered by providing the public with timely, accessible and accurate information.
  - ❖ Good human resource management and career development practices to maximise human potential must be cultivated.
  - ❖ Public administration must be broadly representative of the South African people, with employment and personnel management based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

These principles apply to administration in every sphere of government (national, provincial, local) and public enterprises (Botes *et al.*, 1992: 24-26).

It is thus clear that not only some government institutions but also the entire public service will have to take responsibility to deliver quality services. Goods and services must be provided impartially, equitably, fairly and without bias. People's needs and demands must be responded to, while public participation must be encouraged in the decision-making process. The Constitution is thus clear on the responsibility of government institutions to deliver services to the people.

### **3.6 The Reconstruction and Development Programme (RDP)**

With the Constitution clearly defining the role of each institution in transforming the country into a better society, the Reconstruction and Development Programme (RDP) introduced in 1994 by the ANC-led government spells out the country's vision of development and service delivery. It provides answers to the following pertinent questions:

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- ❖ What is the purpose of delivery?
  - ❖ What to deliver?
  - ❖ How to deliver?
  - ❖ Whom to deliver to?

These are questions that go beyond the focus of the amount the government spend and emphasises how efficient the departments are with regard to service delivery (Roberts, 1999:17). The central objective of the RDP is to improve the quality of life of all South Africans through quality service delivery. The RDP emphasises that particular attention should be paid to the "poorest of the poor" and previously disadvantaged sectors of the population.

The RDP reflects a commitment to grassroots bottom-up development, which is owned and driven by communities and their representative organisation (The Reconstruction and Development Programme, 1994). The RDP spells out specific principles, of which the following are important:

- ❖ The purpose of delivery is to empower the people, especially the poor, by participating effectively in initiatives that are more self-reliant. It discourages handouts or institutionalised charity. People have to accept responsibility for managing their own development. To succeed in this process, the RDP emphasises communities to be organised and actively involved in the decision-making process that affects the community.
  - ❖ Government is not only expected to initiate, plan and control projects related to service delivery, but also to create the 'atmosphere' in which communities could develop themselves.
  - ❖ Government, at all levels, should best deliver development support (inputs) into development projects and processes in order to enable communities to take greater responsibility for managing the delivery of whatever outputs they decide upon.
  - ❖ The approach for government to deliver is based on the notion of facilitative methods and participative methods for the community.
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In other words, the focus in the decision-making process should rather be on a bottom-up approach than relying on a top-down approach. Such facilitation should be geared to promote interactive community decision-making processes where the focus is on processes rather than on products. This implies working through devolved and deep-going democratic systems and structures. In principle, the targeted groups for service delivery are all South Africans, irrespective of colour, race, gender, or creed. Two basic policy prioritisations of the RDP are to fight poverty and deprivation by focusing on delivery of basic needs.

For people-centered development as envisaged in the RDP to be successful, genuine transformation of society, responsiveness, accountability, efficiency, and effectiveness, respect for human rights and social justice and equity are values that should influence the conduct of all public institutions and public officials, including elected representatives.

### **3.7 The Batho Pele programme**

The Batho Pele programme is a government initiative, launched in 1997 by the Minister of Public Service and Administration in recognition of the historical fundamental flaws inherent in the manner that public goods and services were rendered (SA, 1997). In the White Paper on Transforming Public Service Delivery, the Minister declared that "access to decent public service is no longer a privilege to be enjoyed by the few; it is now the rightful expectations of all citizens, especially those previously disadvantaged" (South Africa, 1997).

In the past, quality services were delivered exclusively to minority groups at the expense of the majority. Services delivered to the majority were also of inferior nature, rendered without honesty, courtesy, integrity and respect to the citizens (South Africa, 1997).

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Therefore, the Batho Pele programme encapsulates a paradigm shift on new methods and ethos aimed at improving service delivery to be in line with the country's Constitution. It was one of the biggest challenges to the present government to translate its intent of a better service delivery into reality since the inauguration of the democratic system of governance in April 1994. To understand the purpose of the Batho Pele programme, it is necessary to analyse the programme in more depth.

### **3.7.1 Vision and mission**

Clarification of both concepts is undertaken to avoid semantic confusion and also to lay a common foundation for theoretical understanding. A vision implies an image of an inspiring future. A mission means a statement of intent or to elaborate further on the vision: how the inspiring future would be realised (Thompson & Strickland, 1996: 27).

A vision indicates management's aspiration for the organisation, providing a panoramic view of "what business we want to be in, where we are headed and the kind of the company we are trying to create" (Thompson & Strickland, 1996:27). It spells out the direction and describes the destination. Kotze (1997:17) says an effective and a properly developed vision statement is characterised by the following aspects:

- ❖ It addresses values, including performance.
- ❖ It provides direction to the members of the institution.
- ❖ It is symbolic, providing a common frame of reference, identification and commitment.
- ❖ It is educative and assists employees to fully comprehend the environment and its changes.
- ❖ It unleashes the energies of employees for the benefit of the organisation.
- ❖ It is concise and expressed in one or two sentences.
- ❖ It is expressed as an end result: a desired destination.



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- ❖ It expresses a dream, although an intelligent dream.
  - ❖ It is emotional and motivating: it addresses the heart and mind of employees.

The mission statement is explained as the basic purpose of the institution. It is the primary goal the institution endeavours to realise. Therefore a mission statement is a formally written statement of the macro direction that the institution is to embark upon (Fox & Meyer, 1995: 82).

Pearce & Robinson (1994:18) highlight the following aspects as intrinsic to a mission statement:

- ❖ the specification of targeted customers and markets;
- ❖ the identification of primary products and services;
- ❖ the specification of salient elements of the institution's philosophy;
- ❖ the specification of the institution's self-concept; and
- ❖ the identification of the institution's desired public image.

After a vision and mission have been established, it is important to develop objectives to translate the mission and vision into reality. An objective relates to concrete steps, with time frames to reach or to realise the desired future (Craig, Griesel & Witz, 1994:141).

Through the vision, mission and objectives an institution, or in this case the Batho Pele programme, can be determined *where* the community would like to be within a specific period; *how* it intends to reach its destination and *what* is required to reach the predetermined destination. The vision and mission of the Batho Pele programme are therefore an important statement to indicate the way forward for better service delivery. The vision statement of Batho Pele is as follows:

Batho Pele means "People First" and is intended to promote service delivery to all citizens of South Africa. The emphasis is on service delivery to all citizens.

