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# No. 41: The Quality of Migration Services Delivery in South Africa

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THE SOUTHERN AFRICAN MIGRATION PROJECT

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THE QUALITY OF MIGRATION  
SERVICES DELIVERY  
IN SOUTH AFRICA

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MIGRATION POLICY SERIES No. 41

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THE QUALITY OF MIGRATION  
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SOUTH AFRICA

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AND VINCENT WILLIAMS

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SOUTHERN AFRICAN MIGRATION PROJECT  
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## EXECUTIVE SUMMARY

**T**he South African Department of Home Affairs (DHA) is responsible for the implementation and management of migration policy and legislation, as well as the registration of births, marriages and deaths and the issuing of identity documents and passports. It is often criticised in the media and in private conversation for being administratively inefficient, cumbersome and unwieldy. South African and foreign customers reportedly regularly complain about the poor quality of services delivered by the Department. Such evidence and media reporting underpins the widely-held belief that the Department is not easily accessible, is unresponsive to the needs of its customers, is riddled with corruption and, to the extent that systems are in place to provide efficient and quality services, is poorly managed.

In recent years, the DHA has also been plagued by a number of incidents of corruption and mismanagement and a protracted and controversial process of drafting new immigration legislation. At the same time, several incidents were reported that suggested there was significant tension between former IFP Home Affairs Minister Buthelezi and the ANC Director-General of Home Affairs. These factors contributed to the general sense that the Department was in disarray, and had not made any progress in improving its ability to deliver services in a timely manner, or towards living up to the criteria set out in the Departmental Standards brochure published in 1997.

The Southern African Migration Project (SAMP) therefore proposed to test current perceptions of the Department through a study of the quality of services delivered: the Services Quality Survey (SQS) project. In SAMP's view, the value of implementing such a project lies in assessing and comparing the views, preferences and expectations of service consumers with those of the service providers. By developing an understanding of the constraints that hinder performance and the factors that enhance performance, the results of the SQS are intended to be used as a baseline against which to assess and benchmark current performance and service standards, and to set realistic targets and objectives to improve service delivery in the future.

In the SQS project, interviews were conducted with Departmental officials, citizens and non-citizens nationwide using structured questionnaires. The questionnaires administered to citizens and non-citizens were largely the same, though non-citizens were also asked about their country of origin, their reason for entering the country, and how frequently they visited South Africa. The questionnaire administered to officials included questions about length of service, job satisfaction,

knowledge of policies and legislation administered by the Department, national service standards principles such as Batho Pele, and internal Departmental regulations and procedures. Interviews with officials, citizens and non-citizens were conducted in and around the offices of the Department that had been pre-selected in each province. At the completion of the fieldwork component of the survey, 179 officials, 2 120 citizens and 968 non-citizens had been interviewed.

The SQS first sought to establish the level of familiarity that officials have with key legislation, policies administered by the Department and their impact on service delivery, as well as knowledge of internal Departmental policies and regulations:

- Nearly 40% of officials indicated that they were “unfamiliar” with the Immigration Act of 2002. Of these, 66% had been employed by the DHA for six years or more.
- An even higher 60% of officials said they were unfamiliar with the Refugees Act of 1998. This included officials at offices where staff were most likely to come into contact with asylum-seekers: 53% of officials at Border Posts and 55% at Airports.
- Officials are more familiar with the national Batho Pele Principles of 1998, perhaps due to widespread advertising and visibility in DHA Offices. Nearly 90% were familiar with the Batho Pele principles. However, when asked to list some of Batho Pele’s most important principles, many were unable to mention them directly.
- With regard to the Home Affairs Turnaround Strategy launched in October of 2003, only 40% of officials had heard of the Strategy.

One of the central aims of the SQS was to compare customer perceptions about the DHA with those of officials working within the Department. Amongst the most frequent anecdotal complaints heard about the DHA is that office locations are inaccessible, infrastructure and physical conditions are poor, and resources, in terms of facilities and available equipment, are limited. When asked about proximity to, and accessibility of, DHA offices, the majority of citizens (86%) reported that it took less than one hour of travel to arrive at the office where the interview took place. The majority of citizens either traveled by taxi (42%), drove in their own car (19%) or walked (19%) to the office. Amongst non-citizens, 94% of those visiting an office, as opposed to passing through a border post or airport, were able to reach the DHA in one hour or less. Some 83% of non-citizens interviewed at a Regional Office and 73% of those at District Offices were able to reach the DHA in one hour or less.

A second common complaint about the DHA is a lack of good cus-

customer service, often linked to negative attitudes of officials at the front line of interactions with the public. As one of the main focuses of the Survey, officials and customers were asked about their perceptions and experiences of service delivery in the DHA. In answering a range of questions about customer service, the majority of respondents were surprisingly positive: they felt that they were treated fairly, there was little discrimination in terms of how different groups were treated, and officials were interested in hearing what they thought.

Officials and customers sampled were asked a series of questions closely linked to the Batho Pele Principles, which address service delivery issues such as consultation on service quality and choice, information, access, courtesy in treatment, transparency, redress, and value for money. Here, while it was apparent that officials and customers were aware of the Batho Pele programme, familiarity with its principles, and the extent to which the Department was implementing these principles, was not as good.

To further understand how DHA customers are treated, specific questions were asked about perceptions of the attitudes of Departmental staff. Official, citizen and non-citizen respondents were asked whether DHA staff within the office where the interview took place were: friendly or unfriendly, attentive or inattentive, cooperative or uncooperative, patient or impatient, helpful or unhelpful, considerate or inconsiderate, polite or impolite, at ease or anxious, honest or misleading, trusting or suspicious, knowledgeable or not knowledgeable, and interested or not interested in their jobs. Across the citizens and non-citizens sampled, the results of the survey show that customers felt the attitudes of DHA staff were extremely positive overall. Interestingly, officials themselves were somewhat less positive about the attitudes of DHA staff.

Customers were asked a series of questions on their experiences with service delivery at the DHA on the day they were interviewed, as this was thought to have a likely impact on whether respondents viewed the Department positively or negatively overall. Rates of satisfaction with the customer service received were also consistently high, with 87% of citizens and 92% of non-citizens reporting that they were satisfied with the level of service they had received. Similarly, 85% of citizens and 92% of non-citizens responded that they were satisfied with their overall experience as a customer at the Department of Home Affairs on the day they were interviewed.

In addition to examining satisfaction levels on the day they were interviewed, customers and officials were asked more generally about their opinions on the current performance of the DHA. Again, in terms of overall performance, efficiency, fair treatment and general satisfaction

with service delivery, the majority of customers expressed positive views. Similarly, in terms of levels of corruption and trustworthiness, very few customers and officials believe that corruption is a widespread problem. At the same time, customers and officials expressed a low level of tolerance for practices that might constitute or lead to corruption, though non-citizens appear to have a slightly higher level of tolerance for such practices. Very few respondents reported actual experiences of corruption, either directly or indirectly.

In overall terms, the survey results suggest that perhaps the DHA is not in such a crisis in terms of service delivery, customer relations, and attitudes of staff. The customers sampled were positively disposed towards the Department, and were optimistic regarding its ability to continue delivering quality services. It is not possible to explain exactly why these findings are so inconsistent with media depictions, anecdotal evidence of broader public opinion, and the negative assessment made by the Director-General himself. However, it is important to understand the contextual factors that may have contributed to shaping the opinions and perceptions of the respondents. Further, the positive results of the survey do not mean that there are no problems or issues to be addressed within Home Affairs. Although the results of the survey indicate a higher quality of service delivery than perhaps originally anticipated, the question to ask is whether there are measures that the DHA can take to further enhance the positive perceptions of its customers and officials and to improve service delivery.

Finally, the results presented in this report provide baseline data and a benchmark against which to measure the future performance of the Department, particularly in terms of levels of customer satisfaction with service quality. One of the key recommendations made in this report is that consideration should be given to administering a similar survey at regular intervals as a means of continuous assessment and as a basis for ongoing efforts to improve performance and the quality of services.

## INTRODUCTION

The South African Department of Home Affairs (DHA), is responsible for the implementation and management of migration policy and legislation; the registration of births, marriages and deaths; and the issuing of identity documents and passports.<sup>1</sup> The DHA is often criticised for being administratively inefficient, cumbersome and unwieldy. The media suggests that both South African and foreign customers regularly complain about the poor quality of services delivered by the Department.<sup>2</sup> Such reporting underpins the widely-held belief that the DHA is inaccessible, unresponsive to the needs of its customers and, to the extent that systems are in place to provide efficient and quality services, is poorly managed.

Many in the Department share the perception that their customers are unhappy, and that substantial efforts need to be made to improve customer relations and the quality of services being delivered. Poor service delivery is often traced to demanding and uncooperative customers, who supposedly do not understand existing resource constraints and sometimes circumvent the correct procedures and channels, thus compounding the Department's problems.

In recent years, the DHA has also been plagued by a number of incidents of corruption and mismanagement.<sup>3</sup> A protracted and controversial process of drafting new immigration legislation, and the appearance of significant tension between former DHA Minister Buthelezi and his top management has not assisted matters.<sup>4</sup> These factors have all contributed to the general sense that the Department is in disarray, has not made any progress in improving its ability to deliver services in a timely manner, and is failing to meet the criteria set out in the Departmental Standards published in 1997.<sup>5</sup>

Following a series of visits to offices across the country in 2003, Director-General (DG) Barry Gilder reportedly declared that the DHA was in a "scandalous" state and that immigration services were "a joke" when compared with other countries, subsequently launching the departmental Turnaround Strategy in October of 2003.<sup>6</sup> Since the inception of the Turnaround Strategy, the Department has emphasized the need for adequate infrastructure, equipment, personnel and staff in order to provide the quality of services that its customers expect.<sup>7</sup> However, while the Director-General acknowledged that the Department was ill-equipped to carry out its mandate, there is no evidence to date that verifies or confirms the extent of customer dissatisfaction with the quality of services delivered.

The Southern African Migration Project (SAMP) therefore proposed a study on the quality of services delivered by the DHA (known

as the Services Quality Survey or SQS project). The primary objective of the project was to survey officials working in the DHA, as well as citizen and non-citizen customers to:

- determine the extent to which the nature and type of services provided by the Department meet the expectations of its customers;
- assess the extent to which customers were satisfied with the quality of services being delivered, and identify specific causes of dissatisfaction;
- identify the types of problems and administrative bottlenecks that occur;
- understand why these occur from the perspective of both officials and customers;
- identify the strengths and weaknesses that enhance or impede service delivery; and,
- develop a set of recommendations that, if implemented, would lead to a greater correlation between the expectations of customers about the type and quality of services delivered and the ability of the Department to meet these expectations.

The value of implementing such a project lies in assessing and comparing the views, preferences and expectations of service consumers with those of the service providers. By developing an understanding of the constraints that hinder performance and the factors that improve performance, the results of the Service Quality Survey are intended to be used as a baseline against which to:

- assess and benchmark current performance and service standards;
- set realistic targets and objectives to improve service delivery to the required extent; and,
- achieve improvements in the quality of services delivered to citizens and non-citizens.

SAMP was mindful of the fact that for the SQS to achieve maximum impact, it was necessary to collaborate with the DHA throughout the project's planning, fieldwork, and data analysis phases. Cooperation in the project was obtained from the senior management of the Department during the latter half of 2004, following which the research was conducted. The project was implemented and managed by personnel from SAMP and the Public Opinion Services (POS) Unit at the Institute for Democracy in South Africa (Idasa). The fieldwork was contracted to the Progressus Research and Development Consultancy. A joint Project Management Committee consisting of representatives of SAMP and the DHA oversaw the project, and met regularly to assess implementation.

## METHODOLOGY AND SAMPLING

**S**AMP sought to assess the perceptions and experiences of citizens, non-citizens, and officials employed by the DHA. SAMP endeavored to draw a citizen sample broadly reflective of South African national demographics; a non-citizen sample reflective of the population of foreign visitors, residents and workers in the country; and an official sample reflective of the DHA's national staff composition.

Fieldwork and research for the SQS project took place between August and September 2004, involving interviews with Departmental officials, citizens and non-citizens using structured questionnaires. The questionnaires administered to citizens and non-citizens were similar, though non-citizens were also asked about their country of origin, their reason for entering the country, and the frequency of their visits to South Africa. The questionnaire administered to officials included questions about length of service, job satisfaction, knowledge of and familiarity with policies and legislation administered by the Department, national service standards and principles such as Batho Pele, and internal Departmental regulations and procedures. Interviews with officials, citizens and non-citizens were conducted in and around the offices of the Department that had been pre-selected in each province.

Three key factors were taken into account in selecting research sites for the project. First, the research locations were spread evenly across the nine provinces. Four locations were selected in each province, for a total of 36 offices. Attempts were made to include the different types of sites at which services are provided: namely, Regional Offices, District Offices, Ports of Entry and Service Points. The selection process also sought to ensure a relatively even spread between offices in large urban areas, and in more remote rural areas. The only exception was in the Northern Cape, where no Service Point site was available. A fifth Service Point was therefore selected in Limpopo Province (Duiwelskloof) as an alternative. In addition, a number of senior officials were interviewed at Pretoria Head Office. Table 1 shows the locations at which interviews were conducted.

The sample of officials broadly reflects the characteristics of Departmental staff across the country in terms of race, gender and "employee level" (an indication of position and salary). Data was obtained from the DHA on the personnel employed at each of the offices and a profile of pre-selected participants was developed that ensured adequate variation in the sample, and mirrored the characteristics of the full staff complement in these offices. Profiles of the characteristics of the officials sought for interviews (for example, a black



Province	Regional	District	Port Control	Service Point	Additional
Western Cape	Cape Town	Worcester	Cape Town Int'l Airport	Atlantis Mobile Unit	–
Eastern Cape	King William's Town	Mount Frere	Qacha's Nek	Somerset East	–
Northern Cape	Kimberley	Kuruman	Violsdrift	–	–
Gauteng	Pretoria	Alexandra	Johannesburg Airport	Heidelberg	Pretoria Head Office
KwaZulu-Natal	Durban	Kokstad	Kosibay	Hluhluwe	–
Limpopo	Giyani	Phalaborwa	Beitbridge	Mangkweng	Duiwelskloof
Mpumalanga	Nelspruit	Komatipoort	Oshoek	Burgersfort	–
North West	Mmabatho	Potchefstroom	Skilpadshok	Ventersdorp	–
Free State	Bloemfontein	Thaba Nchu	Maseru Bridge	Namahadi MPCC	–

woman official of Employee Level 9-12) were then forwarded to participating Home Affairs offices, where Managers identified members of their staff who matched these profiles.

Interviewing five officials at each research site was not always possible in remote locations and Service Points, where sometimes only two or three staff members would often be working on site. In such cases, officials were over-sampled at larger offices. In addition, when a pre-selected official was not available for interview at the research site, Office Managers were asked to select a replacement with a similar profile. However, due to the demographic makeup of DHA offices, only 4 Asian officials were interviewed, preventing meaningful correlations between race and survey responses to be drawn from this sub-set of the sample. In total, 179 officials were interviewed (Table 2).

National Census data from 2001 was used to determine targets that were broadly representative of the South African national population in terms of provincial population, gender and race.<sup>8</sup> While interviews with

Level	Female				Male				Total
	Black	Coloured	Asian	White	Black	Coloured	Asian	White	
1-2	7	1	-	-	7	-	-	2	17
3-8	55	9	2	17	52	9	1	7	152
9-12	1	-	-	2	2	-	1	1	7
13 or higher	1	-	-	-	1	-	-	1	3
Total	64	10	2	19	62	9	2	11	179

officials were conducted only in English, citizens were also interviewed in Xhosa, Zulu and Sotho. In total, 2 120 citizens were interviewed (Table 3).

Province	Female				Male				Total
	Black	Coloured	Asian	White	Black	Coloured	Asian	White	
Western Cape	33	48	1	19	28	48	2	24	203
Eastern Cape	134	15	1	8	127	9	-	8	302
Northern Cape	26	33	-	9	25	30	-	7	130
Gauteng	147	9	4	44	149	5	4	37	399
Kwa Zulu-Natal	183	3	20	11	157	4	15	9	402
Limpopo	118	1	-	2	100	-	-	3	224
Mpumalanga	72	1	-	17	59	2	3	15	169
North West	73	1	-	5	71	1	1	5	157
Free State	63	2	-	5	55	2	-	5	132
<b>Total</b>	<b>849</b>	<b>113</b>	<b>26</b>	<b>120</b>	<b>771</b>	<b>101</b>	<b>25</b>	<b>113</b>	<b>2118</b>

A non-citizen sample was identified using Statistics South Africa's (SSA) monthly Tourism and Migration reports, which provided data on the origins of all foreign nationals legally entering South Africa in 2003.<sup>9</sup> The percentage of persons to be interviewed from each sending region was identified. In total, 968 non-citizens were interviewed (Table 4).

SAMP is satisfied that the numbers of customers and officials interviewed are significant enough to draw conclusions about satisfaction with service delivery from the DHA. Further, the sample adequately reflects the demographics of the national South African population, the origins of most foreign nationals visiting South Africa, and the composition of Home Affairs officials across the country. It is less reliable to draw general conclusions at the provincial level and in terms of specific locations at which interviews were conducted since, particularly at the level of location, the number of respondents was not always statistically significant.

Table 4: Non-Citizens Interviewed by Race, Gender and Region of Origin (in Numbers)									
Region	Female				Male				Total
	Black	Coloured	Asian	White	Black	Coloured	Asian	White	
Southern Africa	170	5	0	12	298	9	0	14	508
Africa	28	0	0	3	115	1	3	2	152
Europe	6	0	0	50	12	2	0	57	127
Central & South America	2	1	0	8	2	0	0	11	24
Australia & New Zealand	0	0	0	11	0	0	0	9	20
North America	10	0	0	26	6	0	0	15	57
Asia	0	0	26	1	0	0	47	0	74
Middle East	0	0	0	2	1	0	1	2	6
Total	216	6	26	113	434	12	51	110	968

## PROFILE OF HOME AFFAIRS CUSTOMERS

### SOUTH AFRICAN CITIZENS

In terms of racial classifications, the majority of sampled citizens (77%) described themselves as African or Black with much lower numbers falling into the categories of White (11%), Coloured (10%) and Asian/Indian (2%). More than half of the respondents (52%) were female (Table 5).

Table 5: Race and Gender of South African Customers			
South African Citizens	Male (%)	Female (%)	Total (%)
African/Black	76	77	77
White	11	11	11
Coloured	10	10	10
Asian/Indian	3	2	2
Total	(n=1010)	(n=1108)	(n=2118)

Home languages within the sample included Zulu (19%), Xhosa (18%), English (13%), Afrikaans (13%) and Tswana (11%). Some 57% of the respondents reported they had some secondary school education

and an additional 21% stated they had received some tertiary education or training. The average age was 35 with the largest proportion (33%) in the 26-35 age band.

With regard to employment status, the survey found that 46% of male and 62% of female participants were not currently working. High levels of unemployment were particularly prevalent amongst Blacks (61%), whereas unemployment levels were lower among White, Coloured and Asian respondents. Of those currently employed, 17% worked in the private sector, 10% were professionals, 8% worked in the public sector, 7% were domestic workers and 6% were students. The remainder were employed in a variety of other occupations (Table 6). Fully 26% of the respondents said they had never had a job. When

Occupation	Female (%)				Male (%)				Total (%)
	Black	Coloured	Asian	White	Black	Coloured	Asian	White	
Agriculture/ Fishing/ Mining	3	2	-	-	8	4	-	7	5
Trader/ Vendor	1	1	0	-	2	-	-	1	1
Business -person	2	3	4	11	4	3	28	16	4
Domestic worker/ Nanny	14	13	-	2	3	1	-	-	7
Profession- al	6	10	19	35	8	9	16	34	10
Student	6	9	4	2	7	6	-	6	6
Public sector	7	11	19	14	8	10	16	6	8
Private sector	13	19	15	8	24	26	16	7	17
Retired/ Disabled/ Unable to work	1	1	-	1	1	3	-	6	2
Never had a job	38	10	27	6	25	8	8	5	26
Other	9	21	12	21	10	30	16	12	14
Total	n=835	n=112	n=26	n=119	n=764	n=99	n=25	n=110	n=2090
<i>* Due to rounding, percentages shown in Tables may not always equal one hundred.</i>									

asked to quantify their average household income in terms of “low”, “middle” or “high”, the majority (52%) felt their households had a “low” monthly income.

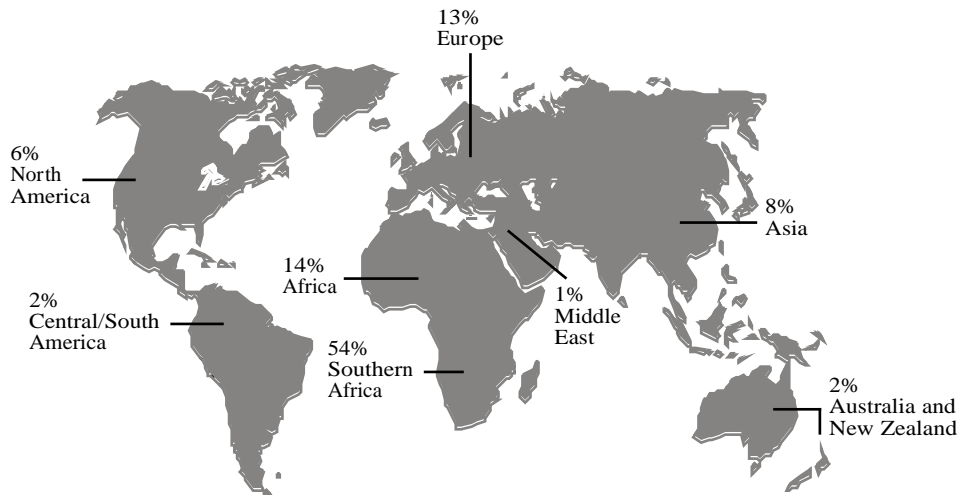
Finally, respondents were asked why they had come to the DHA on the day of the interview. Major reasons included obtaining Identity Documents (ID’s) (47%), registration of births (27%), and obtaining passports (13%). Additional responses are shown in Table 7.

<b>Table 7: Citizens’ Reasons for Coming to the DHA*</b>		
Reason	Number of Responses	Percent of Responses
Identity Documents	948	46.9
Passport	262	13.0
South African Citizenship	11	0.5
Register Birth	537	26.5
Register Death	117	5.8
Register Marriage	82	4.0
Deportations	2	0.1
Repatriation	1	-
Refugee Application	1	-
Visitation to South Africa/Visa	3	0.1
Temporary Residence	5	0.2
Permanent Residence	12	0.6
Employment	1	-
Welfare Services	7	0.3
Home Affairs	1	-
Transport Services	1	-
Communication Services	1	-
Change of Personal Details	12	0.6
Enquiry	2	0.1
Driver’s License	1	-
Work Permit	1	-
Emergency Passport	3	0.1
Working	5	0.2
Checking Divorce Papers	1	-
Refused	4	0.2
Don’t Know	1	-
Total	2022	100.00
* The question allowed for multiple responses. Results are therefore presented as a percentage of all responses.		

## NON-CITIZENS

The highest numbers of migrants entering South Africa each year are from other countries in the Southern African region.<sup>10</sup> The majority of non-citizens interviewed were therefore from the SADC region, with the three top countries of origin being Lesotho (12%), Mozambique (9%) and Zimbabwe (9%). Cumulatively, Southern Africans constituted more than half of the non-citizens sampled (54%), followed by 14% from other African countries across the continent and 13% from Europe (Figure 1).

Figure 1: Region of Origin of Non-Citizen Participants



A large majority of non-citizen respondents described themselves as African or Black (67%). Ninety four percent of Black respondents were from African countries, while the majority of White respondents were from Europe (47%) and North America (18%). The most common home languages were English (30%), SeSotho (11%), Portuguese (8%), French (7%), Tswana (6%) and Swazi (5%).

The non-citizens sampled were highly educated, with 53% having received a tertiary education or holding a postgraduate qualification, compared to only 25% of South Africans interviewed. These results support other SAMP research, which documented high levels of education and employment amongst foreign nationals in South Africa.<sup>11</sup> Non-citizens were slightly older than citizens with a mean age of 40 years. However, the majority (34%) also fell within the age range of 26-35.

Non-citizens had a lower rate of unemployment (38%) than South Africans (54%), although these figures included retirees. As with citizens, rates of unemployment were higher amongst women (46%) than

men (34%), and higher amongst Black (46%) than White, Coloured or Asian respondents (21-24%). The highest percentage of unemployed respondents were from the Southern African region (48%).

Non-citizens were employed as professionals (20%), businesspersons (15%), and in the private sector (12%), while only 16% reported that they had “never had a job”. Of these, most were from countries in Southern Africa, including Lesotho (30%), Zimbabwe (17%), Mozambique (17%), and Swaziland (12%). The majority were Black (96%) and male (60%). Non-citizens were most likely to report a “middle” household income (32%) or a “high” income (29%). Although there was little variation in the income levels of non-citizen men and women, the majority of Black respondents (41%) described their household income as “low”, while 61% of White non-citizens described their income as “high.”

Finally, non-citizens were asked about visiting South Africa. Respondents from Southern African were most likely to report “10 or more” previous visits (44%), illustrative of high levels of cross-border mobility in the region. A majority of visitors from all other regions, including other African countries (40%), reported that they had only been to South Africa “once or twice” before.

Reasons for their current trip to South Africa included transit to another destination (17%), visits to friends or family (15%), holiday (14%), business (13%), or shopping (11%) (Table 8). Of the non-citizens who reported that they had “never had a job,” most were in South Africa to visit friends of family (31%), for shopping (19%) or for job-seeking (15%).

## PROFILE OF OFFICIALS

The majority of the 179 officials interviewed were Black (69%), and slightly more than half (54%) were women. This was broadly reflective of the staff makeup at sampled offices. The first language of officials included Afrikaans (24%), Tswana (18%), Xhosa (17%) and SeSotho (12%). Most had completed secondary school (56%). A further 12% held a post-secondary qualification other than a university degree; 7% had “some university” training; 5% had completed a university degree; and 3% held a postgraduate qualification. Some 16% of the officials interviewed had not completed secondary school.

The officials were asked how long they had been working for the DHA, their current position, and the amount of time they spent interacting directly with customers. Many officials had long service records with 23% having been employed by the Department for 6-10 years,

<b>Table 8: Reasons for Coming to South Africa (non-citizens)</b>				
Reasons for Coming to South Africa	All Non-Citizens		Non-Citizens who "never had a job"	
	No. of Responses	%	No. of Responses	%
In Transit to Somewhere Else	174	16.8	2	1.3
Visit Friends/Family	153	14.8	48	30.6
Holiday	146	14.1	7	4.5
Business	133	12.9	4	2.5
Shopping	116	11.2	30	19.1
Permanent Work	52	5.0	9	5.7
Study	51	4.9	8	5.1
Job-Seeking	51	4.9	23	14.6
Temporary/Contract Work	33	3.2	6	3.8
Permanent Residence	31	3.0	3	1.9
Refused	25	2.4	5	3.2
Refugee/Asylum-Seeker	15	1.4	4	2.5
Temporary Residence	13	1.3	1	0.6
Trader	11	1.1	-	-
Research	4	0.4	-	-
Going to the Bank	4	0.4	3	1.9
Making Phone Calls	4	0.4	2	1.3
Medical reason	4	0.4	-	-
Don't Know	3	0.3	-	-
Sport	2	0.2	-	-
Buying a car	1	0.1	-	-
Fetching family member	1	0.1	-	-
Education tour	1	0.1	-	-
Collecting corpse	1	0.1	-	-
Going to Court	1	0.1	1	0.6
Attending church	1	0.1	-	-
Endorsement	1	0.1	-	-
Attending a Funeral	1	0.1	1	0.6
Total	1033	100	157	100

25% for 11-15 years and 24% for more than 15 years. There was little difference in the duration of service between men and women, but White officials were more likely to have been in the employ of the DHA for longer, with 74% having worked for the Department for



eleven years or more.

The majority of respondents work in either “Migration and Immigration” (36%) or “Civic Services” (35%). The actual positions held are shown in Table 9. Forty-nine percent of officials interact directly with customers all of the time and another 24% most of the time.

The vast majority (87%) of officials had participated in training or workshops to learn about the laws and regulations governing the Public Service. Of the 23 who had not received training, 9 were employed as maintenance, housekeeping or support staff. However, the remaining 14 officials included a Supervisor, Clerks, Immigration Officers, and Administrators. Further, 13 of the respondents who had not received any training had been with the DHA for six years or more. Ninety-six percent of officials who had participated in training felt that it had been useful in helping them do their jobs.

#### OFFICIAL FAMILIARITY WITH POLICY AND REGULATIONS

The survey first sought to establish the level of familiarity that officials have with key legislation and policies administered by the Department, as well as knowledge of internal Departmental policies and regulations. Nearly 40% of officials said they were unfamiliar with the Immigration Act of 2002.<sup>12</sup> Most of those who were unfamiliar with the Immigration Act worked as Administrators (46%), Clerks (25%) and Maintenance/Housekeeping staff (13%). The majority of those unfamiliar with the Immigration Act were Black (79%) and female (58%).

Levels of unfamiliarity with the Refugees Act were significantly higher.<sup>13</sup> Some 60% of officials were unfamiliar with the Act, although many were employed as Administrators (39%), Clerks (21%) and Maintenance/Housekeeping staff (8%). However, 43% of Immigration Officers stated that they were unfamiliar with the Act. Also, 53% of officials working at border posts and 55% working at airports, where asylum-seekers are likely to present themselves, were unfamiliar with the Act.

In contrast, officials showed high levels of familiarity with the Batho Pele Principles of 1997, perhaps due to widespread advertising and visibility in DHA Offices.<sup>14</sup> While 90% of officials were familiar with Batho Pele, many could not list some of the programme’s most important principles. For example, only 30% of officials mentioned “value for money” as a Batho Pele principle, 31% mentioned “redress” and 36% mentioned “transparency and openness” (Table 10).

Officials were also asked about a number of internal DHA policies, plans and structures that potentially impact on their regular work. Nearly three-quarters of the officials were aware of the DHA Strategic Plan (74%) and the Employment Equity Plan (72%). Awareness was

<b>Table 9: Positions of DHA Officials</b>			
Position	Male (%)	Female (%)	Total (%)
Regional Director	2	2	2
Deputy Director	1	1	1
Office Head	9	2	5
Section Head	4	1	2
Supervisor	7	5	6
Immigration Officer	22	16	19
Personnel Officer	2	2	2
Administrator	23	38	31
IT Personnel	-	1	1
Clerk	21	21	20
Finger Printer	1	-	1
Maintenance/Support	6	9	7
Security/Police	2	1	2
Don't Know	-	1	1
Total	(n=83)	(n=93)	(n=176)

<b>Table 10: Officials' Familiarity with Batho Pele Principles</b>		
Batho Pele Principle	Mentioned (%)	Not Mentioned (%)
Service Standards	56	43
Consultation	41	59
Courtesy	41	59
Information	37	63
Openness and Transparency	36	64
Access	33	67
Redress	31	69
Value for money	30	70

<b>Table 11: Officials' Knowledge of DHA Policies and Structures</b>			
DHA Policy/Structure	Yes (%)	No (%)	Don't Know (%)
Strategic Plan	74	11	15
Employment Equity Plan	72	14	14
Displayed guidelines on Standards of Service	65	17	17
Transformation Unit	64	15	21
Publicized complaints procedure	59	27	14
Information Technology Plan	56	18	26
Annual Report to customers	35	40	25

somewhat lower of the Transformation Unit (64%), Standards of Service (65%), and Complaints procedures (59%), all of which impact directly on working conditions and the quality of service delivered to the public. Knowledge of the Annual Report was very low (35%) amongst officials, despite the emphasis on information, transparency and value for money in the Batho Pele Programme (Table 11).

DHA officials were then asked about the Home Affairs Turnaround Strategy, launched in October 2003.<sup>15</sup> Only 40% had heard of the Turnaround Strategy. There was very little difference in awareness levels across racial groups. Awareness was highest amongst senior officials and declined amongst lower employee levels, with 53% of officials between Levels 3-8 and 60% of officials at Levels 1-2 unfamiliar with the Strategy. This suggests that, ten months on from its launch, awareness of the Turnaround Strategy had not sufficiently trickled down from management level within the Department.

DHA staff members familiar with the Turnaround Strategy offered a range of interpretations of what they believed to be its most important parts. Frequent responses included: staff training (11%), acquiring new staff (8%), new infrastructure (8%), civic service projects (6%), new technology (6%), anti-corruption measures (5%), the Home Affairs National Identification System (HANIS) (5%) and improvements in communities (5%). Asked to describe their own role in the implementation of the Turnaround Strategy, most officials said they did not know. Other responses included: to improve customer relations and service quality (15%), to “implement the Turnaround strategy” (10%), to be efficient (7%), to “go the extra mile for the public in delivering customer service” (6%), to improve staff morale (4%), and to “cooperate with management in all aspects” (3%).

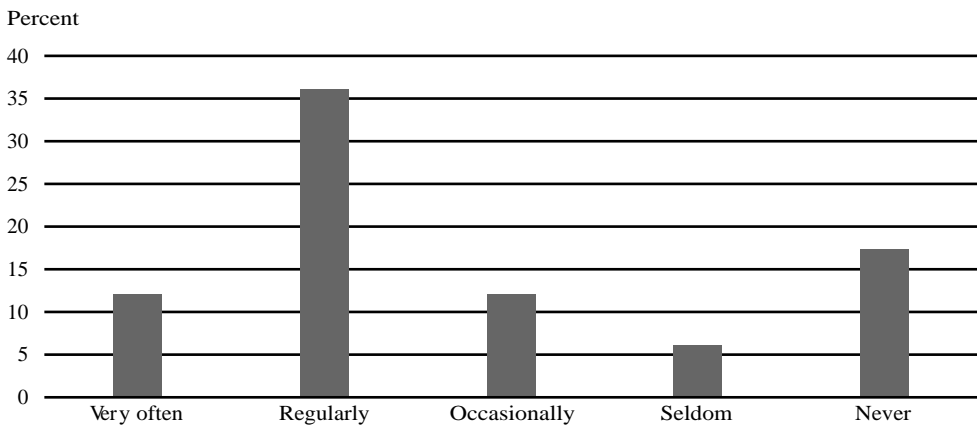
Officials were also asked to identify any other “role-players” within the DHA involved in the implementation of the Turnaround Strategy. Most frequently mentioned were the Director-General (12%), Supervisors (5%) and “Head Office” (4%). Those who felt the Director-General was a role-player in implementing the Turnaround Strategy stated that the DG should “ensure that all offices adhere to the Turnaround Strategy”, “introduce change”, implement and manage the Turnaround Strategy, “inform the public about xenophobia”, “increase the annual budget”, “make sure the infrastructure is fine” and “check the needs analysis.” When asked whether they thought that other role-players involved in implementing the Turnaround Strategy understand their responsibilities, 40% said they did not know.

Finally, officials familiar with the Turnaround Strategy were asked how often monitoring and evaluation of the implementation of the Strategy took place within the offices where they worked, and how like-

ly it was to bring about positive change within the DHA. While 36% stated that the implementation of the Turnaround Strategy was regularly monitored and evaluated, a high percentage of respondents familiar with the Strategy (17%) answered that this never happened (Figure 2).

Overall, officials familiar with the Turnaround Strategy showed high levels of confidence in its potential to improve the DHA by ensuring that all customers receive decent service (92%), improving staff morale (87%), ensuring better career management and mobility for officials (90%), improving physical conditions and infrastructure (92%), upgrading IT (95%), reducing corruption (89%) and improving communications with the public (92%).

Figure 2: Frequency of Monitoring and Evaluation of the Turnaround Strategy



#### JOB SATISFACTION AMONGST OFFICIALS

The survey found that 84% of officials agreed with the statement, “I like my job very much”, though this percentage was slightly higher amongst women (86%) than men (81%) (Table 12). Black officials (80%), while still positive overall, were slightly less likely to enjoy their job compared to their White (85%) and Coloured (100%) counterparts. Job satisfaction was also lowest amongst employees who had worked at the DHA for 2-3 years (67%), whereas 80-90% of those officials who had worked less than one year, or four years or more agreed that they liked their job. All officials at Employee Level 9 and upwards agreed that they enjoyed their job, compared to 84% of officials at Levels 3-8 and 87% of officials at Levels 1-2. Finally, officials responding to the survey in KwaZulu-Natal (65%), the North West Province (74%) and the Eastern Cape (75%) were less likely to report that they liked their job compared with officials in the Nor them Cape (95%), Western Cape (95%) and Mpumalanga (95%).

Next, officials were asked whether or not decisions regarding promotions and salary increases in the Department were fair. Here, nearly two-thirds (59%) thought that decisions were unfair. While responses were consistent amongst male and female officials, Coloured (74%) and Black (60%) officials were more likely than White officials (41%) to say they were unfair. Respondents were most likely to respond this way in KwaZulu-Natal (85%), and least likely in the Eastern Cape (30%) and Mpumalanga (30%). Very few officials of Employee Level 9 and above agreed that decisions were unfair, compared to 60% of officials at Levels 1-2 and 62% of officials at Levels 3-8.

Third, officials were asked whether they felt they could easily find a job in the private sector if the Department shut down. Some 58% thought that they could. Male officials (60%) were slightly more confident than female officials (55%) about their ability to do so. White officials (37%) felt much less confident than Black (62%) or Coloured (58%) officials that they could find a job in the private sector if the DHA shut down.

Fourth, officials were asked whether or not they had a strong career path in Home Affairs; 63% agreed and 28% disagreed. Interestingly, female officials (65%) were slightly more likely than male officials (59%) to agree. White officials were less likely (48%) to feel they had a strong career path in Home Affairs, compared to Black (64%) and Coloured (74%) officials. Further, only 35% of officials in KwaZulu-Natal felt they had a strong career path, compared to 50-65% in the Eastern Cape, Western Cape, Limpopo and the North West province, and 70-85% in the Northern Cape, Gauteng, Mpumalanga, and the Free State.

Fifth, officials were asked a number of questions on the working conditions and employment culture of the DHA. Asked whether they agreed with the statement: "If you want a promotion or salary increase, it is important to support the right political party", the majority "disagreed" (67%), but nearly one-quarter (24%) agreed. Female officials (31%) were somewhat more likely to agree with this statement than males (16%), with little variation amongst different race groups. However, officials in the Eastern Cape (40%), Gauteng (40%) and the North West province (37%) were more likely to agree than officials in other provinces (10-25%).

Sixth, officials were asked whether or not they agreed with the statement: "programmes such as Batho Pele create more bureaucracy, and make it difficult to do my job." Once again, most disagreed with this statement (69%). Here, there was little difference in the responses of male and female officials.

Finally, officials were asked whether or not there are clear rules and

guidelines governing Home Affairs. Here, 78% agreed and only 10% disagreed. There was little variation between male and female officials, but Black officials (74%) were slightly less likely to agree than Coloured (89%) and White (91%) officials. Officials interviewed in KwaZulu-Natal (55%) and the Eastern Cape (60%) were also less likely to agree than officials in all other provinces.

**Table 12: Job Satisfaction Amongst DHA Officials**

Satisfaction (% agree)	Black (%)	Coloured (%)	Asian (%)	White (%)	Total (%)
Enjoy my job very much	82	100	75	87	84
Decisions regarding promotions and salary increases are unfair	61	74	75	44	59
Could easily find a job in the private sector	61	58	50	44	58
Strong career path in the DHA	64	74	75	43	63
For a promotion or salary increase its important to support the right political party	23	21	0	22	24
Programmes such as Batho Pele create bureaucracy	14	21	25	17	15
Clear rules and guidelines govern the DHA	74	89	75	91	78
Total	n=124	n=19	n=4	n=23	n=179

## ROLE OF THE DEPARTMENT OF HOME AFFAIRS

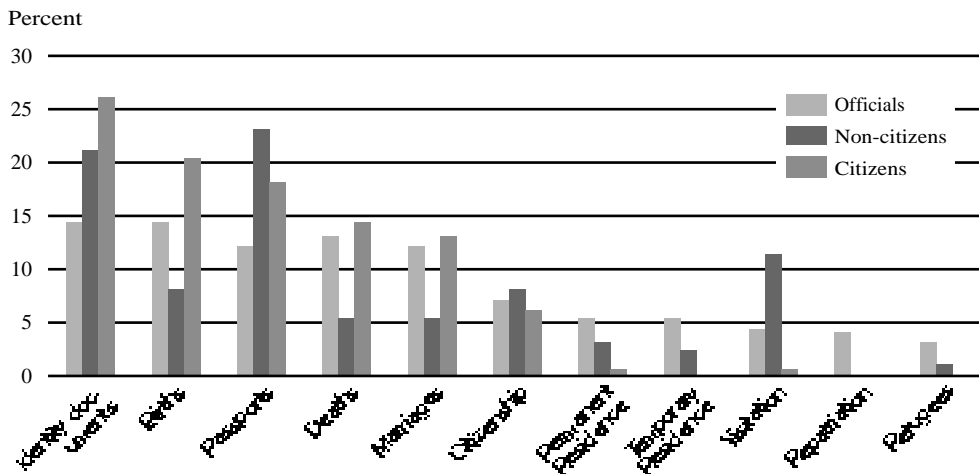
### MAIN FUNCTIONS

One of the central aims of the SQS was to compare customer perceptions with those of officials within the Department. Both the customer and official questionnaires first asked respondents to list the main functions of the Department of Home Affairs. Citizens and non-citizens combined think that the most important functions of the DHA are issuing identity documents (22%) and passports (18%), and registering births (17%), deaths (13%) and marriages (10%). This accounted for 80% of customer responses. However, there were some differences between the citizen and non-citizen responses. These five most frequently cited functions constituted 91% of all responses given by citizens. Amongst non-citizens, these five responses constituted 62% of all responses, with additional answers including issuing visas (11%) and South African citizenship (8%), “immigration” (4%), and Permanent Residence (3%).

Officials identified the issuing of ID’s (14%) and passports and visas

(12%), as well as the registration of births (14%), deaths (13%) and marriages (12%) as the main functions of the Department. However, cumulatively these only accounted for 66% of all responses compared to 80% amongst customers. Far more frequently than customers, officials also identified the granting of South African citizenship and Permanent Residence, deportation, regulation of visitation to South Africa, repatriation and the processing of refugee applications as functions of the DHA. These differences are shown in Figure 3, and suggest either that DHA customers may not be aware of the extent of the Department's range of services or that they see civic services for citizens as a priority.

Figure 3: Main Functions of the DHA



### INFRASTRUCTURE AND RESOURCES

Amongst the most frequent anecdotal complaints heard about the DHA are that of office locations are inaccessible, infrastructure and physical conditions are poor, and resources in terms of facilities and available equipment are limited. The majority of citizens (86%) reported that it took one hour or less to travel to the office where the interview took place. Most either traveled by taxi (42%), drove in their own car (19%) or walked (19%) to the office. Blacks (53%) and Coloureds (36%) were most likely to have traveled by taxi, while most Whites (70%) and Asians (61%) traveled in their own car.

Amongst non-citizens, 83% of those interviewed at a Regional Office and 73% of those at District Offices were able to reach the DHA in one hour or less. However, this depended on whether entry was through a land Border Post or through an Airport; 26% of those who were interviewed at an Airport (Johannesburg or Cape Town) had trav-

eled for six hours or more. Amongst non-citizens, most respondents either walked (31%) or took a taxi (21%); an additional 18% drove in their own cars and 18% arrived by airplane.

All customers were then asked about the facilities available to them at the DHA office, Airport or Border Post at which they were interviewed. These included seats to sit in, the right forms to complete, heating or air conditioning, posters or brochures describing DHA services, working toilets, a place to buy food nearby, posters or brochures describing fees for DHA services, drinking water, a mother's room, and a working public telephone. In analyzing this data, SAMP was cognizant of the fact that Airports were likely to be the best-serviced sites, as they are privately-owned and offer a wide range of facilities, and that service points, especially mobile units, were likely to offer the least facilities.

Table 13 shows the facilities available to customers in each type of office sampled, and confirms that customers at Airports were best serviced. After Airports, Regional offices offered the best facilities, although here there was a mixed picture, with 19% of customers reporting that no seats were available, 26% that there was no heating or air conditioning, 21% that information on DHA services was not available in posters or brochures, 15% that there were no working toilets, 15% that there was no place to buy food nearby, 28% that no drinking water was available, 55% that there was no mother's room, and 37% that there was no working telephone. District Offices were less equipped than Regional Offices, but Border Posts and Service Points offered the poorest facilities overall. Perhaps most worrying, 25% of customers in Regional Offices reported that they had not seen posters or brochures describing the fees customers should pay for DHA services. This was even higher at District Offices (41%), border posts (46%), airports (30%) and service points (55%). This lack of information on fees could expose customers to increased corruption, overcharging, and demands for payment for free services.

## CUSTOMER SERVICE AT THE DHA

**A**nother common anecdotal complaint about the DHA is the lack of good customer service, often linked to the negative attitudes of officials at the front line. Officials and customers were therefore asked about their perceptions and experiences of service delivery in the DHA. An important part of assessing the quality of customer service was to determine whether or not customers were treated differently according to their identity, race, gender or nationality.

Customers were asked to describe the specific identity group they felt



DHA Facilities	Regional Office (%)	District Office (%)	Border Post (%)	Airport (%)	Service Point (%)	Total (%)
Seats for customers	80	73	21	94	57	72
The right forms to complete	90	87	70	73	88	83
Heating or air conditioning	64	41	41	98	20	62
Posters or brochures describing DHA services	74	62	53	68	43	66
Working toilets	69	58	68	99	53	73
A place to buy food nearby	78	64	56	98	67	76
Posters or brochures describing service fees	70	47	40	61	31	59
Drinking water	57	63	71	90	67	68
A mother's room	16	14	13	53	7	22
A working public telephone	51	44	53	98	29	59

they belonged to “first and foremost”. Amongst citizens, the most frequent responses to this question included African (17%), Zulu (13%), Xhosa (11%), and Christian (9%). Amongst non-citizens, most frequent responses were African (12%), White (9%), Sotho (9%) and Christian (7%). Respondents were asked whether they felt persons from their particular identity group were treated fairly by the DHA. Amongst citizens, just over half of the respondents sampled (58%) felt persons from their identity group were always or to a large extent treated fairly by the DHA. This proportion was consistent amongst Black and White respondents (58%). However, some variation was evident in the responses of Indian/Asian (75%) and Coloured (50%) customers.

Amongst non-citizens, 55% reported that persons within their identity group were treated fairly always or to a large extent. However, the percentage of White non-citizens who felt they were treated fairly was slightly higher (61%) than the percentages of Black (54%), Coloured (50%) or Asian (44%) respondents. Further, while 57% of non-citizens at Border Posts and 55% at Airports felt their identity group was treated

fairly, a somewhat lower proportion (47%) of non-citizens interviewed at DHA offices responded in the same way. There was also significant variation in customer responses between provinces. In Limpopo, only 28% of citizens and 11% of non-citizens felt persons from their identity group were always or most often treated fairly by the DHA.

Customers were then asked whether they felt persons from their identity group were treated better, worse or the same as other people. Across the customer sample, 87% of citizens and 85% of non-citizens felt they were treated the same as other people. Further, 74% of citizens and of non-citizens felt that South African customers were treated the same as people from other countries.

Citizens and non-citizens were also asked how interested they felt the DHA was in “what happens to you, or in hearing what people like you think?” Responses to this question were again very positive, with 79% of citizens and 82% of non-citizens answering that they felt the DHA was interested. The question of the DHA’s interest in its customers was then examined a second time, when customers were asked how interested they felt the Department was in persons from their identity group, in comparison with other groups. There was little variation across the customer sample, with 65% of non-citizens and 63% of citizens responding that they felt the DHA’s interest in their identity group was about the same as with other groups.

#### BATHO PELE AND HOME AFFAIRS CUSTOMERS

Officials and customers were asked a series of questions closely linked to the government’s Batho Pele Principles, which addressed service delivery issues including consultation on service quality and choice, information, access, courtesy in treatment, transparency, redress, and value for money.

In the first series of questions, respondents were asked whether they agreed that DHA customers across the country have been consulted about the quality of service they should receive, linked to the Batho Pele Principle of Consultation. Some 72% of officials felt that customers had been consulted about the quality of service they should receive from the DHA, compared to lower figures of 61% of citizens and 62% of non-citizens. Black non-citizens (26%) in particular were most likely to disagree. This was also true of citizens, where 31% of Black respondents felt the DHA had not consulted customers about service delivery, compared to 23% of White, 19% of Coloured, and 12% of Indian/Asian respondents. Further analysis showed that particularly high numbers of citizens in the Eastern Cape (53%), the Free State (51%) and Gauteng (41%) felt the DHA had not consulted customers on service quality.

Second, respondents were asked whether they felt customers had

been consulted about the choice of services they should receive from the DHA. More than two-thirds of the officials (68%) agreed that customers had been consulted about choice of services, compared to lower numbers of citizens (60%) and non-citizens (58%). Once again, fewer Black citizens (57%) felt that the DHA consulted customers about the choice of services they should receive, compared to White (64%), Coloured (75%) or Indian/Asian (77%) respondents. Less than half of the citizens sampled in the Eastern Cape (45%), the North West Province (43%), the Free State (41%) and Mpumalanga (38%) felt that customers had been consulted. Black non-citizens (51%) were also much less likely to agree that customers had been consulted than non-citizens of other races.

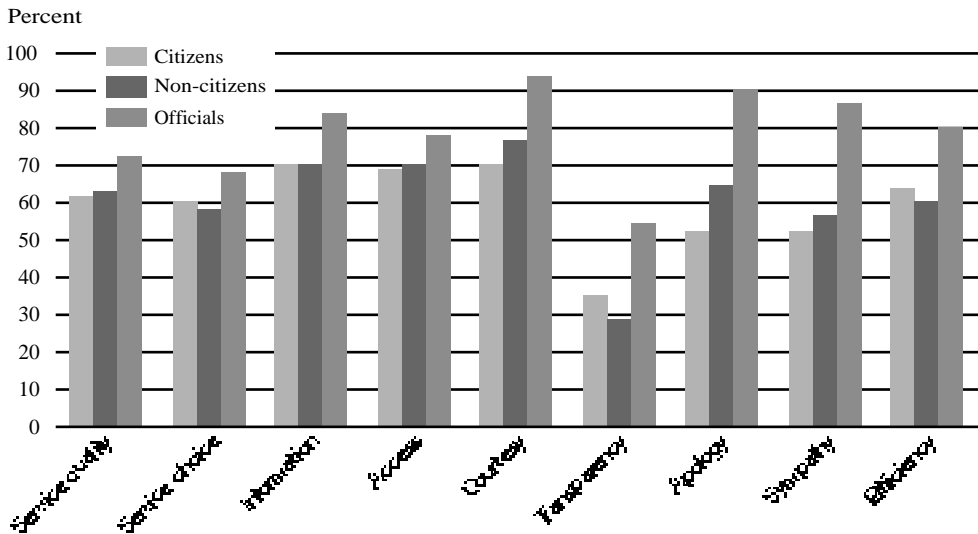
Third, linked to the Batho Pele Principle of Upholding Service Standards, respondents were asked whether they felt that, in the specific office where the interview took place, customers were provided with full and accurate information about the standards of service they are entitled to from Home Affairs. In response, 83% of officials agreed with this statement, but again this was not entirely consistent with customer opinions. Amongst citizens and non-citizens, 70% felt they received accurate information about the Standards of Service they were entitled to. Once again, analysis showed some variation between provinces, with citizens in the North West Province (57%) and Mpumalanga (52%) least likely to feel they had received full information on Service Standards, compared to high rates of 87% in KwaZulu-Natal and 85% in the Western Cape.

Fourth, respondents were asked whether they felt that all customers across the country have equal access to the services offered by the DHA, in keeping with the Batho Pele Principle of Access. Once again, the large majority (78%) of officials agreed, slightly higher than the percentages of citizens (69%) and non-citizens (70%). There was little difference in the responses of citizens by race. However, again there was a marked difference between provinces, with positive responses at more than 64% in all provinces except Gauteng (58%) and Mpumalanga (40%).

Fifth, respondents were asked if they felt customers were treated with courtesy and consideration at the office where the interview took place, to which official responses showed overwhelming agreement at 93%. Although customers concurred, they did so at the significantly lower rates of 70% amongst citizens and 76% amongst non-citizens. Customers in KwaZulu-Natal (86%), the Free State (77%) and the Western Cape (75%) were most likely to report that customers were treated with courtesy and consideration.

Sixth, respondents were asked whether they felt that customers

Figure 4: Affirmative Responses for Batho Pele Principles in DHA Service



across the country had been told how Home Affairs is run, who is in charge and how much it costs to run the Department. This question was linked to the Batho Pele Principle of openness and transparency. Here, only 54% of officials felt customers had been told about DHA management and costs. This percentage was even lower amongst citizens at 35%, and still lower amongst non-citizens at 28%. Citizens in KwaZulu-Natal were far more likely to agree with this statement (66%) than in any other province where agreement ranged from 21-42%.

Seventh, linked to the Batho Pele Principle of Redress, respondents were asked whether customers are offered an apology and an explanation if the promised standard of service is not delivered. Agreement returned to the high rate of 90% amongst officials, but remained significantly lower amongst citizens (52%) and non-citizens (64%). Citizens interviewed in KwaZulu-Natal (69%) or the Western Cape (66%) were much more likely to agree than in other provinces across the country, where agreement ranged from 34-51%.

In keeping with the same Batho Pele Principle, respondents were asked whether, when complaints are made, customers receive a sympathetic and positive response. Again, a high number of officials (86%) agreed, but agreement was much lower amongst citizens (52%) and non-citizens (56%). Further analysis again showed significant differences between provinces, with only 35% of citizens in Limpopo and 35% in the Northern Cape indicating that customers receive sympathetic response to complaints, compared to 73% in KwaZulu-Natal.

Finally, in terms of the Batho Pele Principle of Value for Money,

respondents were asked whether they agreed with the statement that the DHA provides services economically and efficiently, and gives customers the best value for money. A high number of officials agreed with this statement (80%), but agreement was lower amongst citizens (64%) and non-citizens (60%). Citizens were most likely to feel that the DHA delivered efficient and effective services in KwaZulu-Natal (82%), the Western Cape (80%), and the Northern Cape (72%), and were least likely to agree in Mpumalanga (47%) and Limpopo (49%). Amongst non-citizens, Black (55%) respondents were much less likely to agree than non-citizens of other races (69-78%).

#### PERCEPTIONS OF STAFF ATTITUDES AT THE DHA

To further understand how DHA customers are treated, specific questions were asked about customers' perceptions of the attitudes of Department staff. Officials, citizens and non-citizens were asked whether DHA staff within the office where the interview took place were friendly or unfriendly, attentive or inattentive, cooperative or uncooperative, patient or impatient, helpful or unhelpful, considerate or inconsiderate, polite or impolite, at ease or anxious, honest or misleading, trusting or suspicious, knowledgeable or not knowledgeable, or interested in their jobs.

Customers were very positive about the attitudes of DHA staff, although officials themselves were somewhat less positive (Table 14). Amongst citizens, Asian customers (68-74%) were the least positive about DHA staff attitudes, with fewer positive responses across all atti-

DHA Staff Attitudes	Citizens (% Yes)	Non-Citizens (% Yes)	Officials (% Yes)
At Ease	82	87	73
Attentive	84	89	78
Considerate	83	88	78
Cooperative	85	89	77
Friendly	83	88	72
Helpful	86	90	82
Honest	83	89	75
Interested in his/her job	84	89	78
Knowledgeable	85	91	77
Patient	84	87	68
Polite	82	88	73
Trusting	81	88	72

tudinal indicators than Black (77-85%), Coloured (84-93%) and White (86-91%) citizens. In comparison, Black (81-86%) non-citizens were slightly less positive about DHA staff attitudes than Coloured (94%), Asian (96-100%) and White (95-98%) non-citizens.

Coloured (47-79%) officials were somewhat less positive about DHA staff attitudes than White (52-82%) and Black (65-84%) officials. Further, whereas responses to each of the attitudinal indicators remained very consistent within race groups of the customer samples, officials' responses differed a great deal within race groups according to each indicator. For example, Coloured officials rated DHA staff most positively in terms of being cooperative (79%), trusting (79%) and knowledgeable about their jobs (79%), but rated staff attitudes poorly on being patient (47%). Black officials felt DHA staff attitudes were most favourable in terms of being helpful (84%), attentive (79%), cooperative (78%), and knowledgeable about their jobs (78%), but only 65% felt staff in their office were trusting. White officials rated DHA staff highly in terms of being attentive (82%) and at ease (82%), but only 52% felt staff were trusting and 63% that they were interested in their jobs.

Further analysis showed significant differences in perceptions between provinces. Across all of the attitudinal variables measured, citizens were most positive about staff attitudes in the Western Cape (87-98%) and the Northern Cape (88-95%), and least positive in KwaZulu-Natal (65-69%). Non-citizens rated staff attitudes very favourably in the Western Cape (98-99%), as well as in Mpumalanga (95-98%), Gauteng (93-96%) and the North West Province (92-94%), but also gave far less positive responses in KwaZulu-Natal (47-50%). Finally, officials interviewed in the Eastern Cape (55-100%) and the Free State (75-100%) expressed the most positive views on the attitudes of fellow DHA staff, whereas officials in KwaZulu-Natal (35-55%) and the Western Cape (50-80%) were markedly less positive.

Finally, the survey examined perceptions of staff attitudes in the different types of offices sampled. Amongst citizens, those interviewed at airports (94-99%) were more positive about DHA staff attitudes than those interviewed at Border Posts (88-91%), District Offices (75-89%), Regional Offices (78-82%) and Service Points (77-83%). Non-citizens interviewed at Airports (96-97%) were also much more positive than those interviewed at Border Posts (81-87%) and Regional Offices (66-72%). Lastly, and in contrast to responses from customers, officials were most favourable about DHA staff attitudes at Border Posts (77-94%) and Service Points (65-89%), perhaps attributable to better working conditions in small offices, such as more collegial relations, fewer customers or less work-related stress.

## QUALITY OF HOME AFFAIRS SERVICES

### CUSTOMER EXPERIENCES WITH SERVICE DELIVERY

Most South Africans interviewed stated that they had been to a DHA office “Once or Twice” (43%) or “3-5 times” (32%) in the previous 12 months. These results differed slightly amongst non-citizens, though most had also visited a DHA office either “Once or Twice” (36%) or “3-5 times” (22%) in the past year. However, a high number of non-citizens (23%) reported that they had visited a DHA office “more than 10 times” in the past twelve months. Of those, 93% were interviewed at Border Posts or Airports.

Next, customers were asked whether they had filled in any forms in order to process their request to the DHA on the day of the interview; most citizens (64%) and non-citizens (88%) replied that they had not. However, of the 30% of customers who did complete forms, 46% of citizens and 32% of non-citizens had someone else help them. In most instances (82%), customers were assisted by an employee of the DHA.

Customers were then asked how much time they had spent at the DHA, from the time of entering a queue to “the time you finished what you came to do, or until now if you have not yet finished.” South African citizens reported that they had spent between 1 and 195 minutes (3 hours and 15 minutes) at the DHA, with an average wait of 21 minutes. Table 15 shows waiting times for South African citizens at DHA offices by province.

Waiting Time	Minimum	Maximum	Mean
Western Cape	2	80	21
Eastern Cape	1	65	16
Northern Cape	1	45	17
Gauteng	1	105	18
KwaZulu-Natal	1	125	26
Limpopo	3	161	27
Mpumalanga	2	195	32
North West	1	85	17
Free State	1	105	16
National	1	195	21

Non-citizens reported shorter waits than citizens, with time spent ranging from 1 to 105 minutes (1 hour 45 minutes) (Table 16). On average, non-citizens reported waiting 13 minutes at the DHA. This

Waiting Time	Minimum	Maximum	Mean
Western Cape	3	85	17
Eastern Cape	1	45	11
Northern Cape	1	30	7
Gauteng	1	105	12
KwaZulu-Natal	1	105	15
Limpopo	1	45	16
Mpumalanga	1	65	17
North West	1	45	7
Free State	1	45	10
National	1	105	13

was relatively consistent at Border Posts, where the mean reported waiting time was 10 minutes, and at Airports, where it was 12 minutes.

Customers were asked how long they were told they would have to wait for their request to be processed. Most South Africans were told that they would have to wait 2 – 3 months (38%), or that their request would be processed on the same day or within one day (26%). The majority of citizens applying for identity documents (61%) were told they should expect to wait 2 – 3 months, as were the majority of citizens applying for passports (59%) (Table 17). A majority of citizens registering births (47%), deaths (61%) or marriages (43%) were told that their request could be processed on the same day, or within one day. However, this indicates that even in the registry of births, deaths or marriages, 39-57% of citizens would need to return to the DHA for a subsequent visit.

Request	Same day or 1 day (%)	2 days to 1 week (%)	2 weeks (%)	3 weeks (%)	1 month (%)	2-3 months (%)	4-6 months (%)	6-12 months (%)	1-3 years (%)	No time given (%)
Identity documents	9	2	3	2	4	61	7	2	<1	2
Passport	12	7	6	3	3	59	2	<1	-	1
Register birth	47	5	13	4	7	12	2	<1	-	2
Register death	61	3	4	-	4	15	<1	<1	-	2
Register marriage	43	4	9	-	4	26	-	2	-	4



Non-citizens were also asked how long they were told they would have to wait for their request to be processed. Because 41% of non-citizens were interviewed at Border Posts and 44% at Airports and were seeking immediate entry into South Africa, half of all respondents felt this question was “Not Applicable.” A further 30% of non-citizens responded that their request would be processed on the same day, or within one day. However, Table 18 highlights that applicants for Permanent Residence anticipated a particularly long wait for their results to be processed. Forty-four percent (44%) of the non-citizens seeking permanent residence had been told to expect a wait of 2-6 months, although the DHA advertises an expected processing time of approximately 30 days.<sup>16</sup>

Customers were also asked about how satisfied they were with their visit in terms of a number of indicators: the amount of time spent at the office, the total length of time taken to process the request, the level of service received, and overall customer experience. Here, there were high levels of satisfaction amongst citizen and non-citizens alike. First, 84% of citizens were satisfied with the length of time they had spent at Home Affairs on the day of interview and this was relatively consistent across race groups. Citizens were most satisfied in the Western Cape (94%) and least satisfied in Mpumalanga (68%). Also, citizens interviewed at Service Points (70%) were less satisfied than those interviewed at Airports (97%), Border Posts (90%), District Offices (88%)

Purpose of visit	Same day or 1 day (%)	2 days to 1 week (%)	2 weeks (%)	1 month (%)	2-3 months (%)	4-6 months (%)	6-12 months (%)	No time given (%)	Not app. (%)
Holiday	28	<1	<1	<1	-	-	<1	6	57
Visit friends or family	41	3	5	2	3	-	3	4	33
Shopping	54	-	-	-	4	1	3	4	29
Study	22	14	16	5	3	3	-	3	30
Temp or contract work	22	6	3	-	16	-	-	-	44
Permanent work	19	4	-	6	4	2	-	6	46
Business	46	1	2	-	2	-	-	1	40
Job-seeking	30	-	2	2	2	2	-	4	47
Permanent residence	20	-	17	7	27	17	-	3	10
In transit to somewhere else	17	1	-	-	-	-	-	<1	82

and Regional Offices (82%).

Amongst non-citizens, 92% were satisfied with the length of time they had spent at Home Affairs that day. Although satisfaction was highest amongst White (99%) and Asian (99%) non-citizens, it was also high amongst Black respondents (87%). There was some variation in non-citizen responses across provinces, with those interviewed in the Northern Cape (100%), Western Cape (99%) and North West province (98%) most satisfied and those interviewed in KwaZulu-Natal (72%) and the Eastern Cape (77%) least satisfied. Non-citizens interviewed at Airports (97%) and Border Posts (92%) were also more satisfied than those interviewed at District Offices and Regional Offices.

Second, customers were asked how satisfied they were with the length of time it had taken for the DHA to process their request. Again a high percentage of citizens (81%) answered that they were very satisfied or satisfied. Black (78%) and White (78%) citizens were somewhat less satisfied with the time taken than Coloured (90%) and Asian (86%) respondents. Once again, there were differing satisfaction levels between provinces. Citizens were most satisfied in the Northern Cape (95%), which had a lower average waiting time than most other provinces, and the Western Cape (92%). Citizens were least satisfied in Mpumalanga (65%). Once again, citizens were very satisfied with waiting times at Airports (98%), somewhat less satisfied at Border Posts (88%) and District Offices (84%), and least satisfied at Regional Offices (76%) and Service Points (69%).

Over 90% of non-citizens were satisfied with the length of time it had taken for the DHA to process their request. Non-citizens were least satisfied in KwaZulu-Natal (72%) and the Eastern Cape (74%), and most satisfied in the Northern Cape (100%), Western Cape (99%) and North West Province (95%). Non-citizens were more satisfied with waiting times at Airports (97%) than at Border Posts (93%) and District Offices (87%), and least satisfied at Regional Offices (63%).

Third, customers were asked about their satisfaction with the level of service they received on the day they were interviewed. Responses to this question were largely positive. Amongst citizens, 87% reported that they were very satisfied or satisfied with the level of service they had received, with little variation across race groups. Citizens interviewed in Mpumalanga (77%) were least satisfied, whereas citizens in the Northern Cape (95%) and Western Cape (95%) were most satisfied. Again, citizens interviewed at Airports (98%) were the most satisfied, compared to those at Border Posts (92%), District Offices (89%), Regional Offices (85%) and Service Points (82%).

An even higher percentage of non-citizens (92%) were satisfied with the service received from the DHA on the day they were interviewed.

Levels of satisfaction were marginally lower amongst Black non-citizens (89%) than amongst Asians (100%) or Whites (99%). Non-citizens in KwaZulu-Natal (73%) were least satisfied with the service they received. However, consistent with the citizen sample, non-citizens were most satisfied in the Northern Cape (100%) and Western Cape (99%), as well as in the North West Province (98%). Again, non-citizens interviewed at Airports (98%) and Border Posts (94%) were more satisfied than those at District Offices (73%) or Regional Offices (70%).

Finally, customers were asked how satisfied they were with their overall experience at the DHA on the day of the interview, and some 85% of citizens responded that they were “satisfied” or “very satisfied”, with little variation according to race. Citizens were once again least satisfied with overall service in Mpumalanga (72%), and most satisfied in the Western Cape (94%) and the Northern Cape (92%). Citizens were again much more satisfied with the service at Airports (99%) than at Border Posts (89%), District Offices (87%), Regional Offices (83%) or Service Points (79%).

Amongst non-citizens, 92% reported that they were satisfied or very satisfied with their overall experience at the DHA. This was again higher amongst Asian (100%) and White (99%) non-citizens than amongst Black (89%) non-citizens. Consistent with the other findings presented, non-citizens were most satisfied in the Northern Cape (100%), Western Cape (99%) and North West Province (98%), and least satisfied in the Eastern Cape (71%) and KwaZulu-Natal (73%). Finally, non-citizens were more satisfied with their overall experience at Airports (98%) than at Border Posts (92%), District Offices (80%) and Regional Offices (72%).

#### OFFICIAL AND CUSTOMER PERCEPTIONS OF CURRENT DHA PERFORMANCE

In terms of the DHA's current performance, customers and officials were asked whether they approved of the way the Department had performed its job over the past twelve months.<sup>17</sup> It is important to note that while the fieldwork was taking place, the Turnaround Strategy had been operational for eight to nine months. Amongst officials, 71% approved of the way their office had performed its job. Approval rates were slightly higher amongst White officials (78%) than Black (71%) and Coloured (63%) officials, and were particularly low in Gauteng (45%) in comparison with all other provinces (60-85%).

Satisfaction with DHA performance over the last year was very high amongst both citizens (79%) and non-citizens (85%). Black (77%) and White (78%) citizens were slightly less approving of DHA performance than Coloured (85%) and Asian (80%) citizens, and approval rates were lowest in Limpopo (66%) and highest in the Western (89%) and

Northern Cape (88%). Amongst non-citizens, Black respondents (83%) were slightly less approving of DHA performance over the past year than Asian (92%) and White (91%) non-citizens. Non-citizen approval rates were lowest in Limpopo (71%) and KwaZulu-Natal (76%), and highest in the Western Cape (98%) and the North West Province (92%).

Second, customers were asked how satisfied they were with the service they had received from the DHA in the past. Once again, satisfaction levels were very high amongst South African citizens (80%), and even higher amongst non-citizens (90%). Asians (88%) were marginally more satisfied than Coloured (82%), White (81%) or Black (79%) citizens. Once again, citizens in Limpopo (67%) were least satisfied with past service and citizens in the Western Cape (88%) and the Northern Cape (88%) most satisfied. Turning to the non-citizens, in spite of high rates of approval overall, Black (85%) non-citizens were slightly less satisfied with the service they had received in the past compared with Asian (91%) and White (94%) non-citizens. Non-citizens were least satisfied in KwaZulu-Natal (78%) and most satisfied in the Western (98%) and the Northern Cape (94%).

Officials were also asked how satisfied they were with how well the office they worked in processed cases and applications. Here, officials had a satisfaction rate of only 64% nationwide. Coloured (53%) officials overall were less satisfied than Black (66%) and White (63%) officials. Further, officials were less satisfied with the processing of cases and applications at Regional Offices (52%) and District Offices (57%) than at Airports (73%), Border Posts (79%) and Service Points (85%). Only 35% of officials were satisfied with service delivery in the Eastern Cape, compared to a high of 85% in Limpopo.

Third, respondents were asked how often they felt customers receive fast results when dealing with the DHA. Responses here were less positive, with only 53% of citizens and 66% of non-citizens responding that they felt customers received fast results either all or almost all of the time or most of the time. Citizens were least likely to respond positively in the North West province (42%) and Mpumalanga (43%), and most likely in the Northern Cape (63%) and the Free State (60%). Citizens interviewed in Regional Offices (47%) were less positive than those at Service Points (56%), District Offices (58%), Border Posts (58%) and at Airports (65%).

Amongst non-citizens, Black (59%) respondents were less likely to answer that customers received fast results than Asians (78%) and Whites (71%). Differing from the citizen sample, non-citizens interviewed in the Eastern Cape (45%) and KwaZulu-Natal (47%) were least likely to feel that customers receive fast results and most likely in Gauteng (75%), the North West Province (70%) and the Northern

Cape (70%). Finally, non-citizens interviewed at Airports (73%) and Border Posts (61%) were more likely to feel that customers receive fast results than those interviewed at Regional (41%) or District (40%) offices.

Similar to the customer sample, only 65% of officials felt customers receive fast results and this varied little between race groups. However, officials interviewed at Regional offices (52%) were much less likely to answer that customers receive fast results than those interviewed at District Offices (63%), Service Points (73%), Border Posts (79%) and Airports (82%). Also, officials in the Eastern Cape (45%) were much less likely to answer that customers receive fast results than those interviewed in all other provinces (60-85%).

Fourth, respondents were asked if they felt the DHA treated customers in a fair way. Despite the high levels of overall satisfaction with DHA services, responses to this question were more moderate, with only 59% of citizens and 68% of non-citizens responding positively. Amongst citizens, Whites (68%) and Coloureds (63%) were more likely than Blacks (56%) and Asians (57%) to answer positively. Citizens were less likely to respond that DHA customers are treated fairly at Service Points (54%) and at Regional Offices (55%), and more likely at Airports (63%), District Offices (63%) and Border Posts (66%). In addition, citizens were most likely to answer that customers were treated in a fair way in the Northern Cape (78%), and much less likely in Mpumalanga (51%), the Western Cape (52%), the North West Province (54%), Limpopo (54%), and Gauteng (55%).

Non-citizens were somewhat more positive than citizens, with 68% responding that customers are treated fairly all or most of the time. Black non-citizens (60%) were less likely than White (77%) and Asian (78%) non-citizens to answer positively. Non-citizens in KwaZulu-Natal (49%), the Eastern Cape (51%) and Limpopo (52%) were less likely to answer that customers are treated fairly. Once again, non-citizens interviewed at Airports (71%) were most likely to feel customers were treated fairly and those interviewed at Regional Offices (52%) least likely to feel that way.

The views of officials were more positive than those of citizens and non-citizens, with 77% indicating that they felt customers were treated fairly by the DHA. The lowest proportion of positive responses was in the Northern Cape (60%), and the highest in the North West Province (84%) and Mpumalanga (90%). Once again, officials in Regional Offices (66%) were much less likely than those in District Offices (76%), Border Posts (79%), Airports (82%) and Service Points (96%) to respond that customers were treated fairly.

Finally, respondents were asked how efficient they thought the DHA

was at the present time. Responses amongst customers were extremely positive, with 82% of citizens and 91% of non-citizens reporting that they felt the DHA was efficient. Within the citizen sample, little difference was evident across race groups or across office types, although citizens interviewed at Airports were more likely to concur. However, perceptions of the efficiency of the DHA did vary across provinces, with citizens most likely to respond positively in the Northern Cape (92%) and the Western Cape (90%), and least likely in Limpopo (73%).

Non-citizens also felt the DHA was extremely efficient overall, although Black (87%) non-citizens were marginally less likely than Whites (95%) and Asians (95%) to agree. Non-citizens interviewed at Airports (95%) and Border Posts (90%) were more likely to respond positively than those at District Offices (80%) and Regional Offices (70%). In addition, non-citizens were less likely to agree in the Eastern Cape (75%) and KwaZulu-Natal (77%), and most likely in the Western Cape (98%), the North West Province (94%), Gauteng (92%) and the Northern Cape (92%).

Officials were slightly less confident in the efficiency of the DHA than their customers, with just over three-quarters (78%) responding that they felt the DHA was efficient at the present time. White officials (67%) were much less likely to feel that the DHA is efficient than Coloured (79%) and Black (81%) officials. In contrast to most other findings, officials at Airports (64%) were less likely to respond that the DHA is efficient than those interviewed at District Offices (72%), Regional Offices (77%), Border Posts (85%) and Service Points (89%). Finally, officials were least likely to answer positively in Gauteng (65%) and the North West province (68%), and most likely to answer this way in the Eastern Cape (95%).

#### PAST, PRESENT AND FUTURE DHA PERFORMANCE

Participants were next asked a number of questions comparing current Departmental performance to that under apartheid. First, respondents were asked whether they felt the DHA was more corrupt now than under apartheid. The responses to this question amongst customers were complicated by high rates of "Don't Know" responses: 25% of citizens and 34% of non-citizens. An additional 21% of non-citizens felt the question was not applicable to them (Table 19). Some 39% of citizens felt the DHA was less corrupt now than under apartheid, 19% felt it was more corrupt and 14% felt it had remained the same. Amongst non-citizens, 29% perceived the DHA to be less corrupt now than under apartheid, with only 9% feeling it was more corrupt.

Many officials (21%) stated they did not know whether the DHA was more or less corrupt now than under apartheid. However, 42% of

officials stated that the DHA is now more corrupt than under apartheid, 18% that it had stayed the same, and only 19% that it is less corrupt today. This perception was relatively consistent across race groups (Table 19).

**Table 19: Corruption Now Compared to Under Apartheid**

	Citizens (%)				Non-Citizens (%)				Officials (%)			
	Black	Colour- ed	Asian	White	Black	Colour- ed	Asian	White	Black	Colour- ed	Asian	White
More	19	18	18	20	9	11	3	4	43	37	-	44
The same	12	11	29	20	7	17	9	9	15	21	50	26
Less	39	48	18	31	29	33	30	28	19	26	-	15
Don't know	25	21	29	24	34	33	31	34	22	16	50	15
Not app.	4	2	4	5	20	6	27	24	-	-	-	-
Total	n = 1616	n = 214	n = 51	n = 233	n = 656	n = 18	n = 77	n = 225	n = 126	n = 19	n = 4	n = 27

Second, respondents were asked if they felt the DHA today is now more efficient than it was under apartheid. A majority of South African citizens felt that the DHA is now more efficient than under apartheid (64%), while 11% felt it had stayed the same and 12% felt it was less efficient now. Blacks (65%) and Coloureds (72%) were more likely than Whites (52%) and Asians (49%) to feel that the DHA is more efficient today (Table 20). Amongst non-citizens, a majority also felt the DHA was more efficient now (48%), compared to only 5% who felt it was less efficient (Table 21).

**Table 20: Efficiency of the DHA According to Citizens**

Efficiency	Black (%)	Coloured (%)	Asian (%)	White (%)	Total (%)
More Efficient	65	72	49	52	64
The same	10	10	28	18	11
Less Efficient	12	10	14	11	12
Don't Know	10	6	8	13	10
Total	n = 1607	n = 213	n = 51	n = 227	n = 2098

About half of the officials interviewed felt the DHA was more efficient now than under apartheid, 16% felt it had remained the same, and 16% felt the level of efficiency had declined. There was a distinctly more positive outlook amongst Black (54%) officials (Table 22).

The survey indicated that a majority of citizens, non-citizens and officials feel that the efficiency of the DHA has improved since

Efficiency	Black (%)	Coloured (%)	Asian (%)	White (%)	Total (%)
More Efficient	49	67	51	43	48
The same	5	11	4	6	5
Less Efficient	7	6	-	2	5
Don't Know	20	11	18	24	20
Not Applicable	20	6	27	25	21
Total	n = 644	n = 18	n = 71	n = 222	n = 955

Efficiency	Black	Coloured	Asian	White	Total
More Efficient	54	53	25	17	49
The same	12	26	50	30	16
Less Efficient	14	11	-	30	16
Don't Know	19	11	25	22	18
Total	n = 124	n = 19	n = 4	n = 23	n = 178

apartheid, and that levels of corruption have declined (Table 23). That said, the percentage of respondents who said the DHA is more trustworthy today than under apartheid was moderate to low, ranging only from 41-54% across the entire sample. Here, there is a clear indication that work can be done to improve customer and official confidence in the Department. Similarly, in spite of a majority response that the DHA is more efficient today than under apartheid, 36-48% did not detect a notable improvement in efficiency, felt levels had remained the same, or had worsened. Responses to the DHA's level of corruption today compared to apartheid differed somewhat: while citizens and non-citizens were more likely to think the DHA is less corrupt now than apartheid, a majority of officials felt the Department is more corrupt today. Further, although the majority of citizens (39%) and non-citizens (29%) indicated that corruption is lower today than under apartheid, these rates represented a relatively low percentage of the overall sample (Table 23).

Officials were also asked if they felt the management of the DHA was more, or less, competent now than under apartheid. Despite another high percentage of non-committal responses (18%), most officials (49%) responded that DHA management is more competent today than under apartheid, while 18% felt it was the same and 15% felt it was less competent. However, Black (53%) and Coloured (53%) officials were much more likely to think that DHA management is more competent today than White (17%) officials.



**Table 23: DHA Performance Now and Under Apartheid**

DHA today	Corrupt			Trustworthy			Efficient		
	Citizens (%)	Non-citizens (%)	Officials (%)	Citizens (%)	Non-citizens (%)	Officials (%)	Citizens (%)	Non-citizens (%)	Officials (%)
More	19	8	42	54	43	41	64	48	49
The same	14	8	18	17	7	25	11	5	16
Less	39	29	19	13	7	16	12	5	16
Don't know	25	34	21	12	22	17	10	20	18
Not app.	4	21	-	4	21	-	4	21	-
Total	n = 2105	n = 978	n = 175	n = 2114	n = 978	n = 178	n = 2112	n = 976	n = 178

**GRIEVANCE PROCEDURES AND REDRESS**

Customers and officials were then asked about their knowledge and use of grievance procedures as a potential means of redress when problems with service delivery are experienced. Some 70% of officials were aware of a formal grievance procedure available to DHA staff, and 72% of a complaints procedure for the public. White officials were more likely to be aware of both grievance procedures for DHA staff (89%) and complaints procedures for the public (85%) than Black and Coloured officials. Further, in the Eastern Cape, only 10% of officials were aware of grievance procedures for DHA staff, compared to 60-90% of officials in other provinces. Only 10 officials in the Eastern Cape (50%), 11 officials in the North West province (58%), and 12 officials in Gauteng (60%) were aware of complaints procedures for the public, compared to 70-90% in other provinces.

However, only 5% of citizens and 3% of non-citizens had ever actually lodged a complaint. Complaints made concerned delays in service, poor customer service, loss of documents, or an incorrect or problematic result of an application. Amongst non-citizens, complaints centred on delays in service, poor customer service and discrimination.

**MISCONDUCT AND CORRUPTION AT THE DHA**

The media is rife with tales of corruption at the DHA. Despite the sensitivity of the topic, the issue was addressed in the SQS. Officials were first asked how competent they felt the management of the DHA is today. The majority of officials (73%) described it as competent but nearly one quarter felt that current

management is incompetent (Table 24).

Competence	Black (%)	Coloured (%)	Asian (%)	White (%)	Total (%)
Competent	74	68	75	70	73
Incompetent	23	26	-	30	24
Don't Know	4	5	25	-	4
Total	n=129	n=19	n=4	n=27	n=179

Officials and customers were then asked about their level of trust in the DHA. Customer respondents were asked how much of the time they felt they could trust the DHA to do what is right. Amongst citizens, just over half (54%) felt the DHA could be trusted most of the time or almost always. Here, there was little difference by race. While the confidence expressed in changes since the end of apartheid indicates a vote of faith in the ability of the Department to improve, the survey results show definite room for developing stronger, and more trusting, relationships with customers across all racial groups (Table 25).

Trust	Citizens				Non-citizens			
	Black (%)	Coloured (%)	Asian (%)	White (%)	Black (%)	Coloured (%)	Asian (%)	White (%)
Almost always	16	16	10	11	13	22	8	10
Most of the time	37	39	45	48	36	33	56	58
Only some of the time	31	33	20	29	31	22	29	20
Never	13	8	22	7	11	6	3	3
Not applicable	-	-	2	<1	<1	-	-	<1
Don't know	3	3	2	4	8	17	4	8
Total	n = 1608	n = 213	n = 51	n = 229	n = 645	n = 18	n = 72	n = 222

Responses to the question of trust were comparable in the non-citizen sample, with 54% of respondents answering that they felt they could trust the DHA most of the time or almost always (Table 25). However, responses differed amongst race groups more significantly. Whites (68%) and Asians (64%) were much more likely to indicate trust in the DHA compared to Blacks (48%). There were additional differences according to region of origin: 13% of Southern Africans and 9% of Africans from outside the region felt the DHA could never be trusted, compared to 0-4% of respondents from all other regions. High

percentages of non-citizens from North America (74%), Europe (60%), Asia (64%), Central and South America (79%), and Australia and New Zealand (80%) felt the DHA could be trusted, compared to 50% of Southern Africans and only 43% of Africans from outside the region. The lack of trust articulated by Africans is particularly worrisome. Southern Africans, in particular, are by far the largest foreign users of South African DHA services. Amid ongoing concerns over illegal entry into South Africa and attempts to improve border controls, the lack of trust articulated by migrants from the region may ultimately impede efforts to strengthen migration management.

Officials were also asked how much of the time they felt they could trust the management of the DHA. Half of the officials felt they could trust the management of the DHA always or most of the time.

However, there was again variation by race group, with Black (47%) and Coloured (47%) officials less trusting than White officials (63%). Further, although a majority of Black officials (44%) felt the DHA is now more trustworthy than under apartheid, 10% felt they could never trust DHA management.

Finally, respondents were asked how many officials working in the DHA were engaged in corruption. Amongst the citizens, non-committal response rates were extremely high at 29% (Table 26). The highest percentage of citizen respondents (37%), felt that only a few or some officials were engaged in corruption. Non-committal responses were even higher in the non-citizen sample (35%).

**Table 26: Customer Perceptions of Officials Engaged in Corruption**

Corrupt	Citizens				Non-Citizens			
	Black (%)	Coloured (%)	Asian (%)	White (%)	Black (%)	Coloured (%)	Asian (%)	White (%)
Almost all	2	<1	4	3	3	-	-	<1%
Most	7	7	4	11	5	-	3	4%
Some	35	45	29	44	35	28	31	43%
Almost none	27	23	29	16	23	33	24	14%
Don't know	30	24	33	26	34	39	40	38%
Total	n = 1608	n = 213	n = 51	n = 229	n = 645	n = 18	n = 72	n = 222

Officials were also asked how many members of the DHA they believed were involved in corruption. Similar to the citizen and non-citizen samples, most respondents (47%) felt that a few or some officials were engaged in corruption. However, a much higher percentage of officials (19%) reported that most or a lot of DHA staff are involved in corruption. This is significant, as it suggests nearly one in five officials

perceives corruption to be prevalent in the DHA, compared to much lower numbers of customers. White officials (37%) were more likely than Coloureds (11%) or Blacks (16%) to answer that a lot of officials were involved in corruption.

#### TOLERANCE OF CORRUPTION AMONGST OFFICIALS AND CUSTOMERS

Beyond broader views of competency, misconduct and corruption in the DHA, the survey aimed to measure general tolerance of corruption amongst customers and officials. A series of scenarios describing “corrupt” exchanges between civil servants and members of the public were presented. Respondents were asked to give their opinion on whether these exchange were “Not wrong”, “Wrong but understandable” or “Wrong and punishable.”

The first scenario presented to respondents was “if a public official accepts a gift from a citizen as appreciation for something that the official has done for the citizen as part of his or her job.” Customers were highly tolerant of this sort of exchange, with 36% of citizens and 48% of non-citizens reporting that the acceptance of a gift in these circumstances was not wrong. While 43% of citizens and 31% of non-citizens found this exchange to be wrong and punishable, a further 20% of citizens and 21% of non-citizens felt it wrong but understandable. Results were comparable amongst officials: although a significantly lower percentage (15%) stated that the exchange was “not wrong”, a higher percentage (44%) felt it was wrong but understandable, while 42% felt it was wrong and punishable.

The second scenario was: “a public official demands a favour or an additional payment before the official performs a service that is part of his or her job.” Customers were much less tolerant of this situation, with 89% of citizens and 88% of non-citizens finding this “wrong and punishable.” Nonetheless, 9% of citizens and 11% of non-citizens still found the demanding of favours or bribes to be a wrong but understandable behaviour amongst public servants. In contrast, 98% of officials felt that the demanding of favours or extra payments was wrong and punishable.

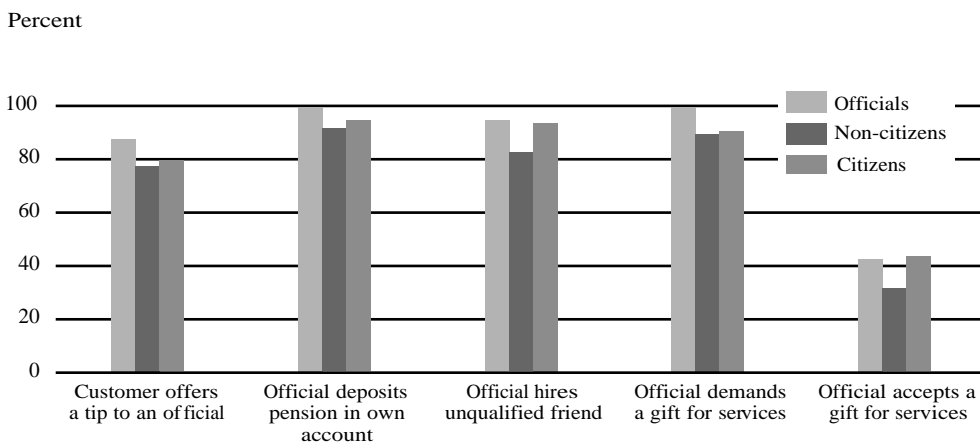
Third, respondents were asked about a situation in which “a public official hires a friend or someone from his/her family for a government job who does not have adequate qualifications.” Once again, non-citizens were marginally more tolerant, with 82% stating that it was wrong and punishable compared to 92% of citizens. Similar to the citizens, 94% of officials felt the nepotism described was wrong and punishable.

Fourth, respondents were asked to respond to a scenario where “a civil servant deposits someone’s government pension in his or her own

bank account.” There was uniformly low tolerance for this kind of action, with 94% of citizens, 90% of non-citizens and 93% of officials finding the scenario wrong and punishable.

Finally, respondents were asked whether or not they thought it was wrong if a “customer offers a public official a gift or ‘tip’ to make his or her application go a little faster.” Responses were consistent across the customer sample, with 78% of citizens and 76% of non-citizens reporting that this would be wrong and punishable. A further 16% of citizens and 17% of non-citizens felt offering an official a gift or tip was wrong but understandable. Only 6% of citizens and 5% of non-citizens felt this would not be wrong at all. Amongst officials, 87% felt that a customer offering a gift or tip to hasten an application would be wrong and punishable.

Figure 5: Responses to Corruption (% stating activity is wrong)



OFFICIAL PERCEPTIONS OF CORRUPTION

To gain a better understanding of opinions about misconduct and corruption amongst DHA employees, officials were read a series of four statements and asked if they agreed or disagreed with each.

The first statement was: “Government officials are so poorly paid that they have no choice but to ask people for extra payments.” Sixty-one percent of officials disagreed with this statement, while 34% agreed that officials have no choice but to ask people for extra payments (Figure 6). Employees of the DHA with a short duration of service were more likely to agree than their counterparts who had worked at the DHA for longer.

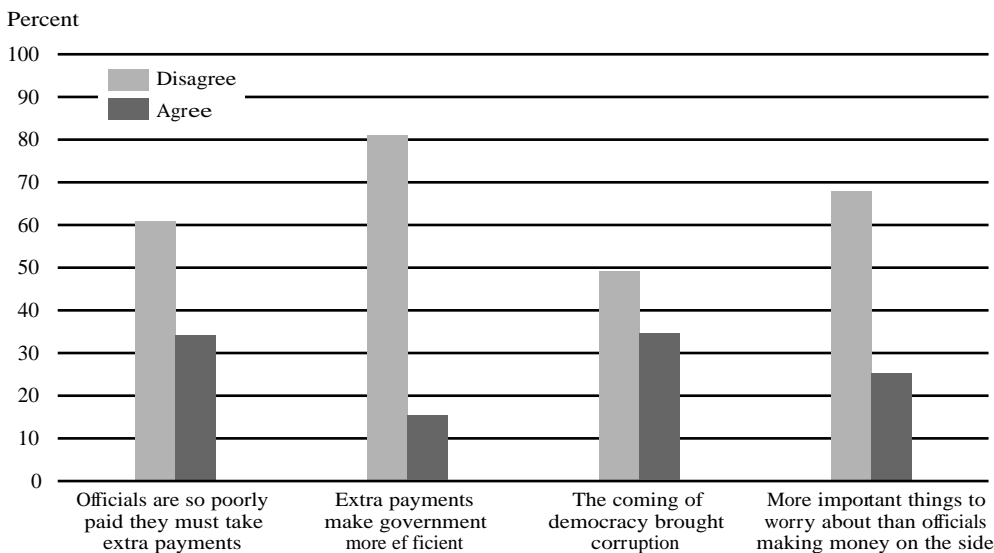
Second, officials were asked whether or not they felt that “extra payments and favours from customers make government work more effi-

ciently.” Here, 81% disagreed and 15% agreed. There was little variation in the responses of officials by race. However, 6 of 20 officials interviewed in the Northern Cape (30%), 5 in KwaZulu-Natal (25%), 5 in Gauteng (25%) and 4 in Limpopo (20%) agreed compared to only 1 or 2 in all other provinces.

Third, officials were asked if they agreed that “the coming of democracy has increased the amount of corruption in our government and society”. Interestingly, 34% thought that corruption had increased while 49% disagreed. White officials (41%) were only slightly less likely to disagree with the statement, than Black (50%) or Coloured (47%) officials.

Finally, officials were asked whether they agreed that “there are many more important things to worry about other than whether public officials are making a little extra money on the side.” The majority of officials (68%) disagreed with the statement, while 25% agreed. White officials (85%) were slightly more likely to disagree than Black (64%) and Coloured (74%) officials.

Figure 6: Tolerance of misconduct and corruption amongst officials



## EXPERIENCES WITH CORRUPTION

The results presented above indicate that a majority of citizens feel that only a few DHA officials are engaged in corruption, and that levels of corruption are perceived to be lower now than under apartheid. In addition, a majority of respondents felt they could trust the DHA to do what is right always, or most of the time.

The survey also tested whether perceptions about the levels of corruption at the DHA differed from actual customer experience. Respondents were asked whether they themselves, or anyone in their immediate family had ever been asked by a Home Affairs official to pay for a service that should have been free, or to give them a gift or do a favour. In response, 97% of citizens and 96% of non-citizens responded that they had never been asked for a bribe, gift or favour. Fifteen citizens (4%) in KwaZulu-Natal and 14 (5%) in Gauteng responded that they, or someone in their immediate family, had been asked for a payment, gift or favour compared to only 1 to 7 respondents in all other provinces. Amongst non-citizens, the highest numbers of respondents reporting that they had been asked by an official to participate in corrupt activities were in Gauteng and the Free State.

Customer respondents were then asked whether they, or anyone in their immediate family, had ever paid money to Home Affairs officials, given them a gift or done them a favour in order to obtain any of the following: identity documents, birth certificates, death certificates, travel documents, avoid punishment for overstaying visa, avoid deportation or repatriation, refugee status, a residence or work permit. Between 98% and 99% of citizens and non-citizens reported that they had never done so. On the surface, these findings are positive, and confirm the hypothesis that perceptions of the prevalence of corruption are likely to be more widespread than actual instances of corruption. However, the possible unwillingness of respondents to implicate themselves in corrupt activities must also be considered.

Officials were also asked about their direct experiences with misconduct and corruption while employed at the DHA. First, officials were asked whether, in the past year, they had heard of someone employed in their office who had been offered a bribe or favour. In response, 62% had not while a further 19% had heard of only "one or two" people who had been offered a bribe or favour. Reports were highest in the Free State (60%), KwaZulu-Natal (55%) and the Western Cape (55%), and lowest in the Northern Cape (10%) and the North West Province (11%).

Officials were asked if they themselves had been offered a bribe or favour in the past year, or if they had witnessed someone offer a bribe or favour to another official. The majority of respondents (84%) stated that they had not been offered a bribe or favour or witnessed another official being offered a bribe or favour, with a further 7% stating that this had occurred only "once or twice", 6% that this occurred a "few times" and 2% that it occurred often.

Interestingly, although some citizens and non-citizens reported being asked to participate, and actually participated, in corrupt activities in

Gauteng, 90% responded that they had never been offered a bribe or favour personally, nor had they seen anyone offer a bribe or favour to another official. Similarly, while numbers of citizens reported being asked to participate in acts of corruption in KwaZulu-Natal, 90% of officials stated that they had never been offered a bribe or favour personally, nor had they seen anyone offer a bribe or favour to another official. In contrast, 25% of the officials in the Eastern Cape reported that they had witnessed bribery or corruption.

Officials were then asked whether, in the past year, they had heard of anyone employed in their office accepting a bribe or favour. Three-quarters had not, and 13% had heard of “one or two” people. However, 87% of officials had never seen anyone in their office accept a bribe or favour in the last year. Officials were most likely to respond in the affirmative in KwaZulu-Natal (40%) and the Free State (35%).

Officials were asked if they had directly witnessed any of the following in the past five years, or since they had worked for the DHA: charging fees for free services, theft of public resources, nepotism (awarding jobs or contracts to relatives) or political patronage (awarding jobs or contracts to political allies). Between 86% and 88% of officials reported that they had not witnessed the charging of free services, theft of public resources or political patronage in the last five years, or since they began working for the DHA. A higher percentage reported that they had directly witnessed nepotism within the DHA (23%) in the past five years.

Instances of reported nepotism were extremely high in Gauteng, where 60% responded that they had directly witnessed the awarding of jobs or contracts to relatives.

## REPORTING MISCONDUCT AND CORRUPTION AT THE DHA

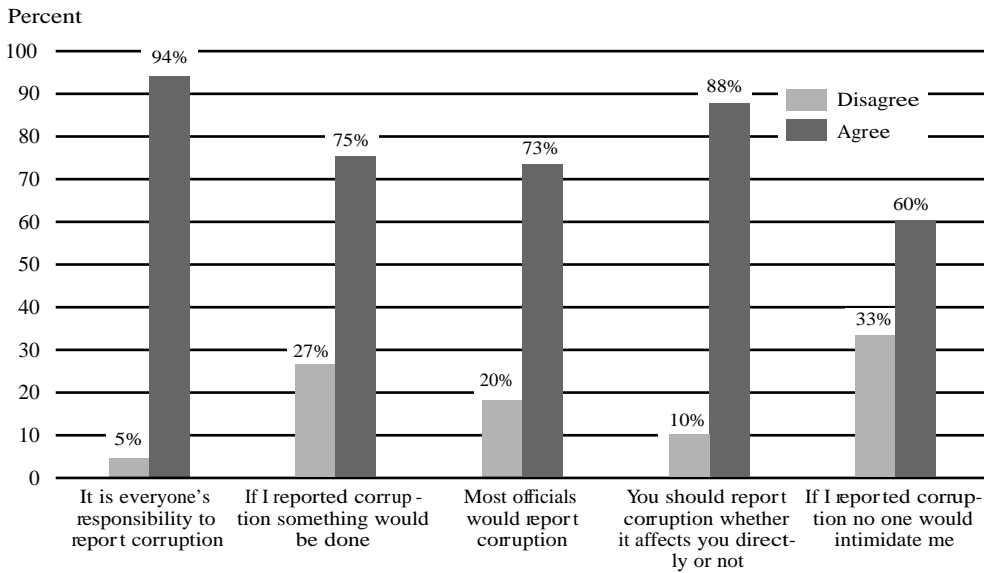
Customers were asked whether, if they were to come across corruption or misconduct at the Department of Home Affairs, they would be likely to report it. Responses to this question were consistent across both the citizen and non-citizen samples, with 89% of participants in each case responding that they would be likely to report corruption (Table 27).

Reporting corruption	Citizens				Non-citizens			
	Black (%)	Coloured (%)	Asian (%)	White (%)	Black (%)	Coloured (%)	Asian (%)	White (%)
Likely	87	94	98	93	88	94	91	91
Unlikely	13	6	2	7	13	6	9	9
Total	n = 1569	n = 210	n = 49	n = 225	n = 625	n = 17	n = 70	n = 222



In addition, officials were asked whether or not they agreed with a series of five statements measuring their likelihood to report corruption. The first of these statements was: “It is everyone’s personal responsibility to report misconduct and corruption in his or her workplace”, with which a large majority of officials agreed (94%) (Figure 7).

Figure 7: Reporting Misconduct and Corruption amongst Officials



The second statement focused on DHA response to corruption reports: “If I were to report misconduct or corruption to someone in the Department of Home Affairs I am confident that something would be done about it.” While the majority of officials (75%) agreed that something would be done by the DHA, a significant minority (17%) disagreed. White officials (33%) were more likely to disagree that something would be done than Black (15%) or Coloured (5%) officials.

Third, officials were asked whether or not they agreed that “Most government officials would report acts of misconduct or corruption if they were aware of it.” Here again, a majority of respondents (73%) felt most officials would report misconduct or corruption, while 20% disagreed. Once more, responses from White officials reflected some skepticism on the trustworthiness of the DHA.

Fourth, official respondents were asked whether or not they agreed with the statement: “You should report misconduct or corruption regardless of whether it affects you directly or not.” Consistent with the other results, a very high percentage of officials (88%) agreed that misconduct or corruption should be reported whether or not an individual was directly affected by it.

Finally, officials were asked whether or not they agreed with the statement: “If I were to report misconduct or corruption to someone in the Department of Home Affairs I am confident that none of my colleagues or superiors would try to intimidate me.” Responses to this question differed somewhat from the others in the series. While 60% of officials agreed with this statement, a further 33% stated that they disagreed, suggesting that they felt they might be intimidated by colleagues or superiors if they reported misconduct or corruption. Again confirming greater skepticism about the DHA, only 37% of White officials felt they would not be intimidated in significant contrast to the 61% of Black and 84% of Coloured respondents.

Officials were also asked how comfortable they would feel reporting activities of this kind to each of the following: colleagues, immediate superior, Section Head, Office Head, Head of Division, Head of Department, the Anti-Corruption Unit, the Inspection Unit, the Internal Audit Unit, the Labour Relations Unit, the Auditor-General, the Public Service Commission, the Public Protector, the Directorate of Public Prosecutions, or the South African Police Service. Table 28 below shows the responses of the officials to this question, and indicates high levels of comfort in reporting corruption, and confidence in individuals and institutions that could possibly address the problem. Officials were least comfortable reporting corruption to their colleagues, and most comfortable reporting to their immediate superior.

<b>Table 28: Comfort with Reporting Corruption</b>		
Comfortable to Report Corruption to:	Comfortable (%)	Uncomfortable (%)
Colleagues	65	35
Directorate of Public Prosecutions	68	32
Anti-Corruption Unit	69	31
Head of Department	70	30
Auditor-General	70	30
SA Police	70	30
Head of Division	71	29
Internal Audit Unit	71	29
Public Service Commission	71	29
Public Protector	71	29
Section Head	73	27
Office Head	73	27
Inspection Unit	73	27
Labour Relations Unit	77	23
Immediate Superior	79	21

## SOLUTIONS FOR FIGHTING MISCONDUCT AND CORRUPTION

In the last of the questions on misconduct and corruption, officials were given a number of possible ways to fight corruption and asked how effective they felt these might be. The results indicate that while DHA officials were very confident in the effectiveness of the measures suggested, the solution perceived to be the most effective was for managers to set moral examples from the top (Table 29).

Anti Corruption Measure	Effective (%)	Ineffective (%)
Enabling customers to access government information	80	18
Increased commitment by politicians to fight corruption	80	16
Requiring detailed information on Department spending	80	14
Regularly rotating government personnel	81	16
Harsher sentences for those guilty of corruption	84	11
Special courts for prosecuting corruption cases	85	12
Creating more codes of conduct in government	86	12
Barring corrupt officials from office	86	9
Enabling criminal prosecutions for corruption	89	8
Devoting resources to investigating corruption	89	7
Increased legal protection for whistle-blowers	90	8
Increasing salaries of government officials	91	7
Anti-corruption hotlines	92	6
Managers setting moral examples from the top	94	4

## CONCLUSIONS AND RECOMMENDATIONS

The results of the survey presented in this report are clearly at odds with anecdotal evidence about the state of the DHA. Ranging from levels of satisfaction with service delivery to perceptions regarding the extent of corruption within the Department, customers and officials alike were extremely positive in their opinions and perceptions.

Without in any way attempting to prejudge the outcome of the survey, all those involved in its planning and implementation, including officials from the Department, expected that the survey would reflect a far greater prevalence of negative perceptions and experiences than it actually did. As a result, checks were undertaken to verify the integrity of the data, to ensure that errors in the fieldwork and data entry were

minimal, and to confirm that overall results were not skewed by extremely positive results in one or two locations. However, the checks revealed that there were no significant problems in terms of data collection, entry or analysis. Also, while there were some variations in responses between specific locations and provinces, as is to be expected, these were not sufficiently substantial to skew the overall results. In fact, the results are generally consistent throughout the country, in each province and at each location where interviews were conducted. Even more significant, is the high degree of consistency between the responses of customers (both citizens and non-citizens) and officials in each province and in each location.

These results frankly came as a surprise, and provide an important tool that can be used to boost morale and to change public perceptions. However, it is important to attempt to analyse the results of the survey more closely in order to understand why there is such a marked difference between the widespread perception that the Departmental services are “a joke”, and the contradictory views expressed by citizens, non-citizens and Departmental officials.

The first important point to make is that the findings of the survey do not match popular media reporting and anecdotal claims, which generally suggest that the Department is in disarray, and that it is unable to deliver services as it should. However, the positive results of the survey suggest that negative media reporting on the Department may not have hinged on its ability to deliver services and meet the expectations of customers, but rather on other recent, and highly-publicized issues such as the controversial passage of the Immigration Act, alleged conflict between former Minister Buthelezi and his senior officials, and a string of court cases challenging the Department on the manner in which it was implementing aspects of previous immigration law. While these negative reports might have contributed to the sense that the Department was in crisis, it seems probable that there is no direct correlation between these events, and the ability of the Department to continue to deliver services to the public. Thus, while not blaming the media for creating negative public opinion about the DHA, the conclusions drawn about the connection between the controversies surrounding the Department and levels of service delivery and customer satisfaction are not correct.

While there has been some recent media reporting on the lack of adequate service delivery in the Department, or the prevalence of corruption amongst officials, these do not seem to have had much influence on customer perceptions and opinions. This would suggest that where there is a reported lack of service delivery and high levels of corruption at a particular office, this is the exception, rather than the rule.

Second, it is important to note that the survey tested opinions and perceptions on the one hand, and experiences on the other hand. For example, customers and officials were asked whether they thought or believed that the level of corruption in the Department was high, to which they consistently responded that they did not think this was the case. They were then asked about their indirect and direct experiences of corruption, which showed that very few respondents had actually been the victims of, or had knowledge of, corrupt practices. The consistency between perception and experience is a further indicator of the reliability of the survey results, since it appears that the majority of respondents based their opinions on their experiences, rather than on anecdotal evidence or media reports.

Third, the survey was conducted shortly after the implementation of the Turnaround Strategy commenced. The positive results of the survey might suggest that while the Turnaround Strategy might not yet have resulted in substantial changes in the Department, it has had a significant impact on the attitudes and perceptions of officials and customers alike. While the Turnaround Strategy came out of a public admission by the Director-General that the Department was in a 'scandalous' state, it was accompanied by a commitment to resolve the internal problems and challenges. The implementation of the Turnaround Strategy also coincided with several highly publicized reports of officials being arrested and prosecuted for corruption.<sup>18</sup> At the same time, the Department made substantial efforts to reach out and engage its customers, which in itself constituted an important component of the Turnaround Strategy. It is possible that a combination of these factors could have resulted in a 'turnaround' in a short space of time, even if it has been largely limited to attitudes and perceptions.

A fourth, and somewhat more cynical, manner in which to interpret and analyse the findings is related to the expectations of customers. The argument made is that if customers have low expectations regarding the quality of services to begin with, and expect that DHA staff might be unfriendly, uninterested and corrupt, then even marginal improvements in service delivery could lessen criticism, and improve levels of satisfaction. A variation on this argument might be that South Africans generally do not have a service culture. In other words, customers do not expect, nor do they demand a high quality of service, and are therefore satisfied even if service delivery is mediocre. However, satisfaction was consistent amongst citizens and non-citizens from developed countries, where expectations about service delivery might be higher than in South Africa, and from less developed countries, where service quality is likely to be worse than in South Africa. This argument is therefore not supported by the findings of the survey.

In fact, the survey results suggest that perhaps the DHA is not in such a crisis in terms of service delivery, customer relations, staff attitudes and morale, and corruption. Most customers seem positively disposed towards the Department, and are optimistic about its ability to continue delivering quality services. It is not possible to explain exactly why this is the case, though it is important to understand the contextual factors that may have contributed to shaping the opinions and perceptions of the respondents. It is crucially important to note that the survey was not designed to measure the actual quality of service delivery and neither was it intended as an investigation into levels of corruption. Instead, the purpose of the survey was to solicit the opinions and perceptions of customers and officials regarding these matters. The results contained in this report are therefore not to be construed as an authoritative view on the quality of services or levels of corruption and should not be interpreted to mean that there are no problems or issues to be addressed. The Department must still question whether or not measures can be taken to further enhance the positive perceptions of its customers and officials, and to improve service delivery. On this basis the following recommendations are made:

- Training programmes and other measures need to be put in place to ensure that particularly frontline staff have a more in-depth understanding and knowledge of the legislation administered by the Department. This is especially true of the Refugees Act of 1998, given that officials at the border, which is where asylum seekers frequently have their first point of contact with the Department, reported low levels of knowledge and understanding of asylum procedures and the contents of the Refugees Act.
- While DHA staff have a high level of awareness of Batho Pele, this does not translate into a substantive knowledge or understanding of its underlying principles and based on customer responses, these principles are also not being adequately implemented. To address this problem, the DHA might consider putting in place a 'Customer Service' training programme that has at its core the Batho Pele principles. An important part of such a training programme would be to develop mechanisms for the concrete implementation of the Batho Pele principles.
- Similarly, while levels of awareness of the existence and intentions of the Turnaround Strategy appear to be lower than expected, those respondents who indicated familiarity with it expressed high levels of confidence that it will succeed. However, most officials interviewed had a limited understanding of their own role in implementing the Turnaround Strategy and tended to view this as the responsibility of management (the

Director-General, Head Office and Supervisors). Some effort needs to be made to ensure that officials not only understand the programme for implementing the Turnaround Strategy, but that they are also able to identify and fulfill their own role within it to ensure its ongoing success.

- It appears that male staff in the Department generally have more opportunities in terms of training and access to information regarding Batho Pele, the Turnaround Strategy and the internal policies and procedures of the Department. Attention needs to be paid to mechanisms that can be developed to increase opportunities and access for female staff.
- At a national level, there is substantial agreement amongst customers that in most cases, all identity groups in both citizen and non-citizen categories are treated fairly and that no particular groups are discriminated against or treated favourably. However, when analysed at provincial level, there appears to be higher levels of discrimination and unfair treatment in Limpopo and the Eastern Cape. It is recommended that an internal investigation be conducted in these two provinces to determine the extent of the problem and to develop mechanisms to address the problem. In this regard, it should be noted that non-citizens are generally less favourable about whether or not they are treated fairly. This reinforces the need for the Department to strengthen its efforts at reducing xenophobia.
- The results of the survey indicate that officials are less inclined to believe that their attitudes towards customers are positive and that customers appreciate and value the efforts they put into their work. In the Eastern Cape, officials also rate themselves less favourably than customers in terms of service delivery. This would suggest that across the country, but particularly in the Eastern Cape, staff morale is not optimal, which could have an ongoing negative impact on service delivery. To address this problem, it is necessary to create mechanisms for ongoing positive feedback to staff, perhaps combined with some form of incentive or reward system for excellent performance.
- While perceptions and incidences of corruption are reported to be low, customers, and particularly non-citizens appear to still have a high level of tolerance for practices that might result in opportunities for corrupt practices to emerge (officials are much less tolerant). In this instance, it is necessary to reinforce the 'zero tolerance for corruption' messages, primarily through awareness campaigns and the visibility of anti-corruption messages.

- The public outreach component of the Turnaround Strategy needs to be strengthened and the Batho Pele principles of consultation with and feedback to customers must be more vigorously implemented. This will ensure that current positive perceptions and attitudes will be maintained and potentially even enhanced.
- Finally, the results presented in this report provide baseline data and a benchmark against which to measure the future performance of the Department and levels of customer satisfaction with the quality of services provided by the Department. Consideration should be given to administering a similar survey at regular intervals as a means of continuous assessment and as a basis for ongoing efforts to improve performance and the quality of services.



APPENDIX A

Table A1: Attitudes of Staff in DHA Offices According to Respondent's Race												
DHA staff attitudes	Citizens (%)				Non-Citizens (%)				Officials (%)			
	Black	Colour-ed	Asian	White	Black	Colour-ed	Asian	White	Black	Colour-ed	Asian	White
Friendly	83	84	70	88	84	94	96	95	72	63	75	78
Attentive	83	88	74	89	85	94	97	96	79	68	75	82
Co-operative	84	89	72	88	85	94	97	97	78	79	75	70
Patient	83	87	70	89	82	94	97	96	75	47	50	48
Helpful	85	90	70	90	86	94	100	97	84	79	75	78
Considerate	82	87	68	87	82	94	100	97	81	68	75	70
Polite	81	86	68	91	84	94	96	97	76	63	75	67
At ease	80	90	68	89	82	94	97	96	74	68	75	82
Honest	80	92	70	90	82	94	99	98	73	74	75	67
Trusting	77	91	72	90	81	94	96	98	65	79	75	52
Knowledgeable	83	93	72	90	86	94	99	97	78	79	75	70
Interested in his/her job	82	92	72	86	83	94	97	95	82	68	75	63
Total	n=1620	n=214	n=51	n=233	n=650	n=18	n=77	n=223	n=126	n=19	n=4	n=30

<b>Table A2: Attitudes of Staff in DHA Offices by Province According to Officials</b>									
DHA staff attitudes	Northern Cape (%)	KwaZulu-Natal (%)	Eastern Cape (%)	Western Cape (%)	Gauteng (%)	Limpopo (%)	North West (%)	Free State (%)	Mpumalanga (%)
Friendly	70	45	90	65	75	91	53	95	65
Attentive	65	50	85	70	85	85	84	100	80
Cooperative	75	45	95	70	80	85	79	90	75
Patient	65	45	95	50	65	80	58	100	50
Helpful	90	50	95	80	85	85	90	95	70
Considerate	80	50	95	65	90	80	79	95	70
Polite	70	35	95	70	80	90	68	95	55
At ease	80	45	90	75	85	90	53	75	80
Honest	75	40	100	65	75	85	68	90	50
Trusting	75	40	55	60	70	65	79	75	65
Knowledgeable	85	55	90	65	80	75	68	90	80
Interested in his/her job	75	45	95	65	90	85	79	85	80
Mean	75	45	90	67	80	83	72	90	68

<b>Table A3: Attitudes of Staff in DHA Offices by Province According to Citizens</b>									
DHA staff attitudes	Northern Cape (%)	KwaZulu-Natal (%)	Eastern Cape (%)	Western Cape (%)	Gauteng (%)	Limpopo (%)	North West (%)	Free State (%)	Mpumalanga (%)
Friendly	88	69	89	91	84	82	82	90	90
Attentive	90	66	93	94	86	81	87	90	89
Cooperative	92	65	92	94	88	82	86	91	90
Patient	92	65	92	93	86	81	85	88	89
Helpful	93	66	93	93	88	83	87	95	92
Considerate	91	66	90	93	86	74	85	79	90
Polite	93	65	93	87	85	69	86	88	92
At ease	93	65	90	96	87	56	85	88	93
Honest	91	65	86	98	89	62	87	87	89
Trusting	95	65	84	99	86	52	85	85	90
Knowledgeable	94	66	92	98	90	71	87	93	90
Interested in his/her job	93	65	92	98	84	72	87	94	90
Mean	92	66	91	95	87	72	86	89	90

DHA staff attitudes	Northern Cape (%)	KwaZulu-Natal (%)	Eastern Cape (%)	Western Cape (%)	Gauteng (%)	Limpopo (%)	North West (%)	Free State (%)	Mpumalanga (%)
Friendly	84	50	77	99	93	82	92	85	97
Attentive	91	49	80	99	94	83	94	88	97
Cooperative	93	48	82	99	95	82	94	87	97
Patient	90	49	72	99	93	80	94	76	95
Helpful	90	49	89	98	96	82	94	89	98
Considerate	88	49	84	98	94	85	94	70	97
Polite	90	48	79	98	94	81	94	88	95
At ease	93	48	76	99	94	71	94	79	97
Honest	90	49	80	99	95	73	94	78	95
Trusting	93	49	86	98	93	71	94	76	95
Knowledgeable	90	50	84	99	96	79	94	97	95
Interested in his/her job	88	47	73	99	92	81	94	84	98
Mean	90	49	80	99	94	79	94	83	96

DHA Staff Attitudes	Regional Office (%)	District Office (%)	Border Post (%)	Airport (%)	Service Point (%)
Friendly	80	86	88	96	81
Attentive	81	88	88	98	83
Cooperative	81	89	90	98	84
Patient	80	89	90	95	79
Helpful	82	89	91	99	83
Considerate	80	84	86	96	77
Polite	81	83	89	94	82
At Ease	81	77	87	96	76
Honest	80	79	85	98	78
Trusting	78	75	87	98	77
Knowledgeable	82	87	89	98	78
Interested in his/her job	81	84	91	96	82
Mean	81	84	88	97	80
Total	n = 1246	n = 399	n = 107	n = 204	n = 136

<b>Table A6: Attitudes of Staff in DHA Offices by Office Type According to Non-Citizens</b>					
DHA Staff Attitudes	Regional Office (%)	District Office (%)	Border Post (%)	Airport (%)	Service Point (%)
Friendly	71	100	84	96	-
Attentive	70	100	85	97	-
Cooperative	71	100	86	97	-
Patient	69	100	82	96	-
Helpful	72	93	87	97	-
Considerate	70	100	83	97	-
Polite	71	100	84	96	-
At Ease	70	80	82	96	-
Honest	70	100	81	97	-
Trusting	66	80	83	96	-
Knowledgeable	72	93	87	97	-
Interested in his/her job	69	100	83	96	-
Mean	70	96	84	97	-
Total	n = 126	n = 15	n = 390	n = 426	-

<b>Table A7: Attitudes of Staff in DHA Offices by Office Type According to Officials</b>					
DHA Staff Attitudes	Regional Office (%)	District Office (%)	Border Post (%)	Airport (%)	Service Point (%)
Friendly	60	72	85	73	85
Attentive	69	80	85	73	86
Cooperative	73	76	82	64	86
Patient	58	74	77	64	69
Helpful	69	87	94	73	92
Considerate	69	83	85	73	85
Polite	60	76	82	82	85
At Ease	63	80	77	82	89
Honest	58	80	85	46	85
Trusting	52	76	77	55	65
Knowledgeable	71	80	77	73	85
Interested in his/her job	65	85	85	73	89
Mean	64	79	83	69	83
Total	n = 62	n = 46	n = 32	n = 11	n = 26

## ENDNOTES

- 1 See <http://www.dha.gov.za>.
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- 4 See Jonathan Crush and David McDonald, “Evaluating South African Immigration Policy after Apartheid” *Africa Today* 48 (2001): 1-14.
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- 10 Statistics South Africa (2003). “P0351 – Tourism and Migration”. StatsOnline <http://www.statssa.gov.za>.
- 11 See S. Peberdy and J. Crush, *Trading Places: Cross-Border Traders and the*

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- 12 Republic of South Africa (May 31, 2002). "Immigration Act, 2002". Act No. 13, 2002. Government Gazette Vol 443 No 23478. Cape Town.
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  - 14 Department of Public Service and Administration, Republic of South Africa (October 1, 1997). "Batho Pele – 'People First': White Paper on Transforming Public Service Delivery" Government Gazette Vol 388 No 18340, Pretoria.
  - 15 South African Department of Home Affairs (January, 2004). Turnaround Strategy. See <http://home-affairs.pwv.gov.za/dg/Turnaround%20Strategy.pdf>
  - 16 See [http://www.dha.gov.za/services\\_foreigners.asp?topic=permanent](http://www.dha.gov.za/services_foreigners.asp?topic=permanent).
  - 17 For non-citizens, this question was modified to read "over the past twelve months, or since you have been in South Africa (if less than twelve months)."
  - 18 See "Police nab 11 Home Affairs officials" *SABC News*, 27 May 2003; "Fraud syndicate smashed" *The Mercury*, 20 June 2003; "Immigration man held at airport" *News24*, 13 June 2003; "Three home affairs officials arrested in Limpopo" *SABC*, 21 July 2003; "Official charged over ID scam" *Natal Witness*, 21 July 2003; "Police arrest Home Affairs official" *Pretoria News*, 23 October 2003; "Home Affairs official in court" *BuaNews*, 29 October 2003; "Four Lindela officials held" *News24*, 17 November 2003.

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