

## Western Cape CMAP Home Affairs Report

June 2011 – February 2012



*The Black Sash - in partnership with the Social Change Assistance Trust or SCAT - launched the national Community Monitoring and Advocacy Project or CMAP in 2010 in a bid to help **improve government service delivery**, with a particular focus on poor and vulnerable communities in South Africa.*



Open Society Foundation of  
South Africa

*\* "This document has been produced with the financial assistance of the European Union. The contents of this document are the sole responsibility of the Black Sash and can under no circumstances be regarded as reflecting the position of the European Union."*

## Acknowledgements

The Black Sash would hereby wish to thank the following community monitors and their respective organisations who volunteered their time to monitor the Department of Home Affairs in the Western Cape.

- Gugulethu Paralegal Advice Office
- Nelspoort Advice and Development Office
- Overberg Development and Empowerment Centre
- Paarl Advice Office
- Rural Association Youth Development
- Sandveld Local Development (SALDA)



**Western Cape Map of Areas Monitored (stars) June 2011 – February 2012:**

In addition we also wish to thank the Department of Home Affairs, nationally and in the Western Cape, for their collaboration and openness to facilitate our monitors' access. The Black Sash wishes to thank the following organisation for their financial commitment to the Community Monitoring and Advocacy Project.



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## Introduction

The Black Sash, a human rights organisation active for the past 56 years in South Africa, works to alleviate poverty and inequality; and is committed to building a culture of rights-with-responsibilities in South Africa. We focus specifically on the socio-economic rights guaranteed by our Constitution to all living in South Africa. For more information see [www.blacksash.org.za](http://www.blacksash.org.za)

The Social Change Assistance Trust (Scat) is a veteran independent fund-raising and grant-making development agency based in Cape Town. Scat was established in 1984 to channel resources to rural communities. Scat works in partnership to support local non-profit community-based-organisations in their human rights work. Scat's focus is on capacity development, human rights, gender equity, HIV and AIDS awareness and local economic development. For more information see [www.scat.org.za](http://www.scat.org.za).

Our premise is that quality service is a critical factor that our society should be able to tackle even at a time of economic recession and that we, as civil society, should hold our government responsible for fulfilling its mandate and promise, that includes providing affordable, appropriate, effective services, with dignity as is promised in policy frameworks, legislation, party manifestos and service delivery norms and standards. We argue that active citizens will be able to monitor service delivery as it is experienced by people receiving these services, and by constructively engaging with government at all levels to improve these services.

It is in this context, that the Black Sash's Community Monitoring and Advocacy Project (CMAP) was conceptualised and implemented, in collaboration with other civil society organisations and networks.

The objectives of the project are two-fold:

- To assess and report on the quality of service delivery in specified government departments and municipalities across South Africa as experienced by beneficiaries; and
- To develop a system for civil society organisations and community members to hold government accountable for the principles of Batho Pele (People First) as well as specific norms and standards that govern service delivery and promise excellence.

Working closely with our partners, the Black Sash:

- Ensures widespread, visible, standardised and regular monitoring of service delivery points by Community Monitors that are selected by civil society organisation (CSO)/community based organisation (CBO) networks;
- Co-ordinates the development of the monitoring instruments and the databases; collates and analyses the monitoring information; produces and distributes regular reports to our partners and the public;
- Presents reports to the appropriate government officials in order to affirm good practice and to work together to make improvements where required.

Monitors are selected by civil society networks; community based organisations and faith-based organisations and then trained to monitor selected public services using the monitoring tools. Each of these organisations have a CMAP memorandum of understanding with Black Sash to ensure