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This vision is a broad statement. The mission statement of Batho Pele is as follows, namely to:

- ❖ monitor the conduct and the efficiency of public officials in rendering goods and services;
- ❖ ensure that there are annual departmental reports on service delivery to the public. This would enhance communication between the government and the community;
- ❖ introduce incentives for public officials who optimise the culture of Batho Pele; *and*
- ❖ ensure that public officials adhere to a strict code of conduct in the performance of their duties, including their interaction with communities.

The vision and mission will enable the provincial government to speed up service delivery, building the economy and providing job opportunities, combating crime and poverty, transforming the state and contributing to a better South Africa within the global context. Deriving from the vision and mission certain objectives have been deducted.

### **3.7.2 Objectives of the Batho Pele programme**

The objectives of the Batho Pele programme are the following (South Africa, 1997):

- ❖ the development of service delivery activities;
- ❖ the unification of fragmented service delivery actions at all levels of government;
- ❖ the development of a comprehensive and integrated service delivery strategy;
- ❖ the promotion of equity, accessibility, and proper utilisation of services;
- ❖ the extension of the availability and ensuring of the appropriateness of services;

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- ❖ the development of the human resource capacity at all government levels;
  - ❖ the initiation of pilot projects within all government departments; and
  - ❖ the availability of financial resources to execute service delivery programmes.

The White Paper on Transforming the Public Service Delivery (SA, 1997) further indicates that the above objectives remain an integral part of all spheres of government. Further, all levels are expected to put in place implementation, monitoring and evaluation standards aimed at improving the quality of service delivery.

### **3.7.3 Principles of the Batho Pele programme**

The transformation of the public service is underpinned by the values and objectives that view the community as active partners in the design of the nature and quality of services for public consumption. In addition, it inculcates the culture within the public service that recognises the community as a reason for the existence of the public service and not an accidental interruption in the work of the public service.

The principles of Batho Pele programme dictate the need for responsiveness to community needs and demands. It strives towards efficiency, effectiveness, and economically viable means (Reconstruction and Development Programme, 1994). Effectiveness means the achievement of the maximum outcome by the selected optimal mix of outputs. Efficiency describes the extent to which inputs are used optimally to produce outputs. Economic viability explains the achievement of the lowest cost for a given quality and quantity of inputs. A standard to measure the principles is whether they are being implemented in an effective and efficient manner.

There are eight principles for transforming public service delivery. These principles are expressed in broad terms in order to enable the national, provincial and local government to apply and implement them with ease.

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The principles for the Batho Pele programme are as follows (South Africa, 1997: 6):

- ❖ Consultation – Citizens should be consulted about the quality of services they receive and be given a choice of the services offered.
- ❖ Accessibility – Citizens should have equal access to the services they are entitled to.
- ❖ Courtesy and equity – Citizens should be treated with courtesy, honesty and integrity.
- ❖ Openness and transparency – Citizens should be informed about how the departments are managed as well as the cost involved.
- ❖ High quality of services and value for money – Citizens should be provided with efficient, effective and affordable services.
- ❖ Accountability – All government officials and elected representatives should be accountable for their actions while performing official activities.
- ❖ Community participation and professionalism – Communities should be given the opportunity to participate in the decision-making process, while the professional conduct of officials should be promoted.
- ❖ Redress – Citizens should be consulted when promised services are not delivered and an effective remedy should be instituted to restore normality.

In order to implement the Batho Pele programme (vision, mission and objectives), certain role players come to the fore.

#### **3.7.4 Role players**

The Batho Pele programme should be implemented through a meaningful partnership between the government, formations of civil society and the whole community (South Africa, 1995:6). There is therefore more than one role player when it comes to the implementation of the Batho Pele programme.

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These role players operate at different levels, with diverse expectations, commanding a certain degree of power to influence and intervene in policy discussions.

When it comes to the government's role, it is in the hands of the politicians and officials to implement the programme in an effective and efficient manner. To secure an effective and efficient implementation of a programme, such as the Batho Pele programme, the Public Service Commission (PSC) is charged with the responsibility to consolidate the democratic principles of the government (South Africa, 1997).

In addition, the country's Constitution confers powers to the PSC to set high standard of professional ethics and to promote constitutional values and principles. Section 196 of the Constitution of South Africa, 1996, specifies the powers of the PSC as follows, namely to:

- ❖ promote the values and principles of public administration throughout the public service as set out in the Constitution (specifically Section 195);
- ❖ investigate, monitor and evaluate public administration and its personnel practices, and particularly the adherence to values and principles as set out in the Constitution (Section 195);
- ❖ propose measures to ensure effective and efficient performance within the public service;
- ❖ advise the national and all provincial governments regarding personnel practices and any other matter that falls within the ambit of the PSC mandate;
- ❖ report its findings and recommendations at least once a year to Parliament and to all applicable legislatures; and
- ❖ report issues of immediate operational concern to the relevant executive authorities for appropriate sanctions.

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The above clearly demonstrates that the PSC has a vital role to play in ensuring that shared values and acceptable ethical conduct prevail within the public administration. This could only be possible when public policy formulation has been infused as an intrinsic element in the decision-making process.

When this attitude of shared values and good ethical conduct has been entrenched, lies, stealing, deceiving, and harming others within the public sector will be curbed (Hanekom *et al.*, 1986: 152-153).

What is right will be practised and what is wrong will be discouraged, while commitment to a just cause is maintained (Frederick, Post & Davis, 1992: 53). To regulate the behaviour of public officials, the PSC as one of its primary areas of responsibilities, has developed a code of conduct. It is an instrument to promote and enhance the national priorities of service delivery, such as accountability, innovation and transparency at all levels of public life and to detect any deficiency quickly (Weimer & Vinning, 1989: 26-27).

Primarily, the code of conduct for the public service is expected to infuse the ethos of professionalism, protect democratic values, and to create the highest standard of probity, integrity and ethical behaviour within the public sector. The broad objectives of the code of conduct are essentially to influence the values and attitudes of public servants and to establish and maintain integrity.

The approach is in conformity with the view that no administrative systems can operate justly and effectively without the personal morality of people that manage and administrate public institutions (Mafunisa, 2000:179). To successfully implement a service delivery programme, a code of conduct is therefore vital to guide the behaviour of public officials in the process of delivering goods and services to communities.

