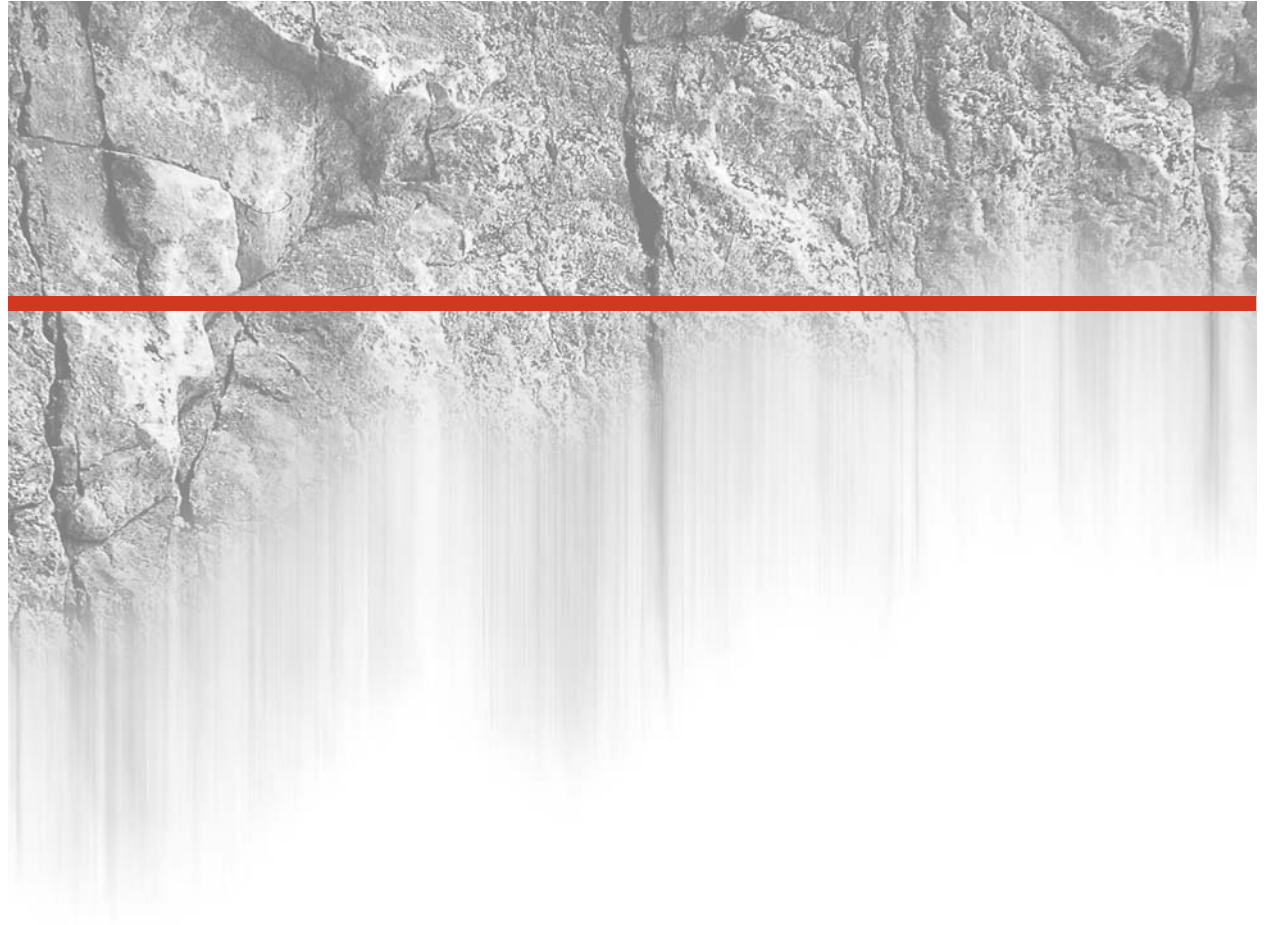




Citizen Satisfaction Survey: Overview Report of the Criminal Justice Sector

October 2005



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FOREWORD



Since the present government came into office, it has launched various initiatives to improve service delivery to the public. One thereof is the *Batho Pele* initiative, where the Public Service strives to provide an effective public service that is able to deliver against the needs and expectations of the citizens. Meeting these expectations is a legitimate practice by which any administration is judged. At present however, there is no integrated instrument to evaluate the performance of the Public Service.

To address this shortcoming, the Public Service Commission undertook a Citizen Satisfaction Survey in the Departments of Health, Education, Social Development and Housing during 2002. In the report on this survey, the necessity for departments to undertake similar surveys on a regular basis was outlined. The results could be integrated into the departmental performance management systems and into the Service Delivery Improvement Plans, giving priority to factors identified by users.

The Commission followed this survey up with a further survey of services rendered by the Departments of Correctional Services, Justice and Constitutional Development, and the South African Police Services. This is an overview report on the findings on services rendered at service delivery points, namely correctional centres, correctional supervision services, court services at magistrate's courts, services by the Master's offices and at police stations.

The Commission notes with pleasure that, in the majority of cases, citizens' expectations were generally met. On behalf of the Commission I would like to thank the Departments of Correctional Services, Justice and Constitutional Development and the South African Police Services for the support and cooperation they have shown throughout the course of the survey. I trust that the areas identified to be in need of attention will be addressed appropriately by the departments.

As over 5 000 interviews were conducted for this survey, I can truly state: *"the citizens have spoken!"*

PROF SS SANGWENI
CHAIRPERSON OF THE PUBLIC SERVICE COMMISSION

EXECUTIVE SUMMARY

1. BACKGROUND

As part of the Public Service Commission's (PSC) mandate to promote effective and efficient public administration, the PSC commissioned research to assess the level of satisfaction of clients with the provision of services by departments. The first such survey was undertaken in 2002 in the social sector, namely the Departments of Health, Education, Social Development and Housing.

This present customer satisfaction survey focused on three key departments within the criminal justice sector, namely:

- South African Police Services
- Department of Justice and Constitutional Development
- Department of Correctional Services

Priority areas of service within each department were selected in consultation with the respective departmental representatives in order to ensure that the research would be relevant to the policies and programmes instituted by each department.

2. LEVELS OF SATISFACTION

In broad terms, citizens were generally satisfied with the different services received. Citizens who accessed services at Master's offices, probationers, family members of probationers, and citizens who accessed police stations were amongst the most satisfied clients, with satisfaction rates of 81%, 80%, 78% and 70% respectively. In contrast, inmates at correctional facilities and magistrate's court users exhibited the lowest levels of satisfaction with the services received (12% and 44% respectively).

The majority of inmates, and particularly awaiting trial detainees, held at correctional centres were generally dissatisfied with the quality of the services that they received at correctional centres, particularly their living conditions, the food, the medical care and treatment by staff, whereas visitors tended to be generally satisfied. Only half of all inmates interviewed were satisfied with the treatment that they received from staff, while visitors to correctional centres were mostly satisfied with their treatment. Moreover, the majority of visitors were satisfied with the number of monthly visits allowed, waiting times to see inmates and visitor facilities. However, less than half were happy with the visiting hours or with the amount of time they were allowed to spend with the inmate they were visiting.

Considering satisfaction levels with the system of correctional supervision, probationers and their family members appeared to be satisfied with the way that correctional supervision staff treated the probationers and felt

that staff are committed to probationers' rehabilitation. More broadly, probationers and family members were generally of the view that the conditions imposed on probationers were fair. They were least satisfied, however, with the degree to which correctional supervision staff give the benefit of the doubt to probationers when they make a mistake, reporting requirements, and the level of rehabilitation support and guidance that they receive from staff.

The majority of citizens who accessed services at police stations were satisfied with the services they received on first contact. They reported that they were happy with the quick efficient response of police as well as the helpfulness and friendliness of the officials who had assisted them. Most users were also satisfied with the overall quality of services delivered by the police. However, it was generally found that administrative respondents had higher levels of satisfaction compared to crime related respondents.

Magistrate's court users complained about long waiting times, lack of information received, the quality of facilities available to them and the length of time that cases had been with the court. Over one third of users also felt dissatisfied with the services provided by officials or staff. As a result of this experience, almost a third of users felt that their confidence in the court system had decreased, while over half argued that based on their experiences of attending court, they would generally not be willing to pursue or be a witness in a case again.

Citizens who accessed services at a Masters' office felt that they were treated with dignity and respect, that staff listened to their problems, provided them with assistance and answered questions in a polite and respectful manner. The majority of these citizens were also either very satisfied or satisfied with waiting times as well as the language of the explanations provided to them. However, some users were dissatisfied with facilities such as waiting areas, the availability of benches or chairs, the cleanliness of toilet facilities, and the lack of places where to access or purchase drinking water. They were also less satisfied with the length of time that it takes Master's offices to finalise their matters, and least satisfied with the existence of brochures and/or pamphlets that inform the public about the services provided by the Master's offices.

3. SUMMARY OF SWOT ANALYSIS

- (a) The main strengths identified in overall service delivery revolve around the existence of policy frameworks to guide service delivery and the commitment by departmental staff to improve the delivery of services.
- (b) The main weaknesses identified in overall service delivery were the physical state of facilities, access to services, the levels of information provided to citizens, the lack of proper complaints mechanisms, and the lack of consultation with citizens, as well as internal clients to the departments.
- (c) Government and departmental initiatives to improve service delivery have been identified as the best existing opportunities to improve service delivery. The challenge that remains is their gradual implementation.
- (d) Limited financial and human resources, insufficient staff training and the lack of ongoing monitoring and evaluation of service delivery remain threats that can hinder possible improvements in service delivery.

4. CONCLUSIONS AND RECOMMENDATIONS

There were varying degrees of compliance in the services rendered with the *Batho Pele* principles examined in this survey:

- a) Physical access to points of service was generally adequate for urban respondents. However, it remains a challenge for citizens living in rural areas.
- b) Citizens interviewed generally rated courtesy and respect by public servants relatively highly.
- c) In contrast, most citizens interviewed across all departments were dissatisfied with the information made available to them about the services received.
- d) Most citizens also indicated that departments lack clear, easily accessible complaints mechanisms for the public, as well as systems for the follow-up of complaints lodged.

Citizens identified a number of key areas that need attention in order to improve the delivery of services. It is hoped that each of the departments included in this survey will make use of its detailed findings to begin to address the areas for improvement and maintain the service delivery strengths identified by citizens. This survey can be used as a baseline against which future improvements can be measured.

In this regard, in addition to department-specific areas for improvement outlined in the main report, five main recommendations emanate from this survey:

- a) The need for the ongoing monitoring and evaluation of services through extensive consultation with the public and the use of satisfaction surveys;
- b) Increased provision of information to citizens about the services they are entitled to receive;
- c) Facilitation of access to services for citizens, particularly the disabled and those based in rural areas;
- d) Implementation of easily accessible and transparent complaints mechanisms for members of the public; and
- e) Greater coordination amongst the departments that make up the criminal justice sector, to ensure better delivery of services and to address key issues that impact on the workings of the criminal justice system, such as the distribution of budgetary resources across departments, the holding of awaiting trial detainees and overcrowding in correctional centres.

GLOSSARY

ATD	Awaiting trial detainee
ICD	Independent Complaints Directorate
IJS	Integrated Justice System
JCPS	Justice, Crime Prevention and Security (Cluster)
LAB	Legal Aid Board
NPA	National Prosecuting Authority
PSC	Public Service Commission
SAPS	South African Police Services
SWOT	Strengths, Weaknesses, Opportunities and Threats

1. INTRODUCTION

1.1 BACKGROUND TO THE SURVEY

In November 2003, the Public Service Commission (PSC) commissioned research to assess the satisfaction of clients with the provision of services by departments within the criminal justice sector. This is the second survey conducted by the Commission, and it followed the same format as the previous social sector one which was highly rated internationally, focussing on the Departments of Health, Education, Social Development and Housing. The latest survey focused on the three departments within the criminal justice sector, namely:

- South African Police Services
- Department of Justice and Constitutional Development
- Department of Correctional Services

The importance of evaluating citizen's experiences of service delivery is in line with the *Batho Pele* principles enshrined in the White Paper on Transforming Public Service Delivery (1997), which essentially stipulates that the needs of citizens take first priority and should be at the core of the Public Service's plans and actions. In this regard, and to ensure that the findings of this survey would be based on the practical experiences of citizens in accessing these services, rather than on perceptions that citizens might have without ever having made use of such services, this survey canvassed the views of citizens who actually accessed the services evaluated and therefore were external clients to each of the departments.

Assessing client satisfaction is also a vehicle through which the government can be assessed and therefore be enabled to meet its goals of transformation. Participation of citizens is an important aspect in this regard because it empowers people to be key actors in the process of change and be able to feel part and parcel of government's efforts to improve the delivery of public services.

The following *Batho Pele* principles were incorporated into the instruments for this survey:

Consultation:	Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.
Access:	All citizens should have equal access to the services to which they are entitled.
Courtesy:	Citizens should be treated with courtesy and consideration.
Information:	Citizens should be given full, accurate information about the public services they are entitled to receive.
Redress:	If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when the complaints are made, citizens should receive a sympathetic, positive response.

However, the survey did not seek to directly assess the departments' compliance with the above principles as there are other PSC projects that already do that. Instead, it focused primarily on assessing the level of citizen satisfaction with specific services provided by these departments. The services for which satisfaction levels were assessed were identified jointly with the departments.

1.2 OBJECTIVES OF THE SURVEY

The specific objectives of the survey were:

- To determine what clients expect from the services provided by the departments in consideration;
- To assess the level of citizen satisfaction with current services;
- To identify the strengths, weaknesses, opportunities and threats of service delivery in the three departments;
- To determine needs for consultation in the public service;
- To prioritise areas where services can be improved; and
- To provide baseline information that would be used as a tool for comparison with future surveys.

2. METHODOLOGY

2.1 SERVICES IDENTIFIED

Discussions were held with representatives from all three departments to identify, jointly, the types of services and clients that they would like to have evaluated as part of this survey. The aim of the survey was to interview not only external clients¹ to each department, but also internal ones². Across all three departments, the survey aimed to canvass the views of 5000 respondents.

Priority areas of service within each department were selected by the respective departmental representatives in consultation with the PSC in order to ensure that the research would be relevant to the policies and programmes instituted by each department. The services and respective clients identified were as follows:

	Services	Clients
South African Police Services	Services at police stations <ul style="list-style-type: none">• Administrative services• Crime-related services	Station users (External) Station commanders (Internal) ICD representatives (Internal) Head Office representatives (Internal)
Justice & Constitutional Development	Court services at Magistrate's courts <ul style="list-style-type: none">• Physical condition of courts• Facilities available to court users• Access to court• Information provided to court users• Length of time of cases with the court• Experiences of users during court cases<ul style="list-style-type: none">– Waiting times for court users– Explanations during court process– Postponement of cases• Recourse to corrective action by users	Court users (External) Court managers (Internal) Legal Aid Board (Internal) Head Office (Internal) National Prosecuting Authority (Internal)

¹ An external client is a final consumer of a specific service or they are household consumers, e.g. inmates using medical facilities.