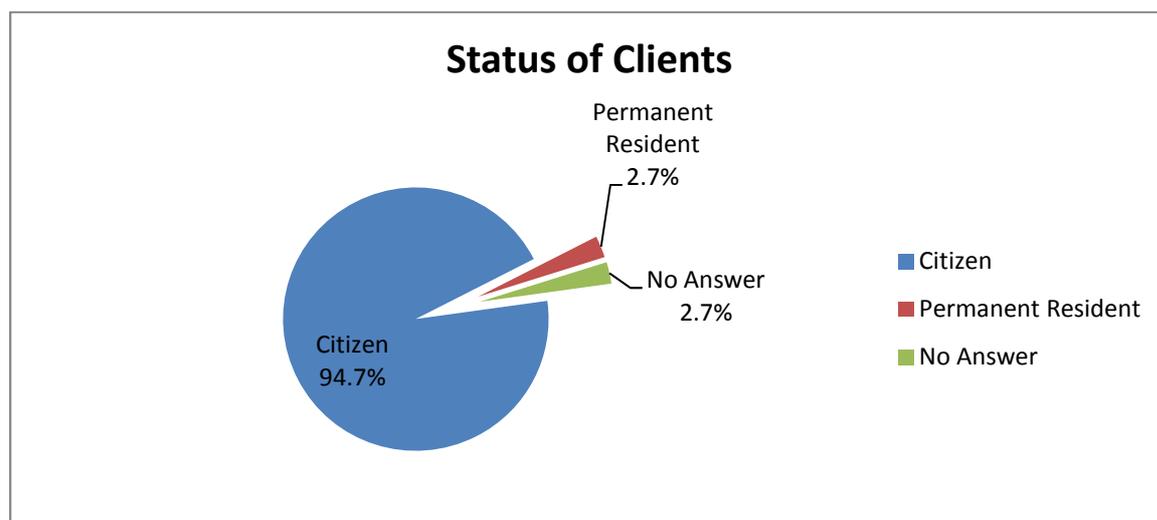
mutual accountability and to ensure that a normative framework of values and principles underpin this monitoring project. Prior to monitoring, they are also asked to sign a code of conduct. Each monitor identifies the day(s), within a specified timeframe, that they will monitor selected sites in the communities where they live or work. Once the site has been visited and assessed, the completed questionnaires are forwarded to the Black Sash for capturing and analysis. The reports developed as a result of this analysis are forwarded to the relevant government department for response within an agreed period, after which they are made available to the public.

It is important to note that CMAP monitors undertake the monitoring in the areas where they live or work and that the selection of sites to monitor, depends either on where the monitoring organisation is located or where the monitor resides. No scientific formulation is used to select the geographic spread; however, we do encourage organisations that have a diverse presence to participate in the project. However, the monitoring data analysed here is real, and a reflection and perspective of the beneficiaries interviewed at the service site on the particular date of the interview. We also try to ensure the data generated through CMAP does not reflect an urban bias.