This is in line with acceptable ethical and moral values of society and any deficiency could be uncovered quickly, as stated previously (Weimer & Vinning, 1989: 26-27).

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The ethical issues and values as encapsulated in the code of conduct are ideally a unifying and motivating force that pervades the entire public management. The code of conduct is able to facilitate among public authorities a sense of belonging to the community and further suppresses values driven by parochial interests capable to derail a programme such as Batho Pele (Bayat & Meyer, 1994: 306).

Briefly, the ultimate recipients of the Batho Pele programme are the community, which has huge expectations that the government should satisfactorily address its concerns and demands.

### **3.8 Advantages of the Batho Pele programme**

The advantages of the Batho Pele programme are numerous. The main advantage is that the programme enables the government to profoundly consider possible consequences of a chosen set of actions. It also instills teamwork between the elected representatives, public managers and the community to collaborate its efforts for the common good of society.

Based on the significance of the analysis, including the comprehension of community values, political consideration and specific interest and the usefulness and worthiness of a given policy, such as the Batho Pele programme, its role as a significant aid cannot be underestimated. In other words, when analysed, the Batho Pele programme is a political resource. The programme corresponds with the statement of Quade (1989:85) and Agere and Mandaza (1999:11) that a programme fundamentally guides the government to pursue issues that are viewed politically feasible, or to discontinue any policy with inherently undesirable consequences.

### **3.9 Conclusion**

The Batho Pele programme, in existence for approximately six years, serves as a tool to determine the government's satisfaction, its capacity to execute service delivery projects, and as a guiding instrument to be pursued to the

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latter. The analysis of the programme is crucial for determining the necessity of maintaining a good relationship between the governor and the governed. In addition, it offers communities a unique opportunity to hold the government answerable to its promises with regard to service delivery. It is an initiative that is vital for the community to make informed decisions about government performance.

In this context, the Batho Pele programme would be greatly enhanced by linking it to wider government initiatives, such as the campaign to manage the corporate identity of the government. The degree of political accountability is increased through the Batho Pele programme. Public confidence in the public service could be enhanced because this programme determines the level of performance of the government. The analysis of the Batho Pele programme serves to provide information to the community to assess the progress made to reach the different communities' developmental goals. In other words, the success of the Batho Pele programme should be vested in the hands of the communities.

The next chapter is devoted to the role of policy-making with regard to the successful implementation of the Batho Pele programme. The intention here is to offer guidelines that could be used to ensure that the implementation, evaluation and monitoring of the programme are successful.



**THE ROLE OF PUBLIC POLICY-MAKING IN THE IMPLEMENTATION OF  
THE BATHO PELE PROGRAMME****4.1 Introduction**

As a process, public policy-making makes use of general analytical procedures that are common to all efforts to solve human problems and to suggest appropriate interventions for human survival. These general analytical procedures differ according to the kinds of questions posed by the policy-maker, such as whether the policy is desirable and feasible; of what worth is the policy; and whether the policy could be improved. In answering these questions, there are guidelines that offer tangible solutions.

Therefore, in order for the North West provincial government to implement the Batho Pele programme (as explained in the previous chapter), or any other public policy on successful service delivery, guidelines from public policy-making should be taken into account. Following this process the provincial government would be able to implement theoretical guidelines that have been proven to work in practice. This approach would eliminate policy implementation, monitoring and evaluation by chance, which in many cases have proved to be unsuccessful when applied in practice.

These guidelines are crucial for the North West provincial government to determine the causes, results and performance of the Batho Pele programme. In other words, these guidelines could greatly assist the provincial government in an in-depth inquiry into the social, economic, political and technological aspects of the Batho Pele programme with the intention of bringing about solutions to existing problems and to improve on specific achievements already made.

With this in mind, public policy-making will be discussed to lay down the necessary guidelines for the North West provincial government to follow when implementing, monitoring and evaluating the Batho Pele programme.

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## 4.2 Public policy-making

Quade (1989:51) states that public policy-making is characterised by four elements, namely:

- ❖ Public policy formulation
- ❖ Public policy implementation
- ❖ Public policy monitoring
- ❖ Public policy evaluation or analysis

In order for government policy to be formulated, implemented, monitored and evaluated successfully, the public policy-maker should address these elements carefully. Quade (1989:51) states that each element has its own characteristics and summarises each element as follows:

- (1) Public policy formulation means an attempt to isolate issues involved, to fix the context within which these issues are to be resolved, clarify the objectives, discover major factors that are operative and to develop a feeling for the relationship among them. It is the important stage of restating the problem and to clarify it.
  - (2) Public policy implementation applies the "direct change that follows a policy mandate, the process of rearranging patterns of conduct so as to honour the prescription set forth in the decision". It is a process whereby policy-specific activities have been put into effect. The definition appears to be precise, but in the practical world, implementation becomes a complex process (Hogwood & Gunn, 1984: 196-199).
  - (3) Public policy monitoring is confined to *what*, *how* and *why* a policy is designed. In the process it greatly assists the decision-maker to assess the extent of compliance, identify unintended consequences, to discover implementation obstacles and constrains, and to locate resources for responsibilities for deviations from policies (Dunn, 1981: 278-279). Monitoring is about control and the exercising of power (Hogwood & Gunn, 1986: 220-221).
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- (4) Public policy evaluation illustrates the mechanism that equips a policy-maker to contend with the uncertainties and intricacies of management. Hanekom (1992:92-94) defines policy evaluation as an attempt to determine the extent to which policy objectives are realised in real-life situations. The approach does not only take place after the implementation phase, it could occur as a continuous process throughout the policy process (Hogwood & Gunn, 1984: 218).

These four aspects require simultaneous application and a clear division between these elements is normally difficult to achieve. To complicate the process, there are various types of public policies. These types can be demarcated in two categories, namely material policies and symbolic policies (Anderson, 1984:19).

Material policies, such as the Batho Pele programme, usually provide tangible benefits to the beneficiaries. Symbolic policies, in contrast, have little real impact on people. Symbolic policies appeal to the community's values such as peace, patriotism and social justice. What makes the Batho Pele programme unique is that it is also a public policy that has an effect on the community's value system and is developed to secure peace and patriotism within underdeveloped communities.