² Internal clients are facilitators of service delivery, i.e. they are in the loop or system of the production system, e.g. heads of correctional centres.

	Services	Clients
	<p>Master’s Offices: Services for Deceased Estates & Guardian’s Fund</p> <ul style="list-style-type: none"> • Access to Master’s offices • Physical state of offices & user facilities • Experiences of users <ul style="list-style-type: none"> – Waiting times for users – Information provided to users – Treatment by staff • Complaints mechanisms 	<p>Master’s office users (External) Masters (Internal)</p>
Correctional Services	<p>Services at correctional centres</p> <ul style="list-style-type: none"> • Sentence enforcement and safe custody <ul style="list-style-type: none"> – Admissions – Facilities – Perceptions of safety • Social responsibility and human development <ul style="list-style-type: none"> – Programmes – Visitation 	<p>Inmates (External) Heads of Correctional Centres (Internal) Visitors (External) Head Office representatives (Internal)</p>
	<p>Services under correctional supervision</p> <ul style="list-style-type: none"> • Monitoring • Rehabilitation 	<p>Probationers (External) Heads of Community Corrections offices (Internal) Family members of probationers (External)</p>

Table 1: Identified services and clients

2.2 INSTRUMENT DESIGN

Instruments were designed for each different type of client interviewed. A series of in-depth interviews were held with members of the public who accessed the respective services, representatives from NGOs working within the criminal justice field, as well as departmental representatives to ensure that appropriate questions were incorporated into the instruments. Departmental representatives were given the opportunity to comment on the drafts of the various instruments. Upon their finalisation, all instruments were piloted to enable any final changes to be made prior to commencing the survey.

2.3 SAMPLING

The table below provides, at a glance, the number of sites and interviews conducted to evaluate each of the different services identified above.

	Number of sites	Interviews
South African Police Services	129 police stations	2 259 police station users 129 station heads 2 Independent Complaints Directorate representatives
Justice & Constitutional Development	42 Magistrate's courts	1 134 Magistrate court users 42 Magistrate court managers/control officers 2 Legal Aid Board representatives 2 National Prosecuting Authority representatives
	9 Master's offices	180 Master's office users 9 Masters
Correctional Services	44 Correctional centres	1 100 inmates 44 Heads of Correctional Centres 220 Visitors
	10 Community Corrections Offices	50 Probationers 45 Family members of probationers 10 Heads of Community Corrections

Table 2: Number of sites and interviews conducted

The sites for survey were selected based on information provided by each of the departments concerned (e.g. listings of all magistrate's courts and correctional centres in the country). The information obtained was used as a sample frame from which a random selection of facilities was conducted in each case, ensuring that the selection of each of the facilities - whether they were courts, police stations, correctional centres or community corrections offices - was representative of the facilities in the sample frame. Users of each of the services were selected randomly at the sites on the days that the sites were visited.

2.4 ANALYSIS OF DATA

The quantitative data obtained through the different surveys was captured and analysed with SPSS (Statistical Package for the Social Sciences). To analyse data, frequencies of responses, cross-tabulations, recodes of open-ended text data into numerical variables and scales were used. Tests for statistical significance were widely used to ensure the validity of the data presented. Qualitative data was transcribed and incorporated into the departmental reports as appropriate.

3. FINDINGS

3.1 CITIZENS’³ PRACTICAL EXPERIENCES IN ACCESSING SERVICES

Members of the public, who access the different services evaluated, expect to receive an efficient service and to be treated with courtesy, respect and dignity by public servants. When members of the public access a particular service, they expect public servants to ‘put themselves in their shoes’ and value the fact that they are individuals who make a number of trade-offs to go, for instance, to a court or a police station, and who therefore expect basic facilities, information, and a quick service to be provided. While some of the findings show that these expectations are being met by the services offered by the different departments, there is still ample room for improvement. As South Africa enters its second decade of democracy, it becomes all the more important to prioritise programmes based on the experiences of people at the receiving end of service delivery.

Due to the overview nature of this report, the sections below outline only some of the key findings for each of the departments evaluated.

3.1.1 South African Police Services

3.1.1.1 Services at police stations

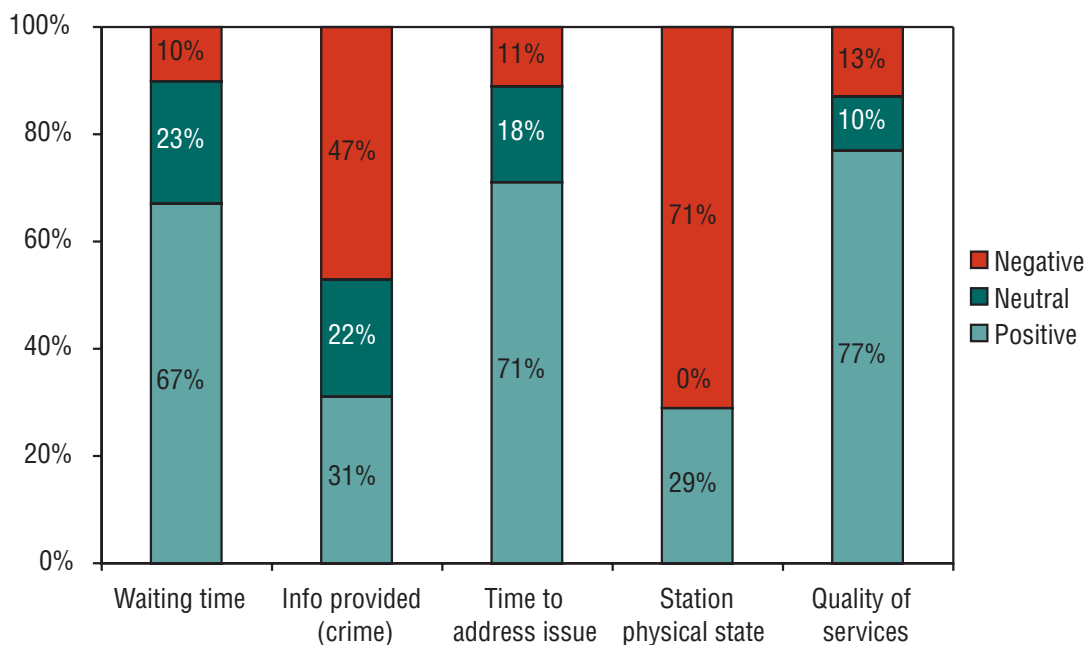


Figure 1: Citizens’ experiences with services at police stations

³ Throughout this report, the words ‘citizen’ and ‘user’ are used interchangeably to denote members of the public who had the practical experience of accessing or using a particular service.

The expectations of users requiring administrative⁴ services were slightly higher than those of citizens who came for crime-related matters (78% against 73%). There were no significant differences in citizens' expectations by area (rural/urban), gender, race, education or income. While in most cases citizens felt that their expectations had been met, an assessment by type of service found that a large proportion of people whose expectations had not been matched were people seeking crime related services.

Most police station users indicated that they had felt comfortable being at the police station. Users mainly attributed this level of comfort at the station to the fact that they had found the stations clean and tidy and that they had easily found their way around. Among those who had felt uncomfortable, the main complaint was the lack of adequate facilities such as enough benches to sit on and the small size of the waiting areas. Users visiting the station for crime related services were much more likely to have felt uncomfortable at the police station than people seeking administrative services – they accounted for 72% of respondents who felt uncomfortable. While most users tended to rate the facilities at the police stations relatively highly, most users pointed to the poor physical state of most police stations. On the other hand, over half of the station commanders said the facilities were good and only about 4% rated their facilities as poor.

Even though two thirds of citizens rated waiting times positively, the nature of services required at police stations also has an impact on the length of time people have to wait before being attended to and before their matters are addressed. Generally, people seeking administrative services were more likely to be attended to immediately or soon upon arrival, whereas those reporting crimes or following up on cases were more likely to wait for longer periods. A similar pattern emerged regarding the length of time it took for issues to be dealt with. More than half the users seeking administrative help (52%) said their issue was dealt with immediately compared to 44% of those seeking crime related assistance. Most station commanders considered waiting time of 10 minutes and less as acceptable. Moreover, citizens visiting police stations for crime-related matters were also not pleased with the levels of information provided to them pertaining to their cases, despite the *Batho Pele* commitment to provide citizens with full information.

3.1.2 Justice and Constitutional Development

3.1.2.1 Magistrate's courts

Most of the magistrate court users interviewed expected a higher level of service than they experienced at the courts.

Over half of court users (54%) were aware of the location of the court that they needed to attend. Those who were unaware of the court location relied on police officers who delivered summons, as well as family and friends, for directions to the court.

Three out of five court users (60%) interviewed from metropolitan areas took up to half an hour to reach the court from their places of residence. However, users living in rural villages or informal settlements in rural areas were likely to state that it takes them over an hour to get to court – a finding which points to the continuous challenge to ensure equal access, in line with *Batho Pele* principles, for rural-based populations.

⁴ Affidavits, certification of documents, fire arm licences, etc.

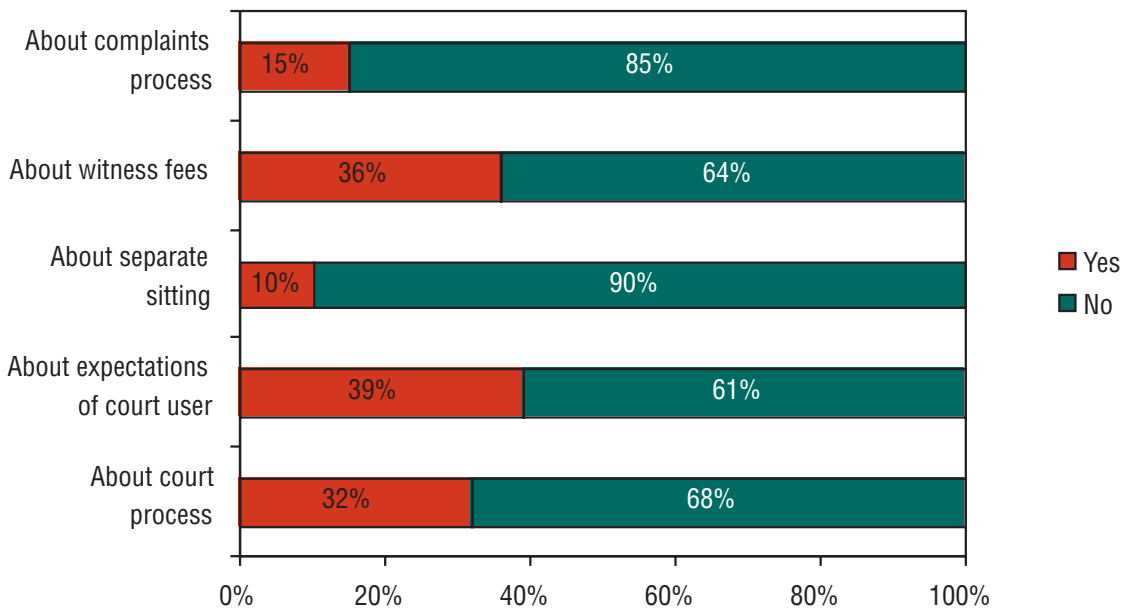


Figure 2: Explanations and information provided to court users

As demonstrated in the figure above, and despite the fact that in the spirit of *Batho Pele* citizens should be given full, accurate information about the services they are entitled to receive, the majority of citizens interviewed lacked basic information as court users. About half of all court users were notified at most seven days prior to having to make a court appearance – a finding that could impact negatively on postponements if court users do not show up for their cases. The majority also indicated that they were not asked to sit separately from the other parties to the case. The steps in the court process were not explained. They were also not told what is expected of them once the case is heard, about their right to claim a travel reimbursement for attending court, and how to lodge complaints about the services received. It is of concern that users of a low socio-economic status were significantly more likely than users of a high socio-economic status to have lacked any explanation as to what to expect when the case is heard.

Upon entering the court building for the first time, 60% of court users interviewed indicated that they did not know where they had to go. However, of the users who relied on court officials for direction, the overwhelming majority stated that those approached were able to give them the correct information and did so in a polite manner.

Regarding the court process 39% of users said it was explained to them. However, court managers were of the opinion that it was explained to 72% of the users, a clear indication that the court staff did not deliver the service expected by the court managers.

Almost three quarters of all cases took up to three months to be brought before court after the incident was reported. The length of time that the particular matter had been on trial varied markedly depending on whether the case was a criminal or civil matter. More specifically, civil matters were more likely to have been with the court for less than a month, whereas criminal matters were the most likely to have been with the court for a year or more. On the one hand, for cases that had been on trial for up to two months, users were the most likely to indicate that they had come to court twice. On the other hand, for those cases that had so far lasted between one and five years, users had come to court between five and fifteen times.

The fact that court users are asked to return repeatedly for the same cases needs to be analysed in the context of the trade-offs that citizens have to make and inconveniences that they experience in order to ensure that they are present at court. The figure below gives an indication of such trade-offs and inconveniences.

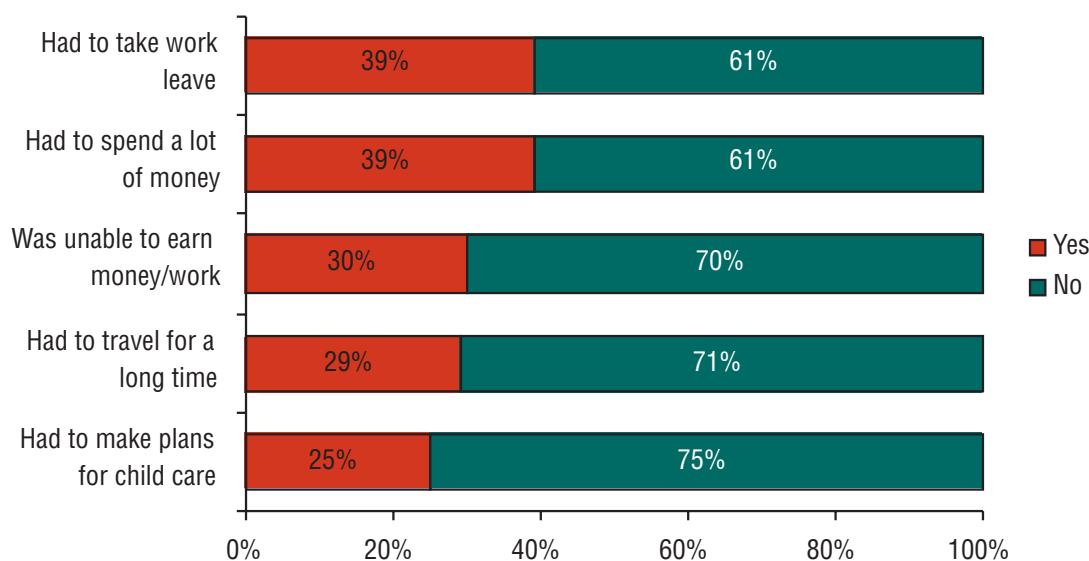


Figure 3: Citizens' trade-offs and inconveniences to be present at court⁵

In particular, two out of five court users indicated that they had to take leave from work or negotiate with their employers, and spend what they considered to be a lot of money to be present at court. In addition, almost one third of court users indicated that having to be at court translated into their inability to work or earn a living, while a quarter of court users had to make alternative plans to take care of their children. Considering that court users need to make trade-offs that cost both time and money to be present at court, it is all the more important that they receive a quick and efficient service.

The first time that they came to court, the majority of users waited up to two hours before their court cases started (court managers believed this time was less than an hour). The amount of time waited did not differ based on the type of case attended. Moreover, despite the fact that users had come to court at least twice for the same case, over half of them indicated that up to the date of interview they had not been called to testify. Of court users who did testify, almost half of them had to wait up to one hour before they went into the court to testify, while almost one third of users had to wait between two and five hours. These findings illustrate that court users are being shown a substantial lack of courtesy and respect, despite *Batho Pele* principles to the contrary, by having to wait extended periods of time before services are rendered and go to court repeatedly without being called to testify.

Less than one third of court users rated the physical condition of the court buildings as good, while 45% of court users rated the available facilities, including those for mobility impaired users, as poor. Facilities included waiting areas, benches/chairs, information desks, signs indicating courtrooms and court sections, security measures, as well as places where to purchase snacks and drinks. Most court users felt negatively about being in the court buildings visited. In particular, approximately two thirds of court users interviewed indicated that they felt uncomfortable, scared, nervous, and uneasy or depressed about being in court buildings. Moreover, two fifths of users felt lost or confused about being in the court buildings, while another two fifths also mentioned feeling unsafe.

⁵ Court users were allowed to give more than one answer to this question.

The overwhelming majority of users (85%) indicated that they had never received any information from the court staff or officials that explained to them how to lodge complaints or report problems if they were unhappy with the services received. This might serve to explain the finding that only 13% of court users who were dissatisfied with the services received indicated that they had lodged complaints or reported the problems with the service. In almost half of these cases where users lodged complaints they indicated that nothing had happened after they lodged their complaints, while almost a third stated that they were still awaiting an answer. Dissatisfied users did not report problems experienced mainly because they did not know how to do it, while one third felt that reporting the matter would not make a difference.

Court managers agreed that there is no established complaint procedure. Most placed the onus on the user to approach someone in this regard. This is contradictory to the emphasis on redress as one of the key *Batho Pele* principles.

3.1.2.2 Master's Offices

In contrast to magistrate's court users, the experiences of Master's office users⁶ in accessing services seemed to predominantly match their expectations. Office users generally felt that the offices visited were in a good physical state, while the majority felt safe and comfortable at the offices.

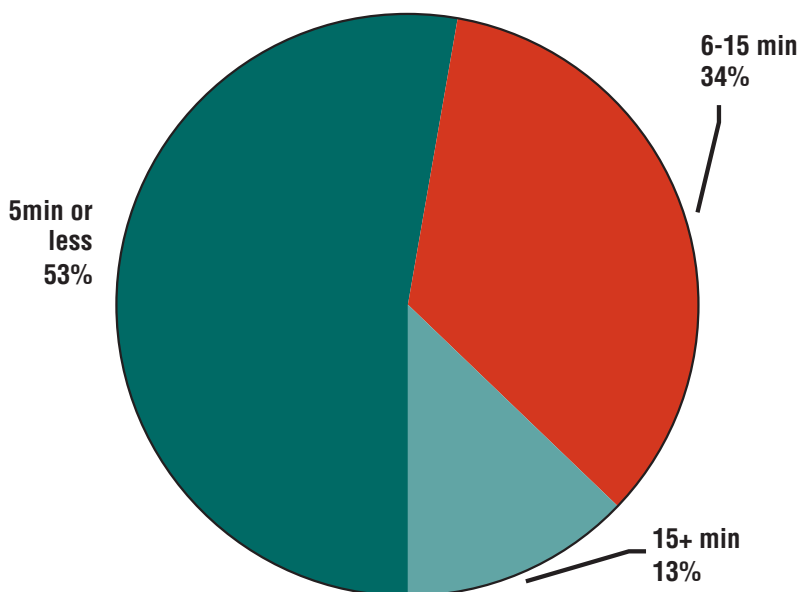


Figure 4: Actual time waited by Master's office users before being attended to

The overwhelming majority of users (87%) indicated that they waited 15 minutes or less before being assisted. In particular, over half of the users waited five minutes or less. Based on these findings, two thirds of users felt that they had to wait either a short or very short period of time before being assisted.

⁶ This survey concentrated on the general public visitors. The professionals (e.g. attorneys) have a structured communication with the Master's offices.

Most respondents had very limited information about the procedures to be followed in dealing with the estate of someone who is deceased and about accessing Guardian's Fund services prior to visiting the Master's office. However, after visiting the offices, most users felt that they had learnt enough to deal with their specific matters – a finding that suggests that the staff at Master's offices are providing the necessary information to empower citizens to deal with their problems in line with *Batho Pele* principles.

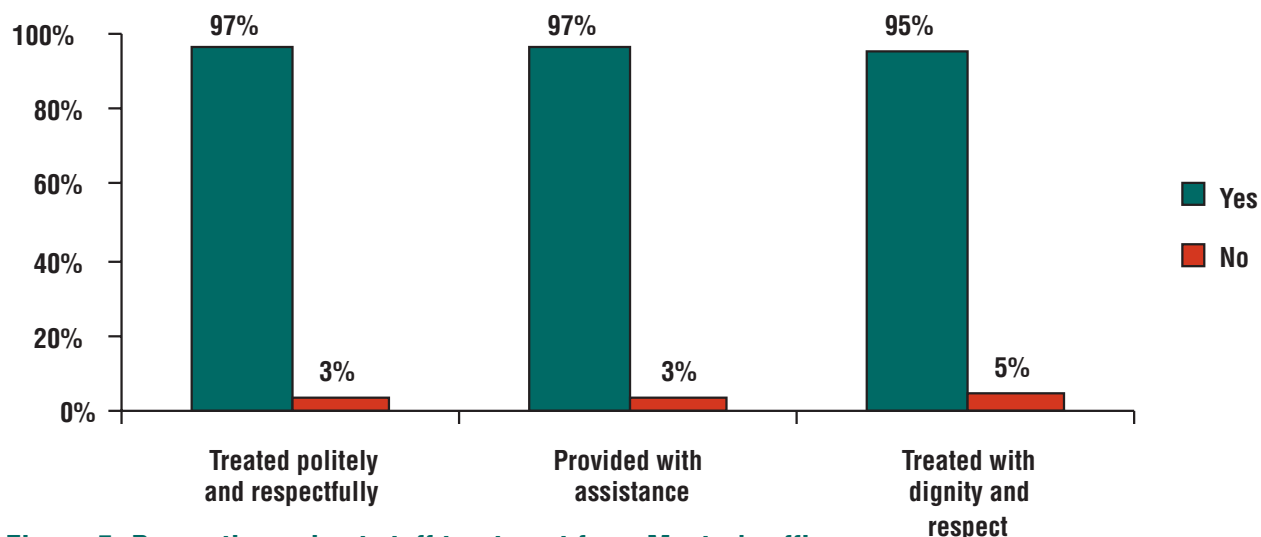


Figure 5: Perceptions about staff treatment from Master's office users

While the overwhelming majority of respondents were generally pleased with the staff treatment that they received at Master's offices, only 14% of them indicated that they had received information – either from the staff, pamphlets or existence of signs at the office – on how to lodge a complaint or report a problem if they were not happy with the service that they received. Regardless of the levels of satisfaction with the services rendered, clients must always have recourse to raise concerns about the services received and thus be able to exercise the *Batho Pele* principle of redress.

3.1.3 Correctional Services

3.1.3.1 Services at Correctional Centres

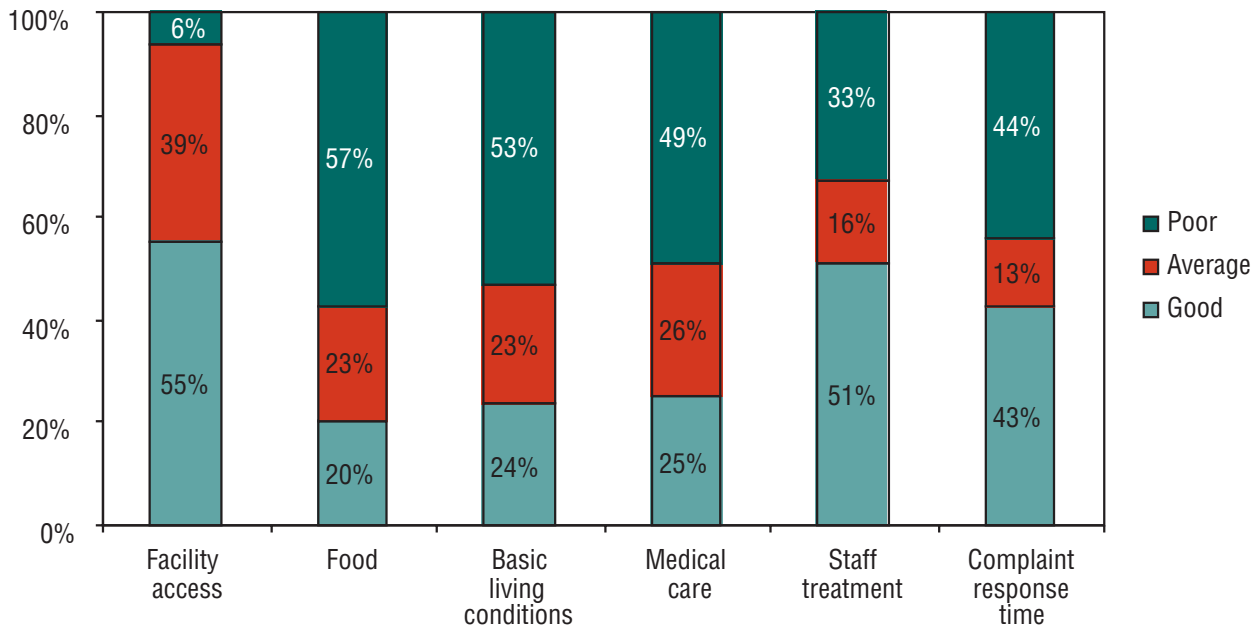


Figure 6: Inmates' experiences with services at Correctional Centres

Inmates' expectations about services seem to be much higher than what they actually experience at correctional centres. Over half of all inmates interviewed were displeased with the quality of the food received and their basic living conditions. Almost half also rated the medical care received as being of poor quality. With regard to food, half of the inmates were of the opinion that the food they received was not well-prepared and was not sufficient.

In order to contextualise the poor rating for basic living conditions and medical care, it is instructive to point out that communal cells are shared, on average, by 34 inmates. One in five inmates indicated that they rarely or never have hot water for bathing and washing, while more than one quarter of inmates share a toilet, and almost a third share a shower, with more than 30 other inmates. Only one third of inmates interviewed reported receiving the prescribed medical examination upon admission.

Most of the Heads of Correctional Centres, on the other hand, experienced the living conditions and medical care as good to very good. Almost all said their experience of the food quality and variety is good to very good.

It needs to be highlighted that in most cases, awaiting trial detainees fared far worse than sentenced inmates. To illustrate, awaiting trial detainees were, in statistical terms, significantly more likely than sentenced inmates to feel unsafe (53% vs. 30% respectively). Similarly, awaiting trial detainees were statistically more likely than sentenced inmates to report that they had been assaulted while at a correctional facility (24% vs. 17% respectively).

As part of their development and rehabilitation, religious services were by far the activity that inmates participated in most frequently, and half of the inmates said that they had accessed social work services.

Moreover, approximately one third of inmates interviewed indicated that they had accessed programmes linked to health, education and training, work teams, and recreation. Services most commonly lacking at correctional centres were psychological services and work teams.

Focusing specifically on awaiting trial detainees, a large proportion of them participated in religious services and a fifth had made use of social work services. However, less than one in 10 had participated in any other programmes or services and in most cases at least two thirds of the detainees reported that these services were not available to them. This is in keeping with the principle that awaiting trial detainees are not sentenced inmates who are in need of rehabilitation. However, many awaiting trial detainees are incarcerated for extended periods and the lack of programmes focusing on their needs has been an issue of ongoing concern⁷.

The Heads of Correctional Centres were of the opinion that, while there is a strong emphasis by the head office on rehabilitation, it is not practiced through to the level of the correctional centres. Psychological services especially, were generally not available at the centres. A third of the Heads also reported that food gardens and library services were not offered at their centres.

Focusing on the *Batho Pele* principle of redress, the majority of inmates interviewed were aware of the procedures for lodging complaints if they were dissatisfied with the services delivered. However, nearly half rated the complaint response time as poor. In addition, almost a third of inmates reported that they would not know what to do if they had a complaint or a problem at the correctional centre that they wanted addressed. In contrast, most Heads were satisfied that complaints and problematic issues are resolved in a short period of time.

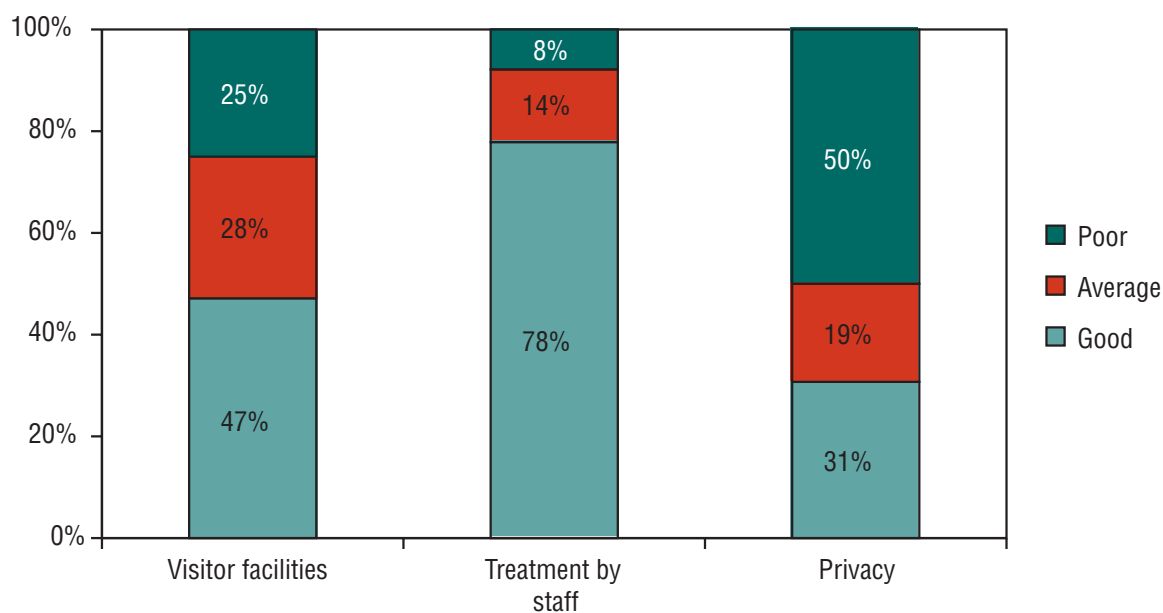


Figure 7: Visitors' experience with visits to Correctional Centres

⁷ Responsibility towards awaiting trial detainees (ATDs) is in the process of being discussed by an Integrated Justice System Task Team. According to the White Paper on Corrections, it is internationally recognised that there must be a clear separation of the functions between the agencies responsible for investigating crimes (namely the police and the National Prosecuting Authority), and the administration responsible for detaining accused persons. The Paper further states that the current practice of keeping ATDs at correctional facilities uses DCS resources inappropriately, particularly staff who are trained in rehabilitation and correction, since ATDs, by virtue of not having been sentenced, are not in need of rehabilitation and correction. Instead, the White Paper argues that Government, in the longer-term, is obliged to provide facilities for awaiting trial detainees that allow for the minimal limitation of an individual's rights and targeted services required by ATDs.

An aspect of rehabilitation and of the successful re-integration of inmates back into their communities is for inmates to maintain their ties with their family members and other visitors. In comparison to inmates, inmates' visitors experienced good treatment and courtesy by Correctional Services staff. Moreover, visitors indicated that waiting areas, benches and ablution facilities were generally available at correctional centres. The facilities that were least likely to be available were shops or vending machines to buy snacks or cold drinks, and signage explaining the items that inmates are allowed to receive. When rating some of these facilities, less than half of the visitors rated the toilets, benches or waiting room areas as 'good', while almost a quarter rated the waiting areas as poor. The proportion of visitors who reported that signage was available was relatively low, despite the *Batho Pele* principle of providing clear information to clients of services.

Visitors generally did not visit inmates as often as allowed due to inmates not being held at facilities close to visitors' places of residence, travel costs and, in some cases, the unsuitability of visiting days and hours. In general terms, sentenced inmates are allowed to receive at most five visits per month⁸ on weekends, while awaiting trial detainees are allowed a maximum of six visits per month, usually during weekdays. The greater number of visits accorded to awaiting trial detainees is reflected in the finding that awaiting trial detainees were likely to receive more frequent visits than sentenced inmates (34% of awaiting trial detainees received 4 or more visits a month, compared to 21% of sentenced inmates).

Almost three quarters of visitors felt that an acceptable waiting time to see an inmate from time of arrival at a correctional centre would be less than 15 minutes. However, fewer than 40% of visitors said that they saw the inmate that they had come to visit within 15 minutes of arriving. Moreover, even though almost one third of visitors interviewed stated that they had sufficient privacy when visiting inmates, half of them disagreed. In particular, more than two thirds of visitors visiting awaiting trial detainees indicated that they never felt that they had enough privacy.

In general, however, visitors tended to have more favourable perceptions of the Correctional Services staff than inmates. More than three-quarters felt that the staff treated them with respect and courtesy, made them feel safe when visiting inmates, and were willing to assist when they needed information. It is of concern, however, that despite the need to ensure that members of the public are able to exercise the *Batho Pele* principle of redress, only a quarter of the visitors to correctional centres reported knowing how to lodge a complaint or report a problem, while only 11% were aware of the existence of a complaints box at the correctional centres visited.

⁸ The number of visits allowed for sentenced inmates depends on their assignment to privilege categories and the type of facility at which they are held, namely minimum, medium or maximum-security facilities. Sentenced inmates can be classified as Category A, B or C inmates within these facilities, with Category A inmates having the highest level of privileges. The maximum number of five visits per month specified above would pertain to Category A inmates held at minimum or medium security facilities. For more details, refer to Chapter 5, *Service Order 3, Department of Correctional Services*.

3.1.3.2 Correctional Supervision

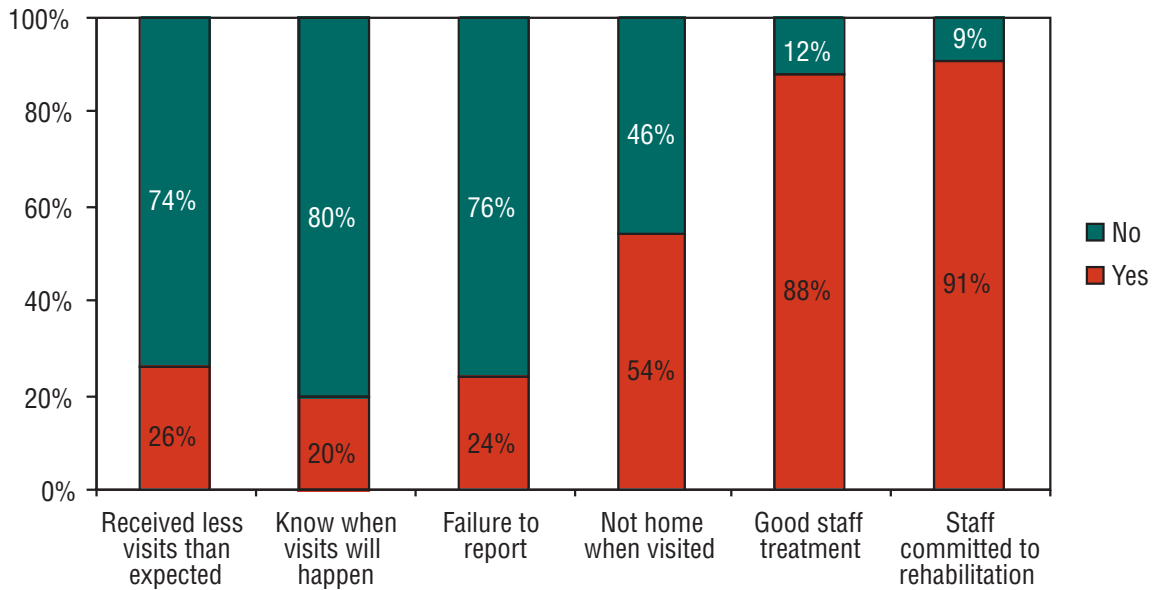


Figure 8: Probationers' experiences under the system of correctional supervision

Almost all probationers interviewed indicated their preference for correctional supervision in contrast to incarceration and shared the system's objective of ensuring the rehabilitation of offenders. Probationers highlighted their chance to be rehabilitated and their ability to work and support their families as the two most positive aspects of the correctional supervision system. Linked to this, probationers highlighted the positive treatment and courtesy they received from Community Corrections staff, as well as their commitment to ensure the rehabilitation of probationers.

One central aspect of the correctional supervision system is the monitoring of probationers through unexpected home visits by Community Corrections staff and the reporting of probationers to their closest Community Corrections office. The largest proportion of probationers stated that they received either one or two visits per month, while one third of probationers received five or more visits each month.

While the majority of probationers received all the expected visits and were unaware of when the visits would happen, it is of concern that in over half of the cases, probationers had failed to be at home at the time of visits and a quarter had failed to report to the relevant offices. More specifically, when asked how many times they had failed to be home in the last three months during monitoring visits, most of the probationers and family members reported that the probationers had failed to be home between one and two times. However, of the probationers who reported that they had failed to be home during a monitoring visit, most of them were given an opportunity to give reasons for their absence. Some were issued with a warning. Similarly, it is encouraging to find that in almost all the instances where probationers failed to report to the Community Corrections office, they were issued with warnings. This serves as an indication that Community Corrections staff monitor non-compliance of reporting and take the necessary disciplinary action.

Yet, one worrying finding involves the difference in compliance with conditions depending on whether respondents were probationers for the first time or not. Most of the probationers who reported that it was their first time as probationers also reported that they complied with the conditions imposed on them most of the time. However, those who had been probationers before had a greater tendency not to comply with the conditions or

complied with them half the time. This seems to indicate that probationers who have an opportunity to learn how the system works and identify possible gaps in it also know which conditions they must comply with and which ones they can overlook, without being detected.

Further, the majority of family members indicated that they had not contacted the Community Corrections office to inform them that the probationer was not complying with the conditions imposed on them. This would seem to indicate that the correctional supervision system should encourage a partnership approach with family and community members to monitor probationers' compliance with their conditions as family members are unlikely to report transgressions if left up only to them.

The Heads of Community Corrections said that the objective of correctional supervision is to provide a cost-effective alternative sentencing and rehabilitation system. Most felt that this objective is partially met, as there is a marked lack of commitment by probationers and also evidence of recidivism amongst offenders. Monitoring visits are hampered by insufficient resources (staff and vehicles) also the difficulty to monitor certain geographical terrains.

3.2 SATISFACTION LEVELS

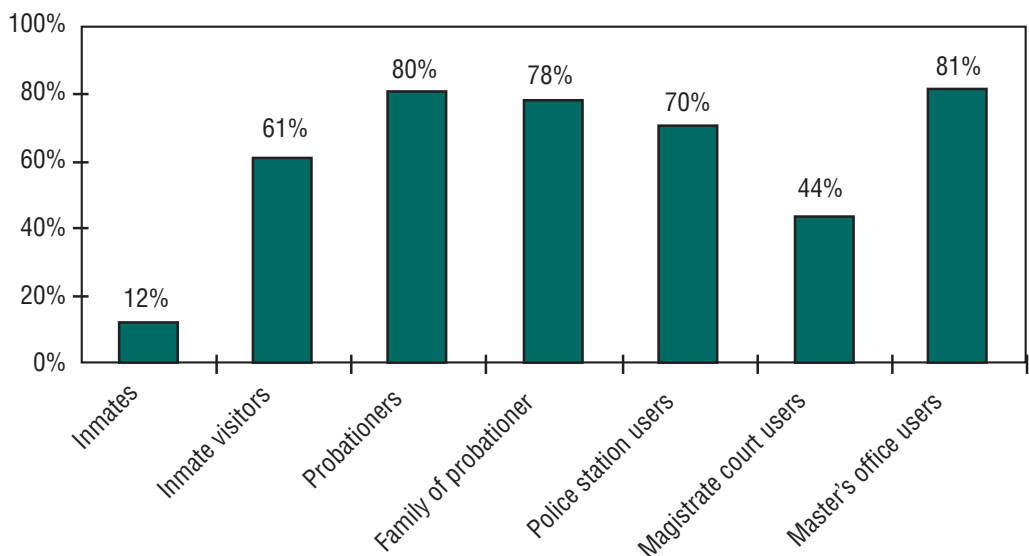


Figure 9: Overall levels of citizen satisfaction with services

In the majority of cases, citizens were generally satisfied with the different services received. Citizens who accessed services at Master's offices, probationers, family members of probationers and inmate visitors were amongst the most satisfied clients. In contrast, inmates at correctional facilities and magistrate court users exhibited the lowest levels of satisfaction with the services received.

The sections below provide more detailed information by department regarding citizens' satisfaction with specific aspects of the services.

3.2.1 South African Police Services

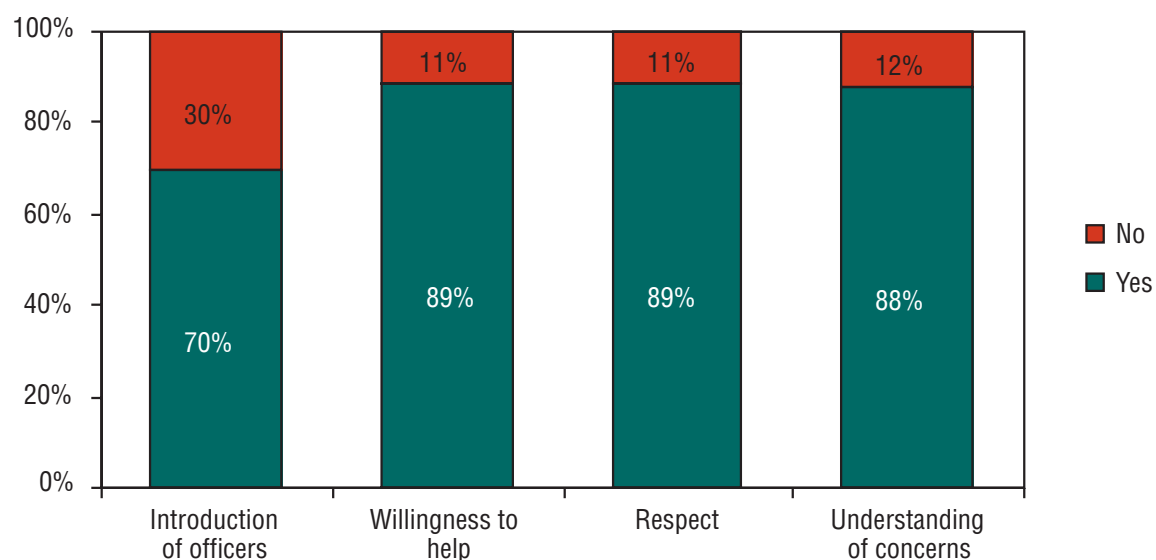


Figure 10: Level of citizen satisfaction with treatment by police officers

As shown in the figure above, most citizens were satisfied with the overall treatment that they received from police officers. In this regard, at least 88% of citizens felt the police understood their concerns, treated them with respect and were willing to assist. In contrast, however, citizens were less satisfied with the ability of police officers to introduce and identify themselves. This is of concern, considering that users might be unable to exercise the *Batho Pele* principle of redress and report any complaints related to treatment or quality of services rendered if they cannot identify the person who provided the service.

The level of satisfaction varied depending on the type of service that citizens accessed at police stations. Users who accessed administrative services were more likely than users of crime-related services to be satisfied with the services received. To illustrate, users who had accessed police stations for crime-related services were asked to rate their level of satisfaction with the way the police officer had handled their case. In contrast to the overall level of satisfaction with services received, only 64% of users who had gone to the police station for crime related issues were satisfied with the services received. Moreover, it was found that white respondents had the highest tendency to report that they were satisfied with the manner in which their cases were handled in comparison to Africans (71% vs. 60% respectively).

The services offered by the police were rated highly by the majority of users while slightly over 10% of them felt that they were of low quality.

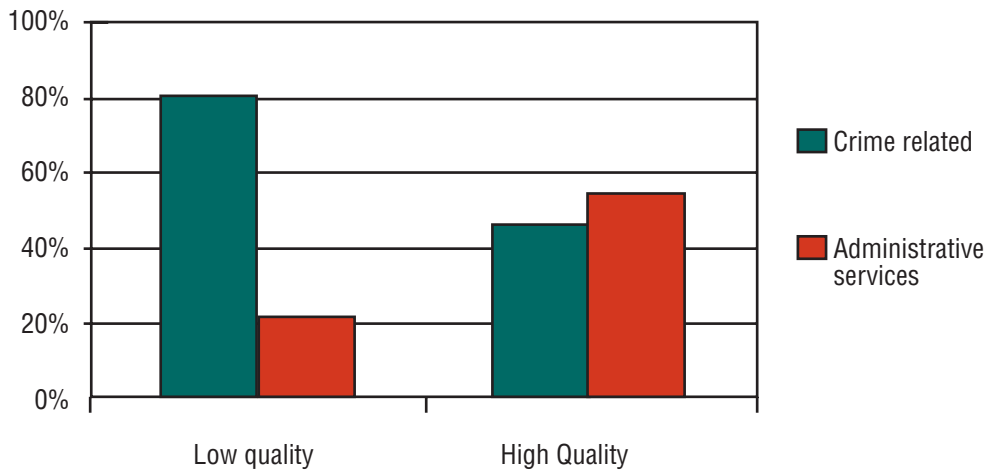


Figure 11: Overall rating of police services within type of service

While the majority of respondents felt that the services received were of high quality, a breakdown of the views of those who felt that the quality of the services received was low shows that the overwhelming majority of these respondents had accessed police stations for crime related services. The major reasons given for the low ratings were that respondents had received slow service and that the attitude of the police officers had been negative. White police station users were significantly more likely than other race groups to rate the overall quality of services highly.

At least 7% of users stated that they would not go back to the same police station again for the same matter and these again were mainly crime related respondents. The main reasons for this were that the service received had been poor or that the police had been rude, unfriendly or disrespectful.

The station commanders mostly agreed with the satisfaction levels as they rated it, from their side, as 72%. They saw the reason why the administrative respondents generally tended to be more satisfied with services was because administrative duties are sometimes prioritised over crime related work. This has an impact on the prevention and handling of crime. ICD representatives expressed the sentiments that, despite the fact that attempts have been made to establish Community Policing Forums, police officers need to foster greater accountability to the communities they serve.

3.2.2 Justice and Constitutional Development

3.2.2.1 Magistrate's court services

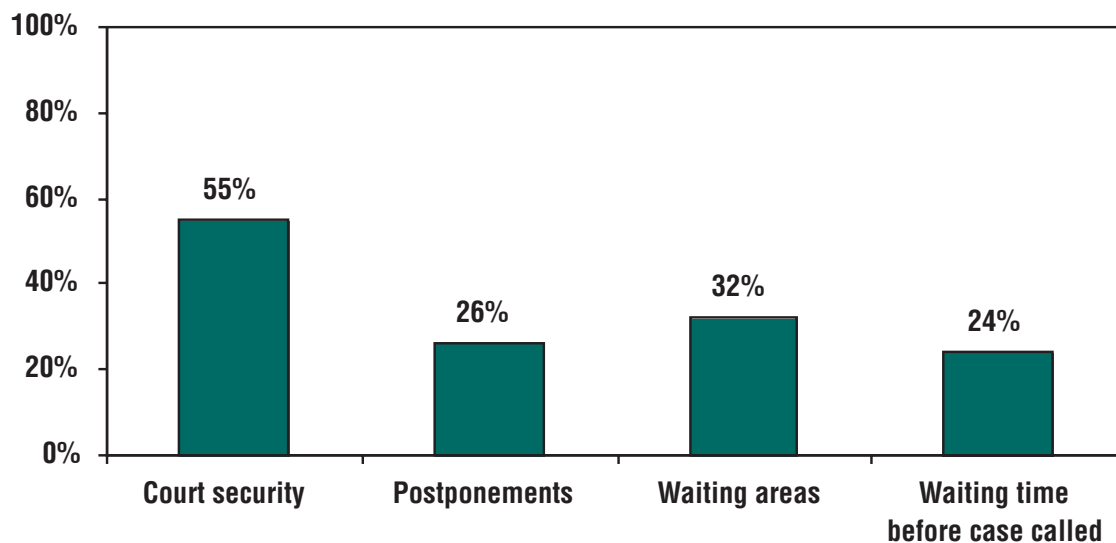


Figure 12: Court users' level of satisfaction with aspects of court services

Except for the existence of court security, court users expressed very low levels of satisfaction with different aspects of the court services received. Less than a quarter of all users were satisfied with the time they had to wait before their cases were called. Users who waited up to one hour the first time they came to court before the court case started were the most likely to state that they were satisfied with the waiting time. However, as waiting time increased from one hour to four hours or more, the level of satisfaction amongst users decreased rapidly. It is of concern that only one third of court users were satisfied with the quality of the waiting areas considering the long periods of time that citizens spend waiting at courts.

Related to the above, users who experienced five or more postponements and those who experienced postponements in excess of two months at a time were the most likely to indicate that they were dissatisfied with the ongoing postponements and the length of their cases at court.

In contrast to the above court managers generally felt that the staff at courts provide a good service to court users. They, however, was not satisfied with the postponement of cases and they rated the availability of court security as low.

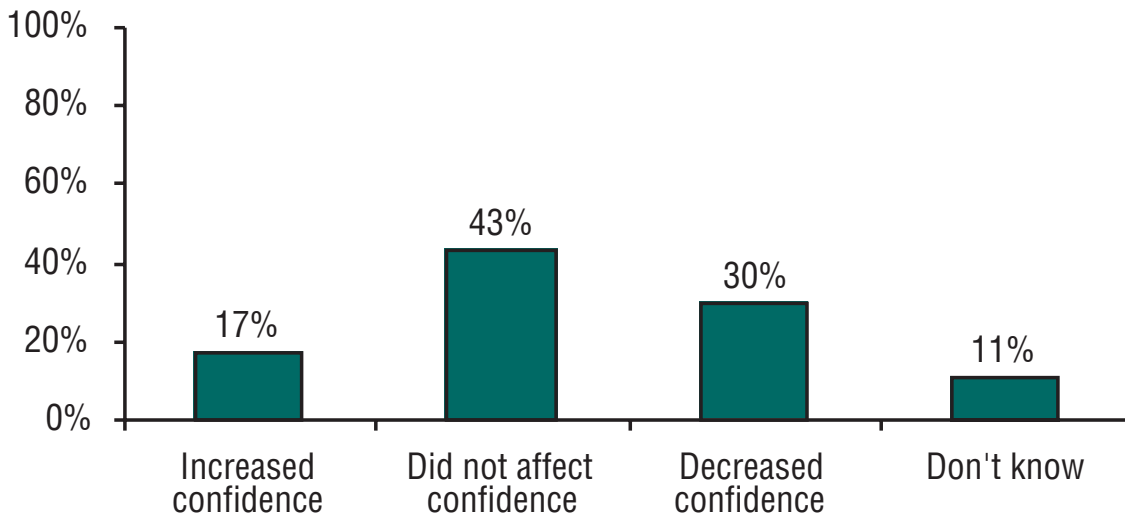


Figure 13: Effect of court experience on citizens' confidence in the court system

As a result of this experience, only a fifth of court users felt that their confidence in the court system had increased, while 30% of users felt that their confidence levels had indeed decreased.

Similarly, based on their experiences of attending court, only 14% of court users argued that they would generally be willing to pursue a case again or be a witness in a case again.

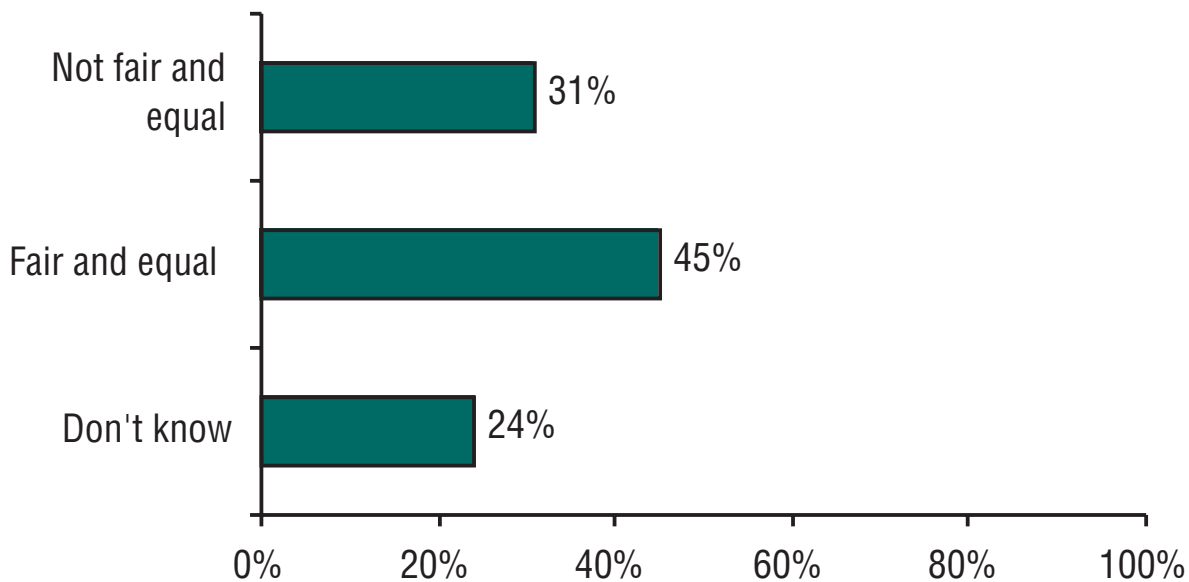


Figure 14: Court users' perception of the administration of justice

Based on their experiences of attending court, less than half of the users felt that justice is administered fairly and equally to all, while almost one third of users felt that justice is not administered fairly and equally to all.

3.2.2.2 Master's office services

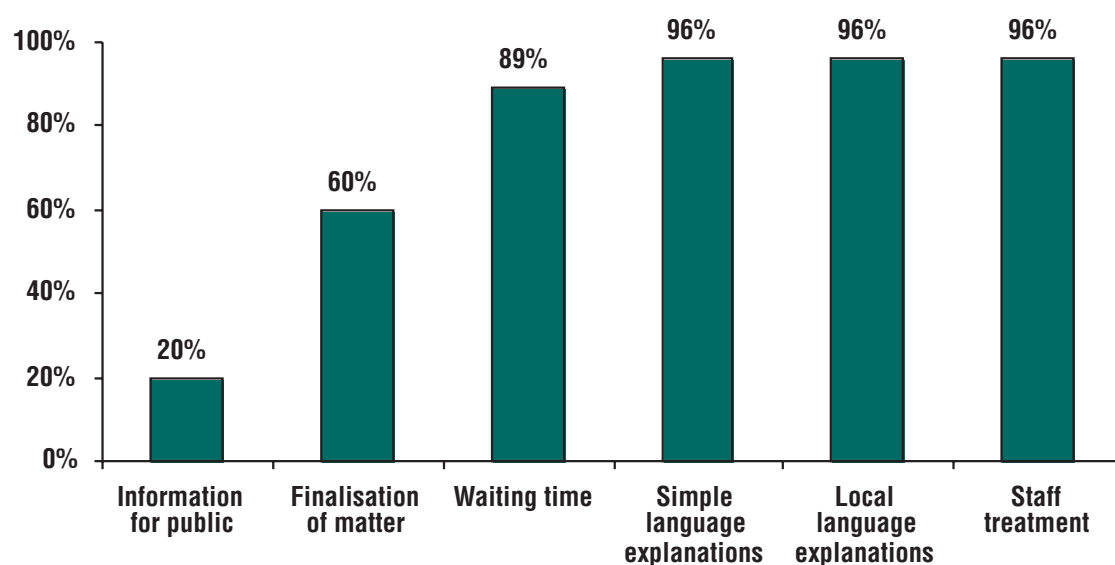


Figure 15: Citizens' level of satisfaction with aspects of services at Master's offices

Users of both deceased estate and Guardian's Fund services at Master's offices rated staff treatment, explanations received and waiting times extremely highly. However, the satisfaction level on the time taken by the office to finalise matters, were much lower (60%) which means that 40% of the users **were dissatisfied** with this aspect. Due to this unfinished business they were forced to go back to the office to finalise matters. This is also linked to the fact that, despite the aim behind the *Batho Pele* principle of facilitating access to services, offices are often not close to citizens' places of residence and accessing offices involves both time and travelling costs. Another aspect measured were the satisfaction with the information available to the public regarding the services provided by the master's offices and situations when citizens should approach the offices. Only 20% of users were satisfied therewith indicating that most (80%) users **were dissatisfied with the lack of information.**

While Masters were critical of the services provided by their offices to the public, most rated it still positive. The services were provided in time and the Masters were satisfied that the staff tried to do their best.

3.2.3 Correctional Services

3.2.3.1 Services at Correctional Centres

		Level of satisfaction			
Access to facilities		Poor	Adequate	Good	Total
Sentenced	High	30%	50%	20%	100%
	Medium	51%	43%	6%	100%
	Low	82%	16%	2%	100%
	Total	41%	45%	14%	100%
Awaiting trial	High	34%	59%	7%	100%
	Medium	78%	17%	5%	100%
	Low	87%	13%	-	100%
	Total	60%	34%	6%	100%

Table 3: Level of satisfaction with access to facilities, by type of inmate

Analysing the level of satisfaction amongst inmates in more detail, the table above shows that a clear link is evident – those inmates who reported having a high level of access to facilities were more likely to be satisfied with the level of basic services. For example, amongst sentenced inmates, 30% of those with a high level of access to facilities⁹ rated the basic services as poor, compared to 82% of those who reported having a low level of access to facilities. A similar pattern was found amongst awaiting trial detainees.

However, there was also, in statistical terms, a significant difference between sentenced and awaiting trial detainees – awaiting trial detainees were much more likely than sentenced inmates to rate the basic services they received as poor (60% vs. 41% respectively).

The size of correctional centres also had an impact on inmates' level of satisfaction, in that levels of satisfaction tended to drop as the size of the correctional centre increased. At small correctional centres, 61% of inmates rated basic services as 'good' or 'adequate', but only 45% of inmates at very large correctional centres rated the services in the same way.

In contrast with the above, the satisfaction level of the Heads of Correctional Centres with the basic services provided at the centres was 72%.

As shown in the figure below, inmates were evenly split on their levels of satisfaction with the treatment that they received from staff. About half of all inmates interviewed argued that Correctional Services staff have respect for inmates' human rights, are respectful when they do cell and body searches and in their general treatment of inmates, and use adequate force when they do searches.

⁹ A scale for level of access to basic facilities was calculated based on the number of inmates per working toilet and per working shower, the frequency with which inmates have access to running water to flush toilets/bathe, the frequency with which inmates have access to hot water to wash themselves, and the frequency with which they receive cleaning products to clean their cells. At different centres the availability of facilities varies. The privileges of the different category inmates also have distinct levels which entitle them to access facilities.

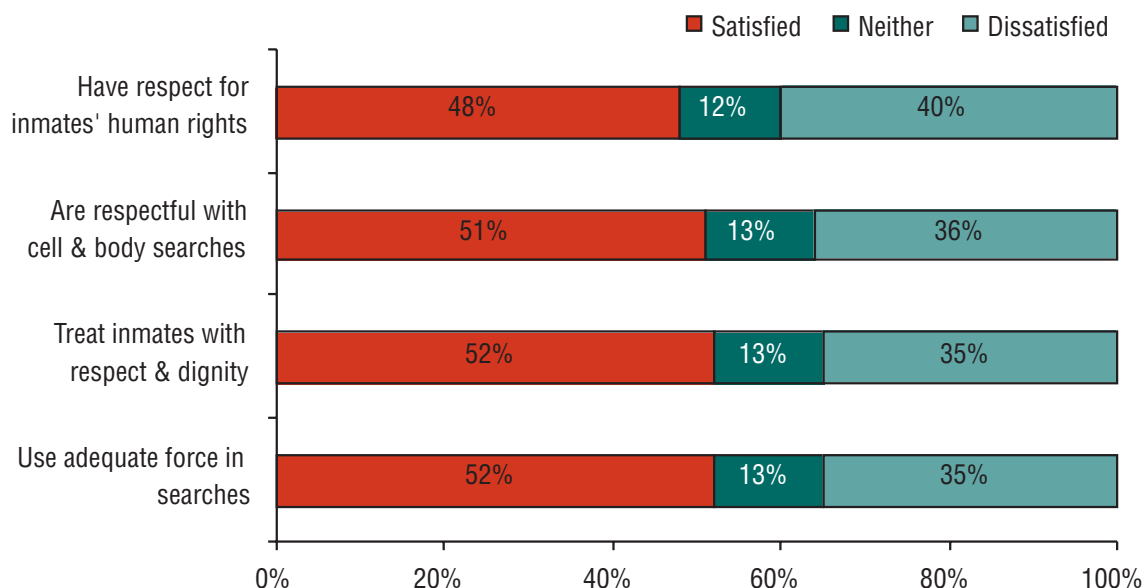


Figure 16: Inmates' level of satisfaction with Correctional Services staff

However, even if half of the inmates were satisfied, between 35% and 40% were dissatisfied with the treatment received by Correctional Services staff. Considering that staff should lead by example as part of the rehabilitation of inmates, these levels of dissatisfaction are relatively high.

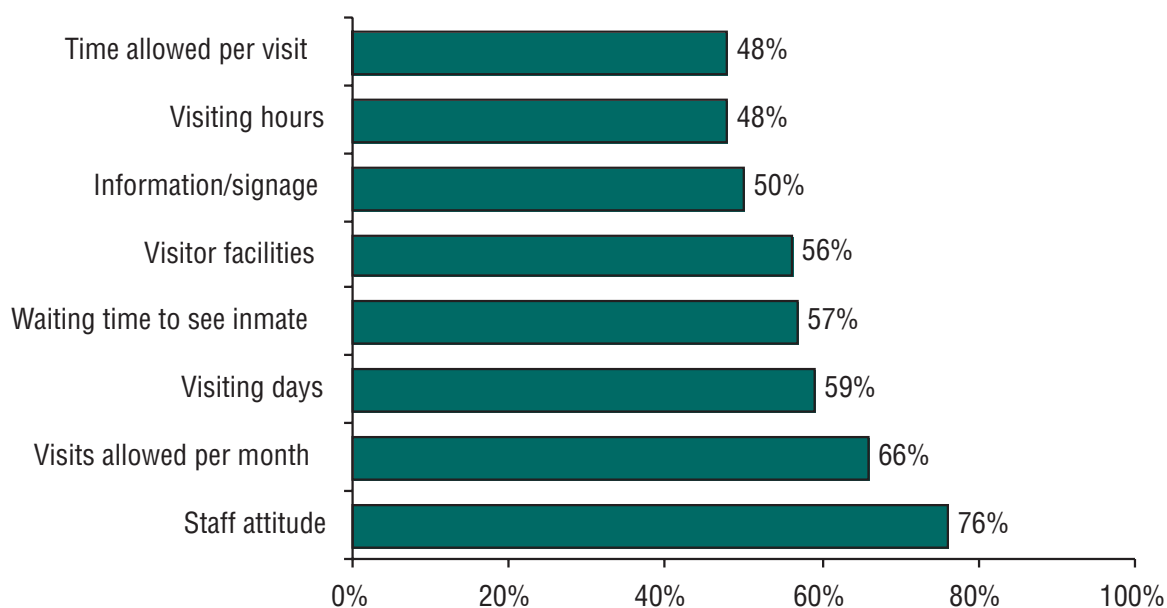


Figure 17: Visitors' level of satisfaction with service aspects at correctional centres

Considering the different aspects of visiting an inmate in detail, the aspect that the highest proportion of visitors were most satisfied with was the attitudes of staff towards visitors.

Although two thirds of the visitors were satisfied with the number of visits allowed in a month, less than half were happy with the visiting hours or with the amount of time they were allowed to spend with the inmate they were visiting.

3.2.3.2 Services under Correctional Supervision

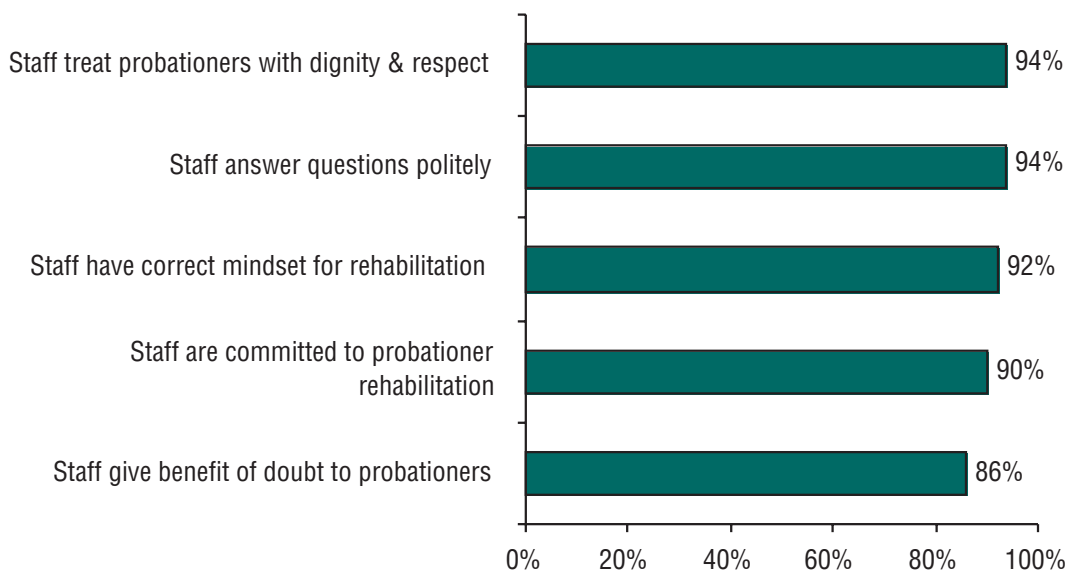


Figure 18: Probationer level of satisfaction with correctional supervision staff

The overwhelming majority of probationers rated staff treatment by correctional supervision staff very highly. They were least satisfied with the degree to which correctional supervision staff give the benefit of the doubt to probationers when they make a mistake. However, probationers were convinced that correctional supervision staff are committed to the rehabilitation of probationers even if probationers tended to argue that they would like to receive increased rehabilitation support and programmes. These findings indicate that correctional supervision staff are generally upholding the *Batho Pele* principle of courtesy towards clients.

In general, the Heads of Community Corrections were satisfied with the services provided by their offices. Almost all were happy with the compliance by probationers with the court imposed conditions. The Heads agreed with probationers that correctional supervision staff are committed to the rehabilitation of probationers.

3.3 STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

This section provides an overview of the strengths and weaknesses in service delivery by each department included in the survey. In addition, it outlines both opportunities that exist to improve services, as well as threats that could hinder those improvements.

The findings are presented in a matrix form to illustrate how citizens might perceive service delivery. The vertical side of the matrix ranks findings based on the level of importance to the citizen, while the horizontal side illustrates the progression, from the citizens' point of view, from low to high satisfaction with the services received. In other words, strengths and weaknesses that characterise the delivery of services are the most immediate and important aspect for citizens who access services. Citizens attach less importance to longer-term threats, such as limited resources, as their main concern is in receiving a better service in the short-term. Similarly, they attach less importance to opportunities for improvement of services since they often lack the

detailed knowledge of the policies and programmes being instituted by departments, while it is these opportunities that can often lead to higher satisfaction levels amongst citizens.

3.3.1 South African Police Services

The following matrix outlines the main identified strengths, weaknesses, opportunities and threats that affect service delivery at police stations. The administrative service rendered by police stations to citizens, such as the certification of documentation or firearm applications is a strength, as it is not only of high importance, but citizens are highly satisfied with this service. In contrast, the provision of crime services related to crime matters is of high importance, but citizens' satisfaction with it is low. Most of station commissioners were of opinion that the police officers at their stations had the right mindset to ensure a human rights culture. However, the ICD representatives felt that the police had a negative attitude towards users, which needs to be changed.

A number of opportunities exist to improve services, amongst them the policy framework to improve service delivery through, inter alia, sector policing; and improved consultation with ICD and NPA.

Insufficient staff training and lack of adequate facilities and resources threaten the ability of the police to respond to strategies to tackle crime and might also affect their ability to quicken the response time to call-outs.

		← Satisfaction	Low
High	↑	<p>STRENGTHS</p> <ul style="list-style-type: none"> • High level of staff commitment • Provision of administrative services • Short waiting times for clients • Quality of facilities 	<p>WEAKNESSES</p> <ul style="list-style-type: none"> • Provision of crime-related services • Identification of officers to public • Physical state of police stations • Lack of visible complaints mechanisms • Attitude of police officers • Community involvement by police
Low	↓	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> • Policy framework for service delivery • Improved consultation with ICD & NPA • ICD programmes to monitor police conduct • Increased resources to SAPS 	<p>THREATS</p> <ul style="list-style-type: none"> • Limited financial resources • Lack of sufficient police vehicles • Inadequate staff salaries • Insufficient training of staff • Mass arrests despite lack of evidence • Improper recordings of outcomes of arrests


3.3.2 Justice and Constitutional Development

The following matrix outlines the main identified strengths, weaknesses, opportunities and threats that affect service delivery at magistrate's courts and Master's offices. Key strengths of the service delivery at magistrate's courts include the commitment by the department to improve access to justice to vulnerable groups and to transform the justice system. At the Master's offices they consist of the courtesy and treatment of staff towards the users and the short waiting times for services.

At the courts, the length of time taken for finalisation of court cases and long waiting times at courts, were issues of high importance to users but were identified as marked weaknesses. Weaknesses coming to the fore at Master's offices were the proximity of the offices and the lack of public awareness of their services.

The numerous initiatives to improve court case flow management and reduce case cycle times are opportunities to improve service delivery. At the Master's offices the commitment of the Master's Business Unit's commitment to raise the profile of their services rendered is considered another opportunity.

Threats to better service delivery include inadequate resources, ongoing caseload and lack of monitoring procedures at both courts and Master's offices.

	High	← Satisfaction	Low
Importance 	High	<p>STRENGTHS</p> <ul style="list-style-type: none"> • Commitment by department to improve access to justice for vulnerable groups, transform the justice system, and increase profile of Master's offices • Staff treatment at Master's offices • Short waiting times at Master's offices • Physical condition of Master's offices 	<p>WEAKNESSES</p> <ul style="list-style-type: none"> • Court facilities and buildings • Info provided to users at courts • Length of finalisation of cases • Waiting times for court users • Access to courts and Master's offices • Lack of public awareness about services rendered by Master's offices • Lack of visible complaints mechanisms • Lack of consultation with users
	Low	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> • Numerous initiatives to improve access to justice at court level (e.g. case flow management, IJS court centres, and community courts). 	<p>THREATS</p> <ul style="list-style-type: none"> • Limited financial resources • Limited human resources • Limited change management training • Ongoing caseload • Lack of monitoring & evaluation capacity • Illiteracy of users

3.3.3 Correctional Services

The following matrix outlines the main identified strengths, weaknesses, opportunities and threats that affect service delivery at correctional centres and correctional supervision.

The strengths that characterise service delivery at the department are the positive staff treatment of visitors and probationers; the compliance of staff with the length and type of visits allowed to inmates and the administering of corrective action towards probationers. The staffs' ethos towards the development and rehabilitation of offenders is also strength, but on the downside the limited support provided by the department for these actions is a negative factor in this instance.

		← Satisfaction	→
		High	Low
Importance ↑ ↓	High	STRENGTHS <ul style="list-style-type: none"> • Staff treatment towards visitors and probationers • Staff commitment to rehabilitation • Compliance with inmate visits • Corrective action towards probationers 	WEAKNESSES <ul style="list-style-type: none"> • Physical state of correctional facilities • Basic living conditions of inmates • Deficiencies in admission procedures • Lack of safety amongst inmates • Physical access for visitors • Limited rehabilitation support for probationers • Recidivism by probationers • Corruption amongst staff • Complaints mechanisms • Limited consultation within the Dept
	Low	OPPORTUNITIES <ul style="list-style-type: none"> • Comprehensive policy framework to guide department (White Paper on Corrections) • Commitment to change ethos to development & rehabilitation of offenders • Awaiting trial detainee Task Team • Unit management within facilities • Community involvement in rehabilitation 	THREATS <ul style="list-style-type: none"> • Overcrowding • Mass arrests by police • High proportion of awaiting trial detainees • Limited financial & human resources • Insufficient training of staff • Institutional 'prison' culture • Insufficient resources for probationer monitoring • Limited family & community involvement in probationers' lives

In addition, at correctional centres issues such as overcrowding, the state of the facilities and deficiencies in admission procedures impair service delivery. Limited attention to the needs of awaiting trial detainees is also identified as a weakness.

Opportunities that could lead to the improvement of services include the existing policy framework, the introduction of unit management at correctional centres and a commitment a commitment by role players in the IJS to improve services within the criminal justice sector.

A number of threats that could impede progress in the improvement of services have been identified. These include the mass arrests by the SAPS, the high proportion of awaiting trial detainees and limited resources for probationer monitoring.

3.3.4 Summary of SWOT analysis

- (a) The main strengths identified in overall service delivery revolve around the existence of policy frameworks to guide service delivery and the commitment by departmental staff to improve the delivery of services.
- (b) The main weaknesses identified in overall service delivery were the physical state of facilities, access to services, the levels of information provided to citizens, the lack of proper complaints mechanisms, and the lack of consultation with citizens and internal clients to the departments.
- (c) Government and departmental initiatives to improve service delivery have been identified as the best existing opportunities to improve service delivery. The challenge that remains is their gradual implementation.
- (d) Limited financial and human resources, insufficient staff training and the lack of ongoing monitoring and evaluation of service delivery remain threats that can hinder possible improvements in service delivery.

3.4 CONSULTATION NEEDS

Throughout the course of this survey it was found that consultation is required at different levels in the service delivery value chain in order to ensure the quality of the services delivered. At the highest level, there is a need for increased consultation and coordination across departments in the criminal justice sector. The departments evaluated in this survey can be conceived of as operating in a chain, where the actions of one department can have a significant impact on those of another. Systems for coordination across the criminal justice sector currently exist through the Justice, Crime Prevention and Security (JCPS) Cluster and the Integrated Justice System (IJS). While there is positive cooperation at national level through the JCPS cluster, it is difficult to sustain the synergies across departments due to the fact that the JCPS meets only on a quarterly basis and some departments within it are national in character, while others have national, provincial and local competencies. In this regard, there is a need for greater cooperation between departments in the JCPS cluster to ensure that national policies can cascade to local service points.

In this regard, greater consultation needs to take place between staff at departmental head offices and those working at service point level. The survey found that heads of correctional centres, court managers and Masters often feel that there is insufficient consultation within departments and lack of understanding at head office level about developments and constraints at service point level. Moreover, according to these individuals, policies that affect service delivery are made at national level and those in charge of delivery of services do not receive enough support from national level to implement such policies.

Most importantly, ongoing consultation needs to be undertaken with citizens who access services. While devising policies and regulations is an important aspect of service delivery, understanding people's experiences with the implementation, or lack thereof, of those policies at service point level is central towards ensuring that services are rendered adequately to users. While departments might rely on their own staff at service point level to provide feedback, it was found that staff members, such as court managers or heads of correctional centres, always had a much more positive rating of the quality of the services delivered than citizens themselves. If the services are geared to citizens, citizens should be able to relate their experiences in accessing those services. In particular, citizens need to be consulted on a regular basis on their perceptions about the services they receive in order to prioritise areas for improvement.

In addition, the survey has shown that citizens want to receive more information about the services they receive. In this regard, citizens should be consulted in the production of pamphlets or information brochures to ensure that the content of these materials is relevant and easily understood by those who require them.

3.5 AREAS FOR IMPROVEMENT IN SERVICE DELIVERY

This section outlines the main areas for improvement identified by citizens in the course of the survey. To avoid any possible bias and instead capture citizen's views on aspects of the services that need to be improved in great detail, respondents were asked an open-ended question which allowed them to indicate the three most important aspects of service delivery that, in their view, required improvement. These responses were later recoded and grouped into broad categories. The responses are grouped by department below.

3.5.1 South African Police Services

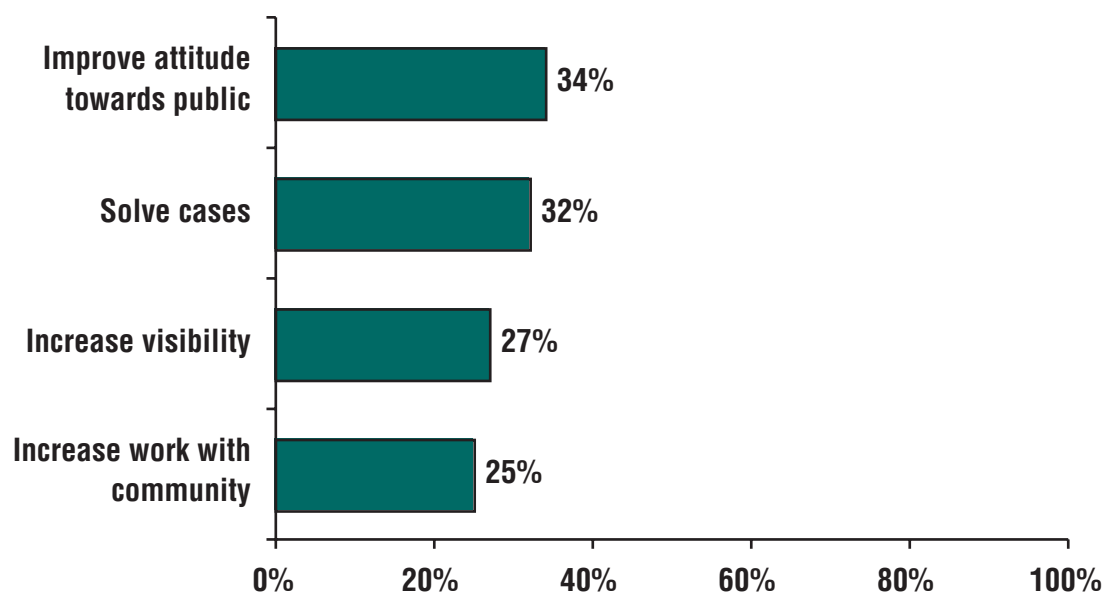


Figure 19: Areas for improvement of services at police stations¹⁰

Citizens identified a number of areas for improvement in the services rendered at police stations. These focused on changing the attitude of police officers towards the public, solving cases, increasing the visibility of the police in the area and working more closely with the surrounding communities. The latter was also highlighted by representatives from the Independent Complaints Directorate who emphasised the importance of having public meetings with community members to enable them to feel that the local police are responsive to their needs.

The station commissioners had various suggestions for improvement of service delivery. They revolved mainly around inadequate staff salaries, inadequate financial resources and the lack of sufficient police vehicles. The areas for the improvement of staff were on education and training, i.e. higher scholastic education, specialised training such as crime detection and investigation.

¹⁰ Respondents were allowed to give more than one response to this question.

3.5.2 Justice and Constitutional Development

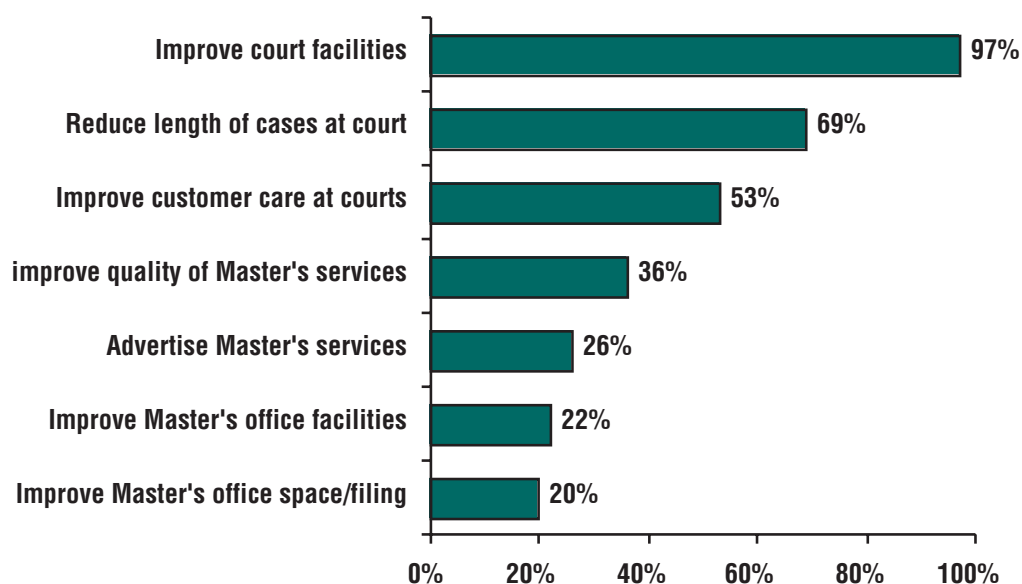


Figure 20: Areas for improvement of services at magistrates' courts and Master's offices¹¹

Citizens identified a number of areas for improvement of the services rendered at both magistrate's courts and Master's offices. Considering that court users spend significant amounts of time waiting at court buildings, it is expected that almost all court users would like to see improvements in the facilities available at court, ranging from the quality of the waiting areas, sufficient benches or chairs to sit on, clean public toilet facilities, better lighting and heating for waiting areas. Over two-thirds of court users would also like to see a reduction in the length of cases at court and a reduction in the number of postponements, while over half of them would like to see an improvement in the customer care provided to court users, namely the information and explanations provided to court users and the existence of complaints mechanisms.

Court managers identified insufficient financial and human resources as the main areas for improvement. They also felt that policies were made at national level without adequate understanding of what happens at courts and this needed further consultation.

With regard to services at Master's offices, over a third of office users would like to see the quality of the services rendered improved by ensuring that users receive greater assistance with the filling in of forms and more information about the processes they must go through to settle a deceased estate or access the Guardian's Fund. One-quarter of users would like for Master's offices to advertise the services they provide, as most people seem to be unaware of the existence of such offices, while one-fifth of users would like to see facilities at the offices strengthened.

The three main aspects mentioned by the Masters that need to be improved in order to deliver better service to the citizens were –

- shortages of staff;
- staff training; and
- communication with citizens about the services rendered by the Master's offices.

If the areas identified by the Masters got attention it is most likely that it would serve to address the areas around the quality of services raised by the users.

¹¹ Respondents were allowed to give more than one response to this question.

3.5.3 Correctional Services

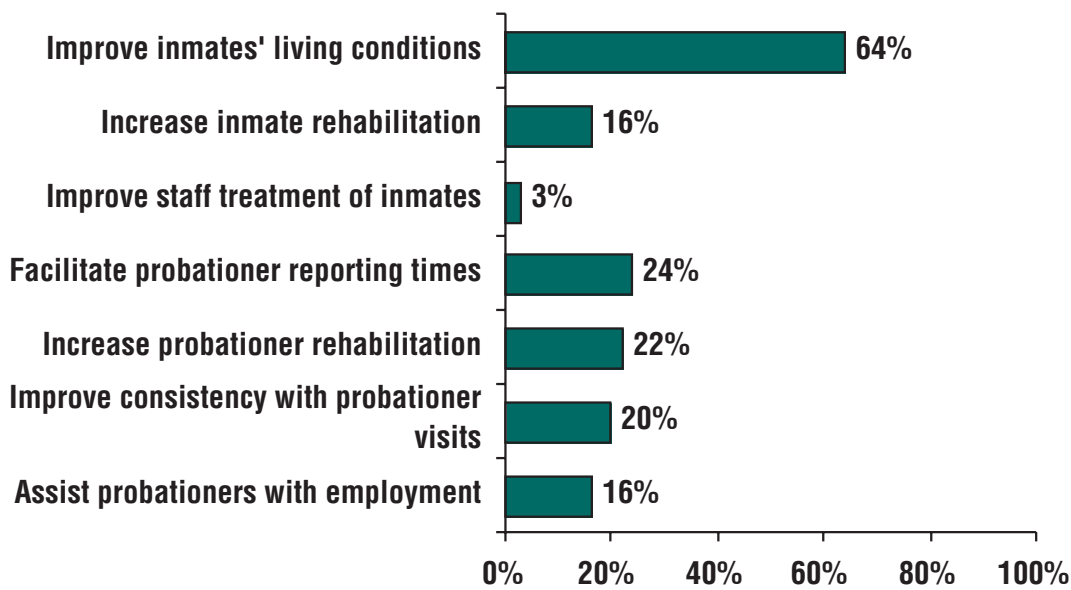


Figure 21: Areas for improvement of services at correctional centres and correctional supervision¹²

Considering the effects of overcrowding on South Africa's correctional centres, it is expected that almost two-thirds of inmates would like to see their basic living conditions improved. This includes the food and medical care received, as well as access to ablution facilities, hot water and safety. While there is a general commitment by the department towards the rehabilitation and development of offenders, almost one-fifth of inmates would like rehabilitation programmes to be improved.

The heads of correctional centres identified a variety of areas they would like to see improved. This ranged from structural changes to the centres itself to addressing the issue of overcrowding. The major issue raised by them in this regard relates to the rehabilitation and development programmes that are available.

While probationers were generally satisfied with the services offered under the system of correctional supervision and were of the view that staff are committed to their rehabilitation, they would like greater assistance with rehabilitation, as well as finding jobs. They would also like to see more adequate reporting times, especially given that in some cases probationers might be at work or attending job interviews when they are meant to be reporting or visited by correctional supervision officials.

The areas for improvement identified by the heads of Community Corrections were mostly that there should be more staff and vehicles available to perform their duties. They also wanted to see more community involvement and satellite offices.

¹² Respondents were allowed to give more than one response to this question.

4. CONCLUSIONS

This survey has yielded useful findings on citizen satisfaction with the level of services provided by the three departments evaluated and their adherence to *Batho Pele* principles of service delivery. It is instructive to note that during the course of the survey, citizens were willing to share their experiences and point to areas that need to be targeted to improve the delivery of services to people. Many appreciated the fact that they were asked to answer questions about the services they had received, which points to the willingness of citizens to play their part in evaluating service delivery. To be effective, however, this consultation needs to happen on a regular basis in order to measure change in the citizen's satisfaction levels over time. It is hoped that the results of this survey will be used as a baseline against which future changes in services can be measured.

There were varying degrees of compliance in the services rendered with the *Batho Pele* principles examined. The findings also point to variation in satisfaction levels across services within departments. To illustrate, inmates at correctional centres were the least satisfied clients whereas probationers and their family members were amongst the most satisfied with the services received, despite the fact that these services all fall under the same department.

Physical access to points of service, such as magistrate's courts, police stations and Community Corrections offices was generally adequate for urban respondents. However, it remains a challenge for users living in rural areas who have to spend more resources and time than urban-based users to access these services. Moreover, the proximity of points of service also proved to be a concern for Master's office users, as well as inmate visitors.

Except for inmates and magistrate court users, citizens interviewed generally rated courtesy and respect by public servants relatively highly. In contrast, most citizens interviewed were dissatisfied with the information made available to them about the services that they received across the three departments evaluated. This ranged from basic information describing the service, aspects of a service that citizens have a right to, to the availability of signage and information desks which citizens can rely on for assistance.