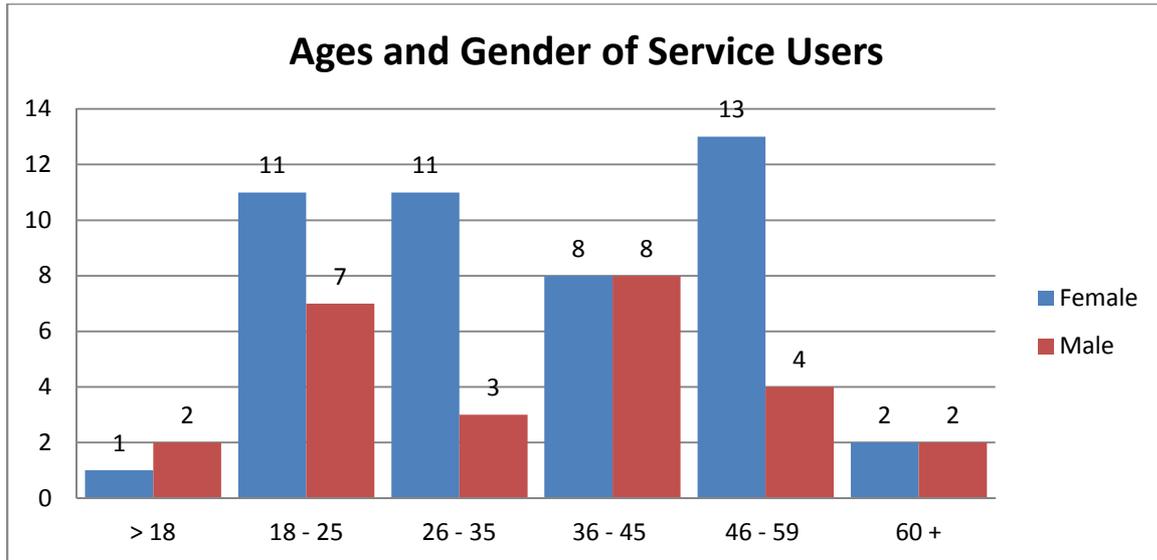
## Findings

The efficiency and quality of the service provided by the **Department of Home Affairs in the Western Cape** has been monitored according to the following standardised entities: **time, venue, processing, personnel and, language and communication**. The monitoring took place during the period of **1 June 2011 to 21 February 2012**. Please note that the percentages provided here are rounded off to the first decimal point.

The findings presented in this report takes into account the experiences and opinions of **125 respondents (50 officials and 75 service users)**. Six Home Affairs offices were monitored. **The districts in which monitoring took place were** the Central Karoo, the City of Cape Town Metropolitan, the Overberg, and the West Coast.



The majority of clients at Home Affairs offices in the Western Cape were South African Citizens (94.7%), with permanent residents being 2.7%.



In terms of gender, the majority of the respondents were females, and the largest age group of these was 46 – 59. The largest age group for males was the 36 – 45 year old age group.

### Time

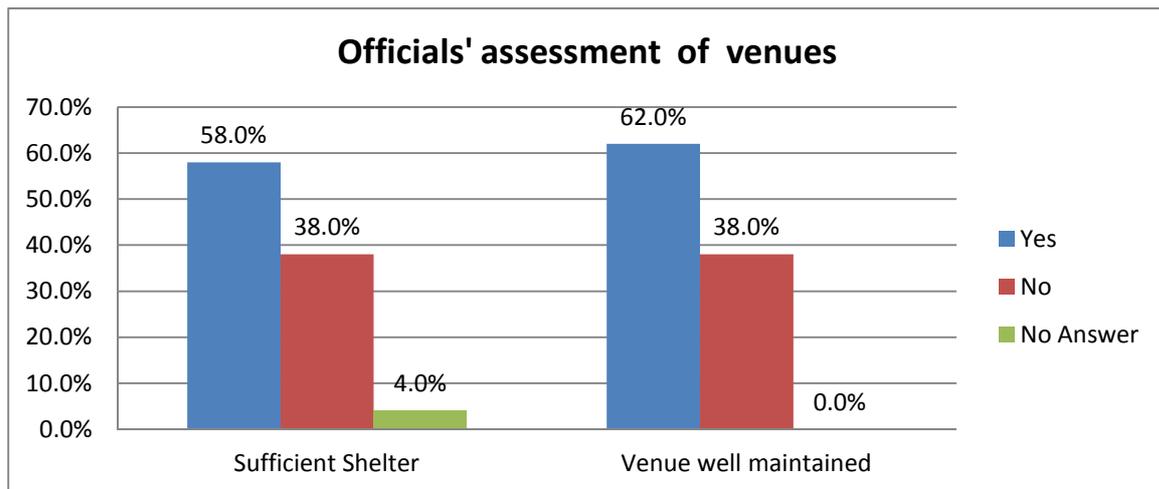
<b>Respondent: Officials</b>	<b>Earliest</b>	<b>Latest</b>
<b>Opening Time</b>	07:00	10:30
<b>Time started attending clients</b>	08:00	10:30
<b>Time stop attending clients</b>	14:00	17:30

Two of the Home Affairs offices, in Paarl and Nyanga, opened at 07:00. However, they only started attending to clients at 08:00 and 08:30, respectively. The offices that opened later started attending to clients sooner. On the day that monitoring took place, the Malmesbury/Diazville Home Affairs office was open from 10:00 to 14:00.