Although it might appear as if the different categories of policies demarcate public policy-making into two separate entities, the practical scenarios are further elaborated upon (Anderson, 1984:19). With this as background an analysis of the policy-making process is presented.

#### **4.3 Public policy formulation**

Public policy formulation entails the development of public policy, such as the Batho Pele programme. The Department of Public Service and Administration (DPSA) developed the formulation of this programme in 1997 (South Africa, 1997).

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Chapter 3 of this mini-dissertation is dedicated to the formulation of the Batho Pele programme. The vision, mission and objectives of the programme have been discussed.

As mentioned, the Batho Pele programme is a government initiative, launched in 1997 by the Minister of Public Service and Administration, in recognition of the historical fundamental flaws inherent in the manner that public goods and services were rendered. The Minister in the White Paper on Transforming Public Service Delivery declared that "access to decent public services is no longer a privilege to be enjoyed by the few; it is now the rightful expectations of all citizens, especially those previously disadvantaged" (South Africa, 1997).

The objectives of the Batho Pele programme, which form the crux of public policy, are the following (South Africa, 1997):

- ❖ the development of service delivery activities;
- ❖ the unification of fragmented service delivery actions at all levels of government;
- ❖ the development of a comprehensive and integrated service delivery strategy;
- ❖ the promotion of equity, accessibility and proper utilisation of services;
- ❖ the extension of the availability and ensuring of appropriateness of services;
- ❖ the development of the human resource capacity at all government levels;
- ❖ the initiation of pilot projects within all government departments; and
- ❖ the availability of financial resources to execute service delivery programmes.

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As the basis of the Batho Pele programme has already been formulated and extensively discussed in Chapter 3, the rest of the discussion will concentrate on the implementation, monitoring and evaluation as theoretical guidelines of public policy-making.

#### **4.4 Guidelines for public policy-making**

Policy implementation entails the transformation of political guidelines from concept into reality. It is the realisation of government policy into practical reality in order to become relevant to the people at ground level. Dunn (1981: 57) summarizes the previous point by stating: "Policy implementation is a guide to action..." Hogwood and Gunn (1984:197-206) state that policy implementation will be successful when the following is achieved:

- ❖ Adequate time and sufficient resources are made available for the implementation process;
- ❖ the required combination of resources (finance, human, time and technological aspects) is available;
- ❖ the policy to be implemented is based upon a valid theory of cause and effect;
- ❖ the relationship between cause and effect is direct and there are few intervening links;
- ❖ the dependency between the agency that is required to implement the policy and supportive institutions;
- ❖ there is a clear understanding of and agreement between the agencies on objectives of the policy;
- ❖ the tasks are fully specified in the correct sequence and are spelt out clearly to the implementing agency;
- ❖ there is perfect communication and co-ordination between all the stakeholders in the implementation process; and
- ❖ those in authority, including the community, can demand and obtain perfect compliance.

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Policy implementation begins immediately after the decision has been made about a course of action to be undertaken (Quade, 1989: 338).

Edwards and Sharkansky (1978:292) state, "Implementation is just as important as the decision that a policy should be formulated". Public policy implementation is only successful when predecided aims (the Batho Pele programme) are realised and time and costs are reasonably in conformity with expectations. Public policy implementation is a complex process and when the desired results are not achieved, it can be exceedingly frustrating. Hogwood and Gunn (1986:197) state that there are specific reasons that could contribute and affect the successful implementation of a public policy.

#### **4.4.1 Problems with regard to public policy implementation**

Policy implementation is characterised by many problems, to the extent that it causes failure, making citizens the casualties. Policy-makers assume that once a policy such as the Batho Pele programme has been formulated, the results would automatically be successfully implemented. This is, however, not always the case and the implementation phase is not "...a smooth playing field" (Quade, 1989: 339).

MacRae and Wilde (1985: 219-241) indicate that the role players, while they are an intrinsic grouping in the implementation process, could be a source of blurring the way forward, if not derailing it altogether from the main goal by trying to exhibit individual interests. Public officials could temporarily or permanently disturb the process of implementation, because the new policy appears to be a departure from previous ways. The above picture could be called "people's problems", according to Quade (1989:138-134).

Quade (1989:343-344) explains that not only role players could have a negative impact on public policy implementation. Politics *per se* may also have a profound influence on the implementation of some public policies.

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A ruling party may for instance formulate a specific public policy, such as the *Batho Pele*, while those who have to implement the public policy are reluctant to do so because of ideological differences. These differences can be found between political office-bearers with a specific mandate and public officials who do not agree with the mandate of a public policy.

In multiparty democracies, ideological affiliations have the tendency to splinter communities' cohesion, which may be a prime contributor to obstruct the successful implementation of policies. Additionally, communities' subjectivity to the problem that is being addressed has the potential to derail public policies when these policies are not to their advantage. In many instances, the idea of a new way of doing things is not acceptable to communities and they may eventually oppose the implementation of certain public policies (Quade, 1989: 343-344).

The hidden costs of implementing new policies are in many instances the cause why implementation of policies fails. The correct determining of costs regarding, *inter alia* human capital, finances or time, is of profound significance to the successful implementation of a policy. Government actions inevitably cost money and financial resources are limited.

To implement policies may cost much more than the originally estimated amount. The costs could also be higher than the benefits. Quade (1989:20) and Hogwood and Gunn (1986:197-198) indicate that where the costs are higher than the benefits, the decision to invalidate implementation tends to be expeditious. The opposite is true where diminutive expenditure was instituted.

Many of the problems experienced with the implementation of policies are unplanned and come forward in the field of the unexpected (Cloete *et al.*, 1991:16). The only way to rectify the problem is to re-assess the situation retroactively, which may lead to additional policy planning. It is at this stage that evaluation and further analysis are crucial (Hogwood & Gunn, 1984:197).

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In order to minimise the problems regarding the successful implementation of policies, Quade (1989:343) proposes the following steps as an implementation model to assist in the successful implementation of public policies:

- (1) The idealised policy: The idealised patterns of interaction that those who have defined the policy are attempting to induce.
- (2) The target group: These are the people most directly affected by the policy and who must change to meet its demands. They should understand the reasons for the new policy and must "buy in on it".
- (3) The implementing organisation: These are the departments in the government charged with implementing the policy. These departments should be in a position to implement the new policy.
- (4) Environmental factors: These are elements in the environment that influence or are influenced by the policy implementation. In many instances the ever-changing environment would have an influence on the implementation of policies. The sudden immigration of people into urban areas may have an effect on housing policies, for instance.

It should be stated that the above four aspects should be considered simultaneously for policy implementation to succeed. To pay more attention to a single aspect may hamper the entire process of policy implementation.

#### **4.4.2 Enhancing public policy implementation**

Quade (1989: 347) asserts that successful public policy implementation will be based on the following five practical guidelines:

1. The new programme should be based on sound theoretical foundations. Theory must lay down guidelines on how to implement the new policy and must explain the pros and cons of the new policy to those who will be affected by it.



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2. Previous successful policies on relevant programmes should be taken into account when new policies are developed.
  3. The leaders/managers of the implementing authority should possess appropriate managerial and impeccable political skills to be able to implement the new policy.
  4. Current conflicting policies should be taken into account when a new policy is implemented. Any change in socio-economic political conditions that undermine the *status quo* should not undermine the implementation of the new policy.
  5. All the stakeholders, including the legislators and public officials, should understand the reasons for the new policy and should actively support the programme.

It merits noting that a feasibility study and environmental scan about all possible impediments, external and internal influences, and how these could affect the success of the implementation endeavors must be undertaken. It would begin with setting the agenda; placing the item on the timetable of those people required to act on the actual policy implementation. Furthermore, the strategy of a proximity player embraces an intermediary between role players to ensure the analysts' influence (MacRae & Wilde, 1985: 219-243).

#### **4.5 Public policy monitoring**

According to Dunn (1981:277-279), monitoring requires the collection of information about the extent to which programme goals are being met. The information should be reliable, valid and relevant. This may require the design of special information procedures. It is important to mention that activities should be straightforward and the outputs clearly targeted. It is an indispensable element of an appreciated process of implementation and a precondition for evaluation to be worthwhile.

To achieve the previous, public policy should be monitored. In public policy-making, which is a very complex process, the evaluation of a programme to determine its initial objectives might lead to a situation of a public policy being

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regarded as a failure. This may lead to confusion because the policy as originally being conceived might actually not have been implemented (Hogwood & Gunn, 1984: 220-221),

A distinction should therefore be made between failure of implementation to be avoided when monitoring is executed and policy failure that could be attributed to other issues. However, this entails not only information collection. It involves decisions about what action would be taken if performance deviates unduly from what is desired.

Thus, monitoring is about control and the exercising of power (Hogwood & Gunn, 1984: 221). Dunn (1981:335-336) emphasises that monitoring performs four major functions in public policy-making: explanation, auditing, compliance and accounting.

- ❖ Compliance: Monitoring helps to determine whether the actions of programme administrators comply with standards and procedures.
- ❖ Auditing: Monitoring helps to determine whether resources and services intended for communities have actually reached them.
- ❖ Accounting: Monitoring produces information that is helpful in accounting for social and economic changes that follow the implementation of policies over time.
- ❖ Explanation: Monitoring also produces information that helps to explain why the outcomes of public policy differ.

The above could leave the impression that monitoring is another name for efforts to describe and explain public policies. There are two types of policy outcomes, namely policy impacts and policy outputs. Policy outputs are goods and services for targeted groups and beneficiaries, while policy impacts are actual changes in behaviour or attitudes because of policy output (Anderson, 1984: 275-280 and Dunn, 1981: 338).

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#### **4.5.1 Issues of policy monitoring**

Public policy monitoring is an intrinsic feature of public policy-making. A prerequisite for effective monitoring is the initial specification of what programme delivery should involve.

It is impossible to measure the deviations from standards. Simply put, the criteria for success will be unclear when those that are involved in policy-making are unable to reconcile their differences or incapable of evolving a statement of specific and meaningful objectives (Hogwood & Gunn, 1984:220).

Although it would be incorrect to abandon the project, there are clear courses of action to advance public policy design. The point here is not to suggest that when objectives are clear the desired goals will be achieved. Monitoring in the real world bears testimony to the fact that practice is not so kind. Hogwood and Gunn (1984: 224-227) have put forward the following pertinent suggestions for consideration in an attempt to consolidate the objectives of policy monitoring:

- ❖ Defining and measuring the criteria for success: Indicators to measure success should be appropriate, because if indicators not suitable for a specific objective were used, accurate results might never be obtained.
- ❖ How much is enough: It is crucial to establish those standards considered to constitute success before the data is analysed. This should include the relationship between costs and indicators that constitute success.
- ❖ Side effects: It is important to check side effects because they could cause more damage than good to the original objectives.
- ❖ Information: Relevant, valid and reliable information should be gathered and analysed so that the complete and not only part of the picture is developed.

- ❖ Separation of programme effects from other influences. It is vital to separate the effect of a particular programme from all other influences. This will help to separate spurious perverse results from the real course.
- ❖ Multiprogramme targets: It is significant for a single programme to have multiple targets rather than an individual programme designed to address a single problem.
- ❖ Distribution of impact: It is advisable to distribute the impact and to ensure that it is going to the groups intended to benefit most.
- ❖ Political sensitivity of monitoring and evaluation: It is a rational decision to be sensitive not to make evaluation a threat to politicians, as this might derail the entire process.
- ❖ The incorporation of all involved is paramount.
- ❖ Cost: It is important that the cost should equal the results of the programme or the cost reduced and the value of evaluation substantially high.

It is important to mention briefly the common features of four approaches, namely policy-relevant outcomes, goal-focused, change-oriented and cross-classification (Dunn, 1981:342). The following table is often used to illustrate these approaches:

APPROACH	TYPES OF CONTROL	INFORMATION REQUIRED

These four approaches have specific common features. Dunn (1981:342-343) explains their focus as follows:

- (1) They are concerned with monitoring of policy-relevant outcomes. They deal with variables that are relevant to policy-makers.

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These common features are indicators because they address policy outputs or impacts.

- (2) They are goal-focused. They deal with enhancing the satisfaction of some need, value or opportunity. The outcomes are viewed as a means to resolve a policy problem.
- (3) They are change-oriented. They deal with analysing changes in outcomes over time by comparing such changes across two or more programmes, projects or localities by using some combination of the two.
- (4) They permit the cross-classification of outputs and impacts by other variables. They deal with variables used to monitor policy inputs and processes.

Each of these common features contributes to a broad definition of monitoring, which is the process of obtaining policy-relevant information to measure changes in both objective and subjective goal-focused conditions over time (Dunn, 1981:343-344). It is worth noting that the approach is concerned with objective and subjective measures of policy actions and outcomes.

The next aspect to consider is that monitoring, unlike other policy-analytical methods, does not involve procedures that are specifically associated with alternative approaches. In other words, monitoring uses various techniques. The following explanation gives a brief description of seven techniques as proposed by Dunn (1981: 359-393).

- (1) Graphic displays: This is a pictorial representation of the values of one or more action or outcome variables. This type of display can also be used to depict a single variable at one or more points in time, or to summarise the relationship between two variables.
- (2) Gini Index: The distribution of income among families at two points in time. It could also be used to display the distribution of population or certain types of activities (crime, birthrate, or racial segregation).

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- (3) Tabular displays: This is a rectangular array used to summarise the key features of one or more variables. This display is uncomplicated in that it is a one-dimensional table, which represents information about policy outcomes in terms of a single dimension of interest (age or income).
  - (4) Index numbers: These are measures of how much the value of an indicator or set of indicators changes over time relative to a base period. Index numbers are used in cases such as changes in consumer prices, pollution, health-care, industrial production and crime severity.
  - (5) Interrupted time-series analysis: These are procedures for displaying in graphic and statistical form the effects of policy action on policy outcomes. This technique is appropriate for problems where an agency initiates some action that is to put effect across an entire jurisdiction or target group (poverty among all families below the poverty threshold).
  - (6) Control-series analysis: These determine whether characteristics of different groups exert an independent effect on policy outcomes, apart from the original policy action. The technique is the same as in interrupted time-series analysis with a slight difference to include groups that were not initially exposed to the policy actions in question.

Regression-discontinuity analysis: This is a set of graphic and statistical procedures used to compute and compare estimates of the outcomes of policy actions undertaken among two or more groups, one of which is exposed to some policy treatment while the other is not.

The above presentation has provided an overview of the nature and functions of monitoring public policy-making. It should be emphasised that monitoring is an essential element of public policy implementation and a precondition for a meaningful evaluation.

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#### **4.6 Public policy analysis**

The word "analysis" originates from the Greek word *analusis*, meaning an attempt to break down something (the whole) into specific components or parts (Weimer & Vinning, 1989:182). Hanekom, Rowland and Bain (1998:30), argue that it is an endeavor directed through applied research to inquire in depth on policies about social, economic, political and technological issues. The goal is to bring about solutions to existing problems to ensure that a specific policy is implemented successfully.

In the process an attempt to measure the costs and benefits of various policy alternatives and to evaluate proposed government activities is inevitable. Public policy analysis is an applied social science that employs multitudes of methods of inquiry in the context of argumentation and public debate to establish whether a policy is implemented and to communicate the results to the implementers (Dunn, 1989: 416). Quade (1989:45) identifies three basic reasons for public policy analysis, namely:

- (1) It will help the decision-maker to determine whether a policy has been implemented according to plan.
- (2) It will identify specific actions that went wrong and that hampered the successful implementation of a public policy.
- (3) It will identify possible actions to rectify what went wrong during policy implementation.

In the process an attempt to measure the costs and benefits of new policy alternatives will have to be undertaken, while the newly proposed government activities will also have to be evaluated (Dunn, 1989: 416).

Public policy analysis is a concept that has been subjected to a variety of interpretations specifically influenced by the dramatic evolvement of government practices over a period of time (Weimer & Vining, 1989: 2).

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Through the efforts of academics and public practitioners, there has been a convergence in the definition of public policy analysis. According to Dunn (1981: 62), "public policy analysis is the activity of creating knowledge of and in the policy-making process". In other words, public policy analysis is a purposive cause of action on the part of an actor or a set of actors in dealing with a problem or matter of concern (Anderson, 1997:3). It implies that policy analysis is a political resource and should therefore be managed proficiently. A public entity that does not engage in policy analysis does so its own peril (Agere & Mandaza, 1999:11).

The above captures the significance of creating knowledge and is only possible when an investigation of the causes, consequences and performance of public policies and government initiatives are undertaken (Kernaghan, Mason & Boris, 2000:248).

#### **4.6.1 Elements of public policy analysis**

To achieve the objective of policy analysis, the following elements are of critical significance (MacRae & Wilde, 1985:7-12):

- ❖ An analysis of the current objectives of the policy is necessary. The objectives are what the decision-maker original intended to realise by means of the policy. This is a complex area because the pre-set objectives might be abstract or stated loosely and therefore fail to deliver the desired results.
- ❖ An analysis of the new objectives that have to be implemented in order to make a policy workable is necessary. This analysis should include strategies or actions of the new policy.
- ❖ An analysis of new costs and resources required when implementing the new policy is required.
- ❖ An analysis of the new process that is applicable to implement the new policy would help the policy-maker to imagine the future (Dunn, 1981: 152).



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Quade (1989:49) elaborates on these elements and divides them into the following specific stages:

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|---------------------------|--|
| (1) Analysing the policy: | analysing the objectives of the current policy and identifying the constraints;                                  |
| (2) Search:               | identifying, designing and screening the alternatives that could be put into place to eliminate the constraints; |
| (3) Forecasting:          | predicting the future environment or operational context;  |
| (4) Modeling:             | building and using models to determine the impact of the new policy on the community; and                        |
| (5) Synthesis:            | comparing and ranking the new objectives into a logical sequence.  |

When these stages are followed, it will assist the policy-maker to identify implementation problems and to rectify these problems.

#### **4.6.2 Limitations of public policy analysis**

The ever-changing environment and the dynamic circumstances under which policy formulation is undertaken often compound the difficulties. Problems are associated with other issues and the issues sometimes change radically during the analysis. Hogwood and Gunn (1986:264) emphasise that the primary objective of policy analysis is to provide options to choose a better alternative to bring to the surface difficulties and contradictions linked to matters such as human conduct, communication, lack of skills, departmental tensions, and value concepts.

It is often said that public policy analysis is developed according to the needs of a particular period in which major changes occurred. At the same time, new approaches emerge in response to confront new and old problems.

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Quade (1989:353-379) presents the following general limitations or hidden errors that are usually associated with any public policy analysis:

- ❖ **Misconception:** The presence of pitfalls linked to uncertainty may lead to incomplete analysis. This means that newly developed policies may also be unsuccessful and only practice will verify this.
- ❖ **Effectiveness and criteria:** New policy objectives are often obscure and intangible because the criteria and measures that have been used to select the new objectives are insufficient.
- ❖ **Incompleteness:** Financial and other resources available to implement the new policy may experience severe strain and are simply not available to implement the new policy. This is extremely frustrating to both the policy-maker and those who are to benefit from the policy.
- ❖ **Annalists' pitfalls:** Bias is the most devastating pitfall as it could manifest itself into a deliberate attempt by the policy annalist to guide the new policy into the wrong direction according to his/her particular view.
- ❖ **Problem formulation:** Because policy analysis is so difficult, a policy annalist may never be able to identify the real problem of why a policy has failed.
- ❖ **Modelling:** To get involved in new models to rectify the problem could distract attention from the real problem.
- ❖ **To reappraise the work:** The tendency to make major changes in the policy at a late stage will certainly lead to a waste of resources.
- ❖ **Role players:** Failure to communicate with role players, such as the community, will hamper the identification of problems.
- ❖ **Communication with the client:** Lack of communication with the client is a serious pitfall. If improved, it cannot only help rôle players to understand what is happening but also the analysts to get feedback about the work in progress.
- ❖ **Substituting the model for the decision-maker:** another pitfall is the failure to realise the importance of the question in the design.

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It is a fundamental flaw because it could by assumption conceal or important uncertainties.

- ❖ Unavailability of the policy-maker: Failure of the policy-maker to provide the necessary information to the analyst will hamper the quality of the study.

Avoiding these problems will have positive consequences, because when the community and the government are aware of them, they have the potential to implore and to caution all the role players to initiate a remedy (Quade, 1989: 379-380). Kernaghan, Marson and Boris (2000:250-251) state that the ultimate objective of enhancing a policy analysis' capacity is to enable the government to withstand current and future challenges of an increasingly complex and changing environment.

#### **4.7 Conclusion**

In order for the North West provincial government to implement the Batho Pele programme successfully, the guidelines for public policy-making should be taken into account. If the provincial government follow these guidelines, it will be able to detect any problems regarding the implementation of the programme. Once detected, problems can be rectified, which in turn will secure the delivery of services to the community. This approach will eliminate by chance policy implementation, monitoring and evaluation. These policy-making guidelines are crucial because they will enable the North West provincial government to determine the causes, results and the performance of the Batho Pele programme.

In other words, the guidelines could greatly assist the provincial government to inquire in depth about the social, economic, political and technological aspects of the Batho Pele programme with the intention of bringing about solutions to existing problems and to improve on specific achievements already made. It is generally acknowledged that policy-making has no beginning and no end.

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The process is continuous. Something is always happening, or perhaps not happening, that has meaning for the content and impact of policy. As public policy-making unfolds, a problem may be recognised, defined and placed on the agenda for attention by the policy-maker. Thereafter, alternatives may be developed, presented and debated. Once policy alternatives have been officially adopted, the monitoring of evaluation would begin.

Experience has revealed that shortcoming, loopholes or other defects in the policy, or some sort of evaluation and feedback, may occur. Adjustments may be made in the policy; more implementation may follow; evaluation and feedback again would take place or infrequently a policy may be terminated. The analysis of the Batho Pele programme is no exception. Chapter 5 summarises the major points arising from the mini-dissertation. It deals with assessing objectively the facts presented in the project with the intention to highlight areas that could serve as points of recommendation.

**CONCLUSION, EVALUATION AND RECOMMENDATIONS****5.1 Conclusion**

The inauguration of democracy in South Africa in April 1994 unleashed a plethora of political, economic and social changes in an attempt to redress the effects of discriminatory practices of the Apartheid regime and to build a new society. This wave of transformation was introduced through various policy initiatives, including the Batho Pele programme, intended specifically to improve service delivery in all spheres of government.

In this context, this mini-dissertation was undertaken with the view to present theoretical guidelines aimed at assisting the North West provincial government in its efforts to improve the level of service delivery for the benefit of the North West Province community. The study was not intended to unearth specific problems that the North West provincial government is experiencing in the implementation, monitoring and evaluation of the Batho Pele programme, however.

The focus was rather to highlight the policy-making process to make the provincial government aware of the guidelines that should be followed in order to implement a policy such as the Batho Pele programme successfully. The guidelines emanating from the public policy-making can thus be regarded as tools to ensure that the implementation of a policy is managed properly. It implies that the institution that does not use the policy-making process as a guideline to implement its policies does so at its own peril.

This limited study has highlighted the importance of the implementation, monitoring and evaluation of the Batho Pele programme. It should be treated as interrelated aspects by the North West provincial government to realise its constitutional mandate of delivering, *inter alia*, goods and services such as housing, electricity, transportation, sanitation and health-care.

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Due to the fact that the Batho Pele programme has already been accepted by the national government and is in the process of being implemented by the North West provincial government, it is important for the North West Province to concentrate on the evaluation of the implementation of the programme.

### **5.2.1 Public policy evaluation**

It is recommended that the North West provincial government should pay attention to specific aspects regarding policy evaluation. To achieve this it is important to formulate a set of guidelines for the policy evaluators in the province that can be used to evaluate the implementation of the Batho Pele programme. Guidelines for policy evaluation can be summarised as follows, namely that they should:

- ❖ evaluate policies where causality can be determined and that have significant direct effects;
- ❖ evaluate policies with claimed short-term benefits and evaluate those against policies with aspects where generalisations could be made;
- ❖ evaluate policies where factors influencing effectiveness can be controlled;
- ❖ encourage policies where participants are collaborating in the evaluation process;
- ❖ accept that public policies are the result of the political process and seek ways to ensure that the process serves both its political and policy functions;
- ❖ avoid public policies where the benefits are likely to be small and the effectiveness of the proposed outcomes cannot be clearly specified;
- ❖ evaluate policies that sometimes are dependent on grants from outside institutions, which could contribute to the attractiveness of the evaluation;

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- ❖ offer access where applicable and if possible for evaluation to academics and postgraduate students who need information for study purposes and who will undertake the evaluation without an additional expenditure of public funds.

Anderson (1997: 301-310) emphasizes that the results of policy analysis will normally lead to the following actions:

- ❖ The existing public policy can be retained.
- ❖ The existing public policy can be adapted.
- ❖ A new public policy can be initiated.
- ❖ The existing public policy can be terminated.

The Batho Pele programme is a national public policy and it is obvious that it cannot be terminated. This means that the provincial government should be ready to adapt its own plans to secure success in the implementation of the national programme, should the need for it arise.

### **5.2.2 Institutionalised public policy analysis**

The potential intervention that the North West Province could undertake is an analysis of its institutionalised practices, which relates to an emphasis on the structural aspects of the institution. This approach does not suggest a sudden creation of specialised departments for public policy analysis nor that analysts should be appointed to the highest decision-making levels or staff positions in government. It appears that the tendency has developed to address problems through the creation of new posts, which in this case is unnecessary.

Institutionalised policy analysis is focused on the regularised patterns of behaviour (rules or structures) within an institution that could influence the decision-making process and the content of public policy. In other words, resource allocation between alternatives, planning a programming budget system and systems analysis should dominate public policy-making.



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The current personnel within the provincial government should be exposed to quantitative and qualitative analysis and an endeavour should be made to include a comprehensive understanding of cost-effectiveness and cost-benefit analysis. Cost-effectiveness will inform the policy-maker whether a given alternative is worthwhile and which policy alternative would do so most efficiently.

A cost-benefit analysis entails an assessment of whether any of the alternatives is worth undertaking and how alternatives should be ranked if more than one generates net social benefits. Through this approach the capacity within the provincial government could be improved to implement the Batho Pele programme successfully.

### **5.2.3 Public policy analysis and strategic planning**

A linkage between policy analysis and the government strategic plan should be encouraged. It implies that the provincial government's strategic plan should also recognise the significance of the linkage with the analysis of the Batho Pele programme. This is a mammoth task involving an array of issues. However, to professionally manage public policy analysis remains exceedingly important.

There are four aspects that relate to the plan that could help the proficient management of the Batho Pele programme. Smith and Cronje (1999:11-12) recognise the following points as crucial:

1. Planning: This relates to determining the institution's mission and goals by identifying mechanisms to realise the desired future and associated resources required for the tasks.
2. Organising: This relates to the human and physical resources of various components for realising the predetermined goals within the institution's mission and goals.

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3. Controlling: This relates to ensuring that performance and action correspond with plans to achieve predetermined goals. This will help to evaluate whether the institution is on course by enabling it to identify and rectify deviations from its plans.
  4. Leading: This relates to attracting and mobilising energies of the staff towards a shared purpose in the best interest of the institution and the community.

To complement the above approach, a linkage between policy analysis and the strategic plan is appropriate. It implies that the strategic plan should also recognise the significance of the linkage with the analysis of the Batho Pele programme within the broader management environment. Therefore, the issue of strategy comes into play. A strategy is a "game plan" for management to use as an appropriate mechanism to position the institution in its chosen market arena to be able to compete successfully, satisfying clients and achieving good institutional performance.

Briefly, a strategy entails managerial choices among alternatives and indicates organisational commitment to specific markets, competitive approaches, and the best method of operating. The organisational strategy constitutes concrete steps and business approaches that management should apply to realise immediate and long-term predetermined organisational objectives. The advantages of introducing strategic thinking within the management echelons of the organisation are as follows, namely to:

- (1) Provide better guidance to the entire organisation: what the organisation is trying to do and achieve;
- (2) make managers more alert to unprecedented changes, new opportunities and threatening developments;
- (3) provide a rationale to management for evaluating competing budget requests for investment capital and new staff;

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- (4) help unify the various strategically related decisions by management across the organisation; and
  - (5) create a more pro-active management posture and counteracting tendencies for decisions to be reactive and defensive.

In a more in-depth examination of the five advantages of infusing strategic thinking in the organisation as listed above, public policy analysis in the province could benefit from this approach, specifically the implementation, monitoring and valuation of the Batho Pele programme. Van Wyk (2002:104-126) indicates that the rationale for using this approach is therefore compelling. The following ten advantages could be achieved:

1. The execution of public policy analysis forces public officials into a budget-making process. Departments require substantial financial resources to carry out policy management and development by having the right personnel to engage in a proficient public policy analysis. The financial resources should be invested in operating systems, equipment and facilities to secure a meaningful policy analysis for the institution.
2. A change in the institution's strategy necessitates some changes in policy analysis and how implementation, evaluation and monitoring should be conducted. The introduction of new policies and procedures in the institution should also be accompanied by innovations in executing policy analysis.
3. If value for money activities were to be performed as effectively and efficiently as possible, the institution needs to benchmark how it performs specific tasks with regard to policy analysis against the best methods in the world.
4. A strong commitment to searching and adopting best methods are an intrinsic element of policy analysis, especially for an environment characterised by ever-escalating community needs to be met from a limited public purse.

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5. Profound "state of the art" support systems facilitate better policy analysis and can also strengthen departments' capabilities to provide a basis for efficiency and effectiveness in service delivery. Policy analysis cannot be executed properly without a number of support systems for the institution to function. For an institution to be professional today, it should mobilise information and create systems to use policy information effectively.
  6. Relevant and accurate information is among the many aspects of policy analysis. Institutions need systems to gather information and store data, tracking essential performance indicators, identifying and diagnosing problems and reporting policy information.
  7. Policy analysis cannot be executed with real proficiency unless the institution is fully committed to the task at hand. The institution typically tries to enlist public officials' commitment to carry out the policy analysis by motivating the staff members and rewarding them for excellent performance.
  8. To solicit public officials' sustained enthusiastic commitment, the institution has to be resourceful in designing and using motivational incentives, both monetary and non-monetary for proficient policy analysis initiatives.
  9. The most dependable mechanism to keep public officials focused on their employment requirements, including policy analysis, is to generously reward or compensate them for realising their assigned policy assignments and to disregard non-performers.
  10. The use of incentives and rewards is amongst many methods a powerful instrument to assemble public officials' commitment to diligent, competent policy analysis execution.

If endorsed, the approach could alter the picture with relation to the pace of transformation in the culture of the public service, particularly implementation, monitoring and evaluation of the Batho Pele programme, which at times is slow and frustrating, into a more favourable environment for the transformation agenda of the country.

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