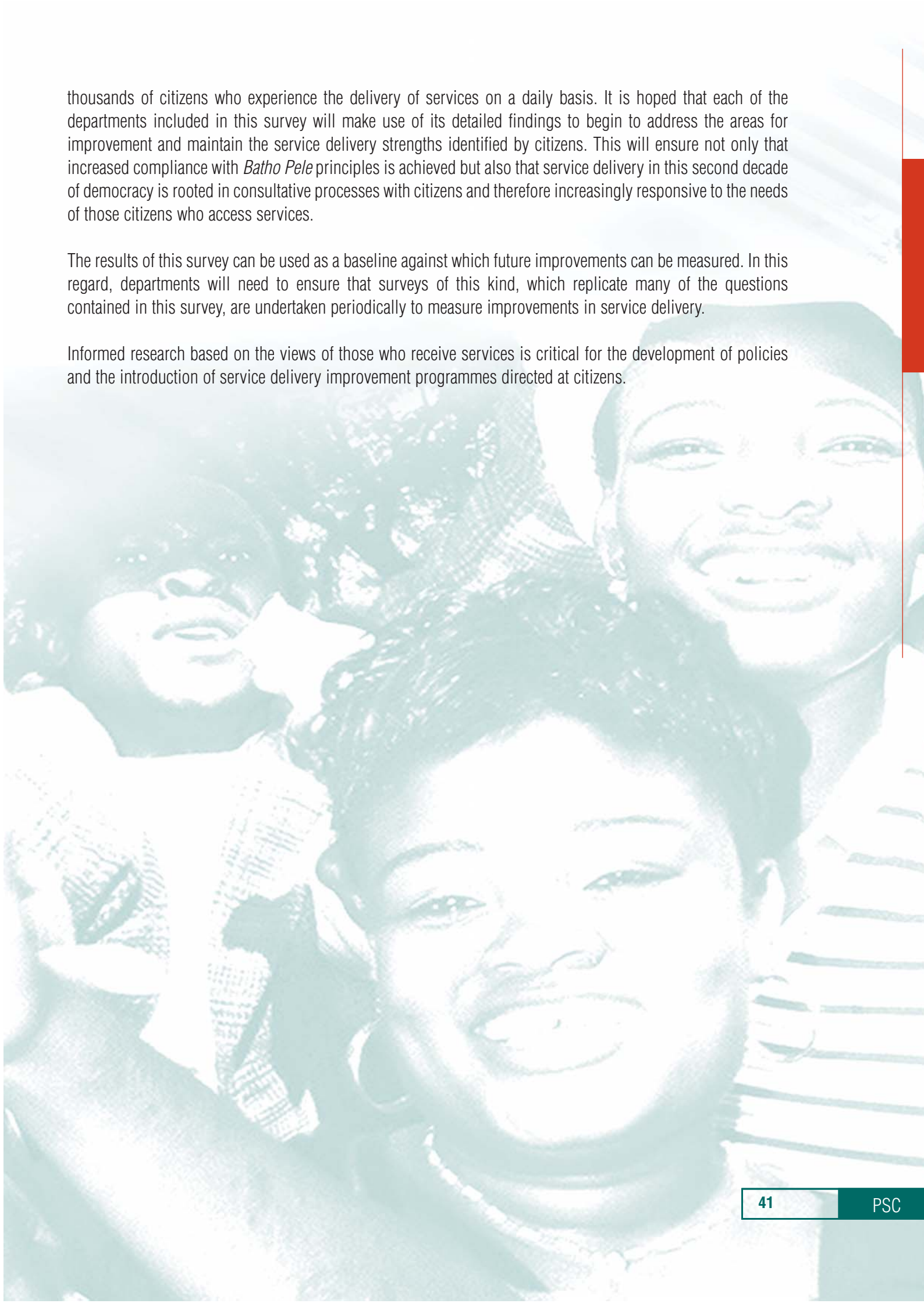
Ensuring an effective and efficient performance within the public service requires not only assessing the public's perceptions of service delivery, but also monitoring compliance with *Batho Pele* principles by the very same departments which are tasked with service delivery. Complaints about service delivery can highlight deficiencies in the provision of services. These deficiencies can themselves become areas for improvement in service delivery. Unfortunately however, during the course of the survey it became apparent that departments lack clear, easily accessible complaints mechanisms for the public, thus making it difficult for citizens to exercise the *Batho Pele* principle of redress. In many cases, public servants assume that if citizens have complaints, they will approach someone. Besides not being transparent, this practice puts the onus on members of the public to take action. Further, in cases where mechanisms do exist, citizens raised concerns about the lack of information regarding progress with, and outcomes, of their complaints. There is a unwillingness to lodge complaints out of a belief that reporting problems will not make a difference in the quality of the services delivered.

In line with the *Batho Pele* principle of consultation, the findings from this survey emanate from a process of extensive consultation not only with departmental staff at different levels, but also, and more importantly, with

thousands of citizens who experience the delivery of services on a daily basis. It is hoped that each of the departments included in this survey will make use of its detailed findings to begin to address the areas for improvement and maintain the service delivery strengths identified by citizens. This will ensure not only that increased compliance with *Batho Pele* principles is achieved but also that service delivery in this second decade of democracy is rooted in consultative processes with citizens and therefore increasingly responsive to the needs of those citizens who access services.

The results of this survey can be used as a baseline against which future improvements can be measured. In this regard, departments will need to ensure that surveys of this kind, which replicate many of the questions contained in this survey, are undertaken periodically to measure improvements in service delivery.

Informed research based on the views of those who receive services is critical for the development of policies and the introduction of service delivery improvement programmes directed at citizens.



5. RECOMMENDATIONS

Based on the findings from this survey, a number of recommendations can be highlighted. In other sections of this report, key areas for improvement per department identified by citizens have already been highlighted and will not be repeated here. However, there are some recommendations that are central to ensure increased levels of satisfaction amongst citizens:

- **Need for the ongoing monitoring and evaluation of services through extensive consultation with the public**

As part of this monitoring and evaluation, periodic surveys need to be implemented by each department to measure progress in the delivery of services objectively and enhance the ability of departments to meet citizen's needs. Consultation with the public and enabling citizens' participation will serve not only to reaffirm the principles of *Batho Pele*, but also to address the marked discrepancies in the rating of the quality of services between citizens and internal clients to the departments. As pointed out earlier, this survey has laid the groundwork for future ongoing monitoring and has highlighted specific areas towards which departments should focus their initiatives.

- **Increased provision of information to citizens about the services they are entitled to receive**

In order to improve the quality of the services delivered, departments need to institute mechanisms to provide information to enable members of the public to become acquainted with the services they are about to receive and their rights and responsibilities in relation to those services. The provision of information could take a number of forms, to clearly provide details on how to access further information and clarification about the services received. These forms could include the setting up of information desks, the institution of radio campaigns, to brochures and information pamphlets in local languages.

- **Facilitation of access to services for citizens**

In order to ensure citizens' equal access to services, departments need to pay special attention to improving access to services for disabled citizens as well as rural populations. Improving access to services also requires departments to improve their efficiency, to ensure that citizens do not have to make repeated visits to receive a service and thus reduce the costs, in both time and transport, currently borne by citizens to access the various services.

- **Existence of easily accessible and transparent complaints mechanisms**

An important aspect of day-to-day monitoring of the quality of service delivery at service point level is the existence of easily accessible and transparent complaints mechanisms to which citizens can have recourse if they are dissatisfied with the services received. As has been shown in this report, despite the importance of the *Batho Pele* principle of redress, the departments included in this survey have some way to go to ensure that the public have access not only to user-friendly complaints mechanisms but also to information about progress regarding complaints that they might have lodged. The latter is particularly important to demonstrate to members of the public that their input is valued and taken seriously by the different departments. In this regard, the White Paper on Transforming Public Service

Delivery requires that “where the promised standard of service is not adhered to, customers should be offered an apology, a full explanation and a speedy and effective remedy”. Ensuring compliance with redress mechanisms is required not only in terms of the White Paper, but also in terms of the right to just administrative action as protected by the Constitution and the Administrative Justice Act (No.3 of 2000). It is for these reasons that departments must facilitate user access to redress mechanisms, as well as emphasise to users the importance of making use of those mechanisms as a way to provide their input on how to improve the services received.

- **Greater coordination amongst the departments that make up the criminal justice sector**

Increasing citizen's satisfaction with the services received within the criminal justice system will also require greater coordination amongst the departments that make up the criminal justice sector. To ensure a timely movement of individuals from the time of arrest to a court appearance, and possible trial and sentence, the three departments, together with others in the Integrated Justice System, need to coordinate their functions more closely at each stage of a person's movement through the criminal justice system. This requires better case preparation and investigation by the police before dockets are sent to court, greater participation by the prosecution to ensure that cases are ready before they are put on the court roll, and better court roll planning by magistrates and other court officials to avoid unnecessary postponements and enable a quicker finalisation of cases.

Because the functions of the three departments evaluated are closely interlinked, greater cooperation is also required to deal with a number of issues that affect the quality of the services that these departments render to the public. Each department should assess the impact of its actions on other departments. An example is crime combating operations that can lead to mass arrests - despite the lack, at times, of prima facie evidence to substantiate those arrests. Such actions can have negative effects on the case load at magistrate's courts and lead to overcrowding at correctional centres.

Departments within the Integrated Justice System should all consider the different factors that impact on overcrowding at correctional centres. One such factor is the system of minimum sentences introduced in 1997. Consideration should be given to how this system relates to progress made by offenders through the system of rehabilitation, the high number of awaiting trial detainees held at correctional facilities and the recommendations made by the Inspector Judge of Prisons to reduce their numbers, and the holding of both awaiting trial detainees and children at correctional centres. Greater coordination is also needed to ensure that the IJS Task Team attending to the issue of the holding of awaiting trial detainees concretises its work.

Addressing some of the above is likely to require more regular meetings of the JCPS cluster and the departments within the Integrated Justice System, as well as a better understanding of the circumstances that citizens and departmental staff experience at service point level.

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- Interview with representatives from Master's Business Unit, 30 April 2004.
- Interview with representatives from South African Police Services, Pretoria, 24 August, 2004.
- Interview with Senior State Advocate, National Prosecution Service and Police Liaison Officer, Pretoria, 21 September 2004.
- Interview with Johannesburg Justice Centre Executive, 3 May 2004.
- Interview with Acting National Operations Executive, Legal Aid Board, 14 December 2004.
- Interview with representatives from the Court Services Unit, Department of Justice and Constitutional Development, Pretoria, 15/09/04.
- Interview with representatives from Independent Complaints Directorate, Pretoria, 6 December 2004.



ANNEXURE

ANNEXURE

SERVICE DELIVERY SITES						
PROVINCE	SOUTH AFRICAN POLICE SERVICES		DEPARTMENT OF JUSTICE AND CONSTITUTIONAL DEVELOPMENT		DEPARTMENT OF CORRECTIONAL SERVICES	
	Police Stations	Magistrate's Courts	Master's Offices	Correctional Centres	Community Corrections' Offices	
Eastern Cape	Intsikeni	New Brighton, Port Elizabeth	King Williamstown	Mqanduli	Port Elizabeth	
	Maletswai	Joubertina	Port Elizabeth	Stutterheim		
	Beacon Bay, East London	Adelaide		Mount Fletcher		
	Duncan Village, East London	Qumbu		East London Med C		
	Kei Road, East London	Stutterheim		King Williamstown		
	Mdantsane, East London	Port Elizabeth		Umtata Max		
	Grahamstown	East London		St Albans Med C		
	Graaff-Reinet	Uitenhage				
	Butterworth					
	Ngqamakwe					
	Whittlesea					
	Klipplaat, Uitenhage					
	Mount Ayliff					

Free State	Riebeeckstad	Boshof	Bloemfontein	Zastron	Harrismith	
	Clocolan	Rouxville		Sasolburg		
	Frankfort	Tseki (Witsiehoek)		Hoopstad		
	Kestell	Vrede		Kroonstad Youth		
	Reitz	Welkom		Harrismith		
	Tweeling			Goedemoed Med A		
	Hoopstad			Grootvlei Max		
	Sasolburg					
	Thabong					
	Welkom					
	Batho					
	Bloemspuit					
	Brandfort					
	Gauteng	Alexandra	Kliptown, Johannesburg	Pretoria	Pretoria Max	Shoshanguve
		Heidelberg	Centurion		Johannesburg Med C	Johannesburg
		Hillbrow	Krugersdorp		Johannesburg Med A	
Linden		Johannesburg		Zonderwater Med B		
Katlehong		Benoni		Bviaanspoort Med		
Ivory Park						
Olifantsfontein						
Bronkhorstspuit						
Garsfontein						
Villieria						
Meyerton						
Vanderbijlpark						
Randfontein						
Protea Glen, Soweto						

KZN	Durban Central	Wentwirth, Durban	Pietermaritzburg	Nongoma	Newcastle	
	KwaMashu	Phoenix, Durban		Mapumulo		
	Newlands east	Inkanyezi, Eshowe		Estcourt		
	Bayview	New Hanover		Pietermaritzburg Med B		
	Colenso	Durban		Empangeni		
	Mountain Rise	Verulam		Ladysmith		
	Winterton			Durban Med A		
	Ezakheni			Pietermaritzburg		
	Pomeray					
	Nqutu, Ulundi					
	Gingindlovu					
	Mtubatuba					
	Ubombo					
Northern Cape	Sunrise	Phillipstown	Kimberley	Barkly West	De Aar	
	Barkly West	Douglas		De Aar		
	Delpoortshoop	Colesberg		(Part of Free State area)		
	Kimberley					
	Kuruman					
	Warrenton					
	Niekerkshoop					
	Prieska					
	Alexanderbaai					
	Colesberg					
	Victoria West					

	Magatle	Mooketsi	Thohoyandou	Tzaneen	Naboomspruit
Limpopo	Potgietersrus	Naboomspruit		Thohoyandou Med A	
	Lebowakgomo	Giyani		Thohoyandou Med B	
	Matlala	Potgietersrus			
	Nebo				
	Sekhukhune				
	Tubatse				
	Levubu				
	Soekmekaar				
	Vuwani				
	Maake				
	Ritavi				
	Tzaneen				
	Amsterdam	Skukuza		Barberton town	Nelspruit
	Embalwenhle	Sabie		Barberton Farm Med A	
	Piet Retief	Nkomazi			
	Val	Witbank			
Dullstroom					
Vaalbank					
Waterval Boven					
Barberton					
Kanyamazane					
Lydenburg					
Mbuzini					
Tonga					
Mpumalanga					

North West					
Boitekong	Delareyville	Mmabatho	Klerksdorp	Klerksdorp	
Mabopane	Mothibestad		Losperfontein, Brits		
Mogwase	Klerksdorp				
Thlabane					
Bothitong					
Lomanyaneng					
Mmabatho					
Setagole					
Amalia					
Fochville					
Klerksdorp					
Potchefstroom					
Wolmaranstad					

Western Cape		Cape Town	Mitchells Plain
Citrusdal	Bishop Lavis	Swellendam	Mitchells Plain
Laingsburg	Calitzdorp	Oudtshoorn Med A	
Nuwerus	Swellendam	Malmesbury Med B	
Tulbach	Mitchells Plain	Buffelsjagrivier	
Wellington	Cape Town	Worcester Male	
Bellville		Drakenstein Med A	
Goodwood		Pollsmoor Max	
Milnerton		Helderstroom Max	
Beaufort West			
Oudtshoorn			
Riversdal			
Lansdowne			
Mitchells Plain			
Number of sites*	42	9	10
Number of interviews	1 180	189	1 364

* In some areas more than one site were visited