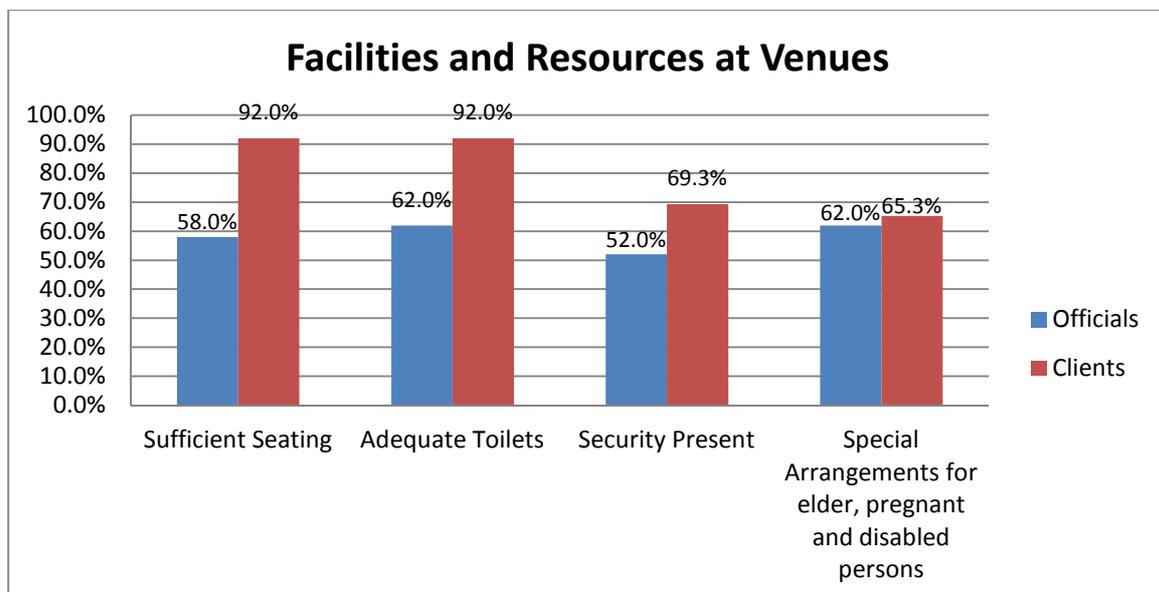
<b>Respondents: Clients</b>	<b>Earliest /Shortest</b>	<b>Latest /Longest</b>
<b>Time Arrived</b>	06:20	12:45
<b>Time waiting to be served</b>	4 min	150 min

The longest time that clients waited was 150 minutes (2 and a half hours); this was at the home affairs offices at Malmesbury/Diazville. These two respondents were both there regarding Identity Documents. Most of the respondents had to wait between 10 and 30 minutes to be served.

## Venue



The majority of officials felt that the shelter provided to clients was sufficient (58.0%) and that the venue was well maintained (62.0%), although this was by a slim margin in the case of the shelter.

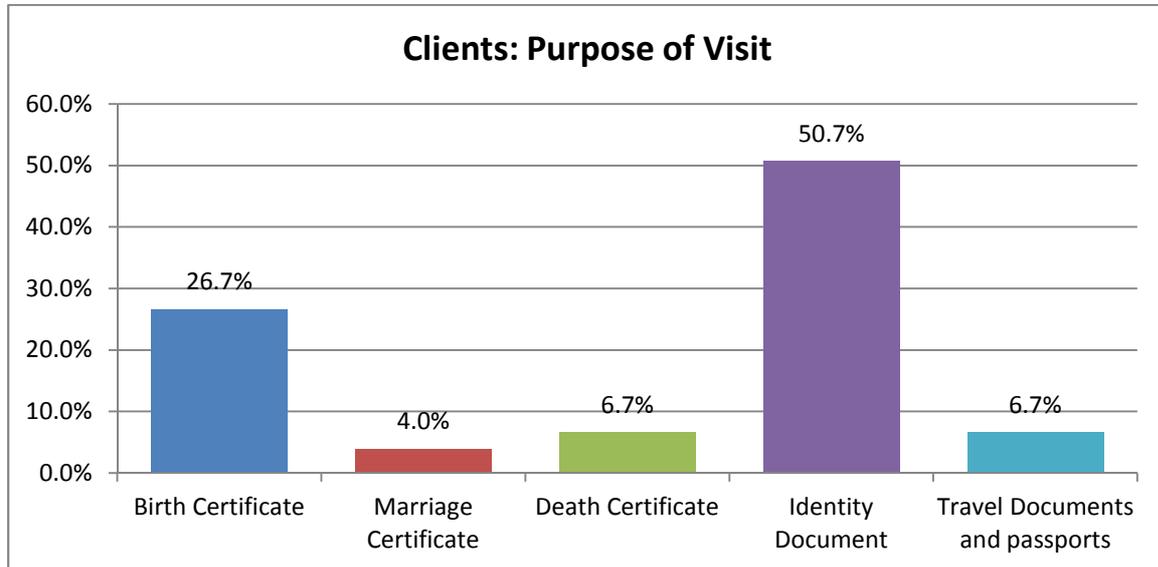


It is interesting to note that the clients rated the facilities and resources at the home affairs office better than the officials. Officials were asked whether they thought that the private security company or police were adequate and well resourced, 100% of them felt that this was indeed the case. The respondents were also asked what types of special arrangements were in place for the elderly, pregnant and disabled persons. Most of respondents stated that these people were prioritised by the floor walkers and helped first. Others stated that there were chairs, wheelchairs and special toilets. Some more responses included special counters. Additionally, a respondent at the Nyanga Home Affairs office stated that “the building is along the taxi and bus route and the people do not wait long for transport”.

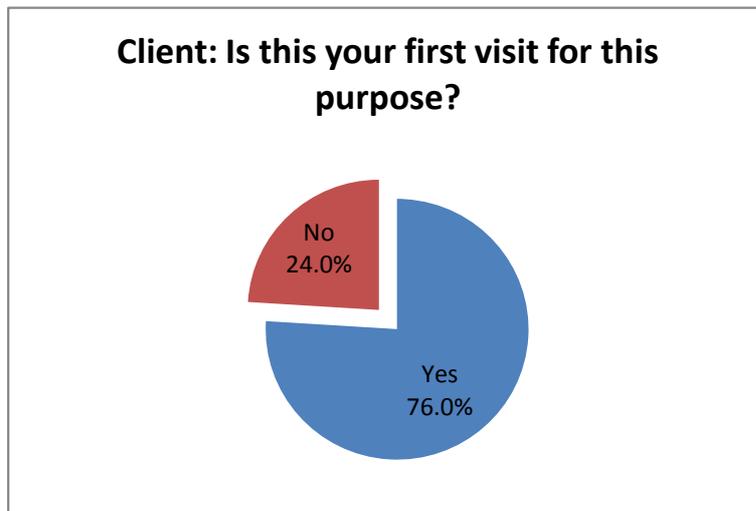
<b>Respondents: Clients</b>	<b>Minimum</b>	<b>Maximum</b>
<b>Distance travelled to venue</b>	0.2 km	52 km
<b>Cost of travel to venue</b>	R0.00	R312.00

A respondent paid R312.00 for transport to a Home Affairs office in Beaufort West in the Central Karoo. Most of the respondents spent R15.00 or less to reach their respective home affairs.

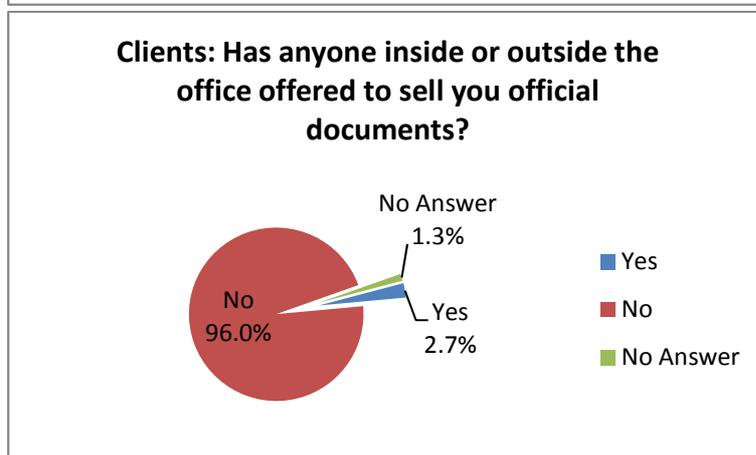
## Processing



The majority of respondents were at the Home Affairs offices regarding Identity Documents (50.7%), with birth certificates (26.7%) coming in second.



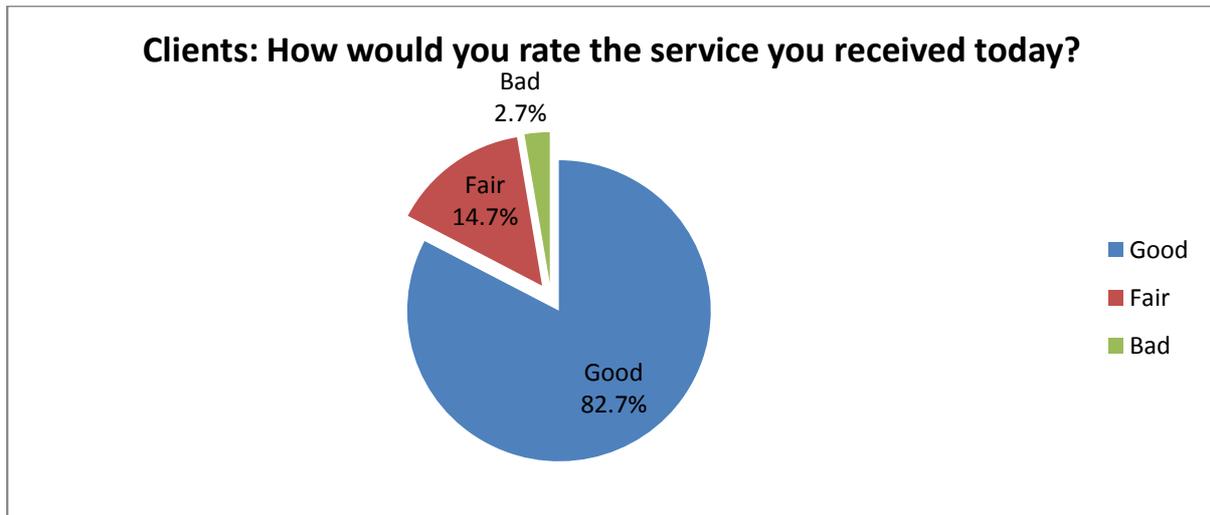
The respondents who were not there for their first visit were asked how many times that they had returned. The minimum was two times. For one respondent the maximum was ten times, for another four months. The respondent who had to return 10 times was there in relation to her identity document and she went to the Vredendal Home Affairs in the West Coast District. The



respondents that had to return were asked why they had to return. Quite a few people were there to check up on the processing of their documents. For some respondents, at their first visit they were not helped. Many cited a delay in the process or they were collecting their documents as the reason for their return.

<b>Respondents: Clients</b>	<b>Yes</b>	<b>No</b>	<b>Blank</b>
<b>Were you asked to pay for the service today?</b>	46.7%	52.0%	1.3%
<b>Were you given a receipt for your payment?</b>	46.7%	37.3%	16.0%

The respondent who had to pay for the service were asked how much they had to pay. The minimum that a client had to pay was R2.60, the maximum was R780.00. The respondents who had to pay R780.00 were from the Nyanga Home Affairs Office in the City of Cape Town. All three of these clients were applying for a passport.



The majority (82.7%) of the respondents rated the service at Home Affairs offices in the Western Cape as good. Only 2.7% of the respondents rated the service as bad.

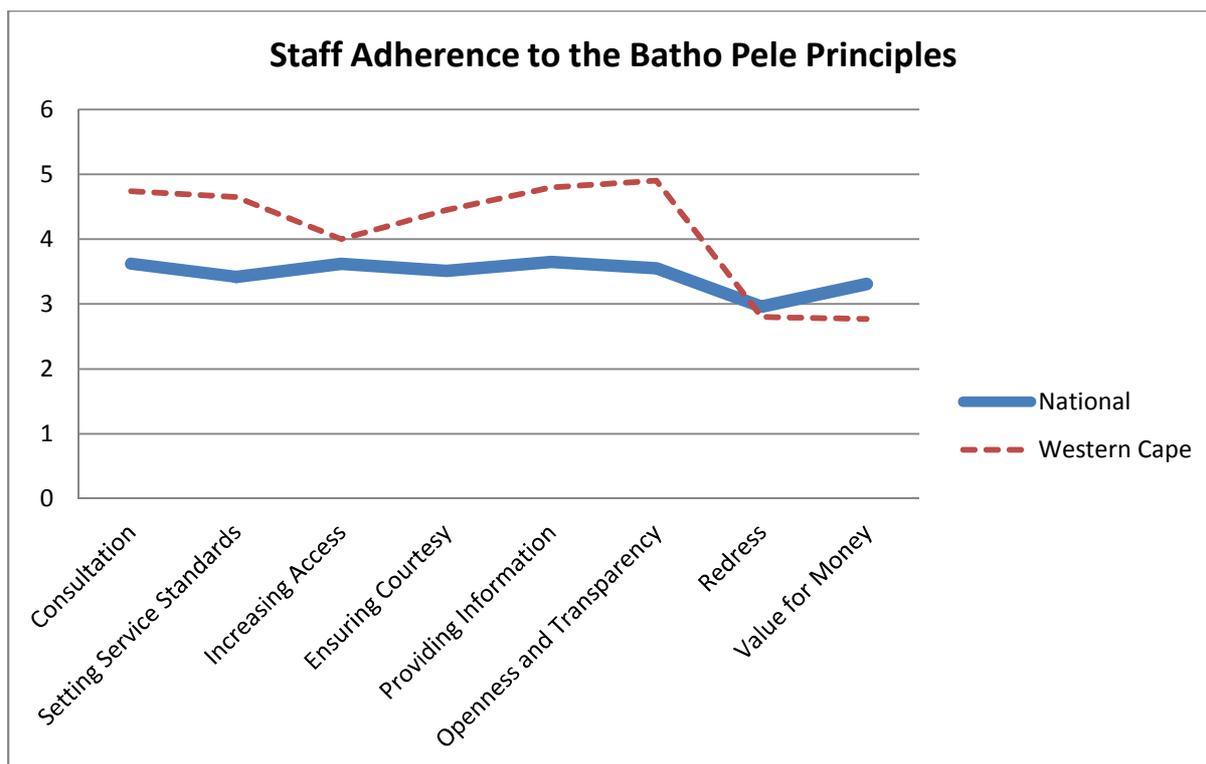
## Personnel

<b>Respondents: Officials</b>	<b>Minimum</b>	<b>Maximum</b>
<b>Number of staff members</b>	2	26
<b>Number of people served</b>	40	100

The Nyanga Home Affairs office, City of Cape Town, had 26 staff members on duty. On the days of monitoring they had only served between 40 and 80 people. However, a possible reason for this could be that the monitoring took place early in the morning. The 100 people were served at the Paarl Home Affairs office and they had 14 staff members on duty.

<b>Respondents: Officials</b>	<b>Yes</b>	<b>No</b>	<b>No Answer</b>
<b>Is there a help desk or queue walker to assist clients?</b>	56.0%	42.0%	2.0%
<b>Signs with customer care norms visibly displayed?</b>	54.0%	46.0%	-
<b>Officials Identifiable? (Uniforms or name tags, etc.)</b>	62.0%	38.0%	-

Referring to the above table, more officials said yes than no. However the percentage of officials who said yes was not that high. Therefore, more needs to be done in terms of making the officials identifiable, having a help desk or queue walker to assist clients and having signs with customer care norms visibly displayed.



The officials were asked to rate their adherence to the Principles of Batho Pele (“People First”). The national assessment shows that most of the officials felt that their strongest area was providing information, with their weak point being redress. In comparison to this, the officials in the Western Cape generally rated themselves better than the national average. The officials in the Western Cape rated themselves the highest in the area of openness and transparency at 4.9 out of a scale of 5. They considered their weakest area to be that of value for money, at 2.77 out of a scale of 5.

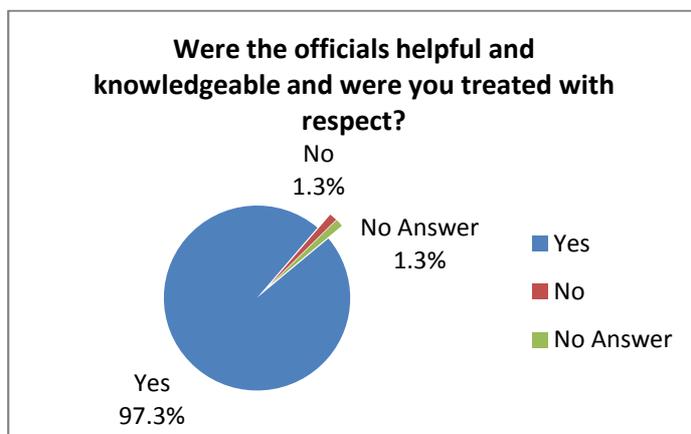
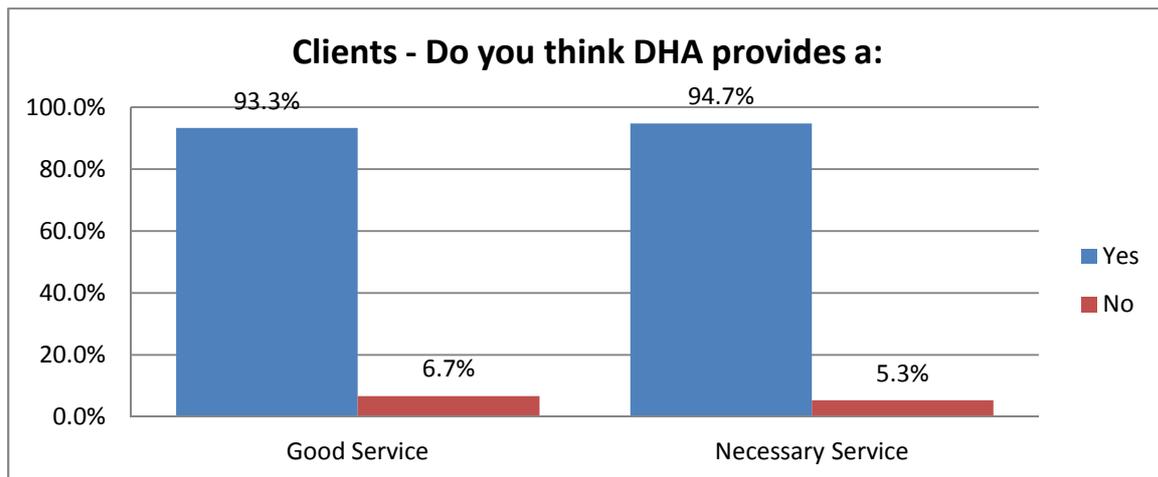
## Language and Communication

Respondents: Officials	Yes	No	No Answer
Are information materials available?	56.0%	44.0%	-
Are these information materials sufficient? [English]	56.0%	4.0%	40.0%
Are these information materials sufficient? [Afrikaans]	54.0%	2.0%	44.0%
Are these information materials sufficient? [Zulu]	68.0%	4.0%	28.0%
Are these information materials sufficient? [Sotho]	38.0%	2.0%	60.0%
Are translators present to assist foreign nationals with the application process?	8.0%	90.0%	2.0%
Are officials able to communicate to clients in the largest spoken languages in the province?	60.0%	38.0%	2.0%

In the cases where officials felt that the information materials were not sufficient, they were asked in what way this could be improved. Some suggestions included having materials written in isiXhosa, to have information in the office in at least two official languages, and providing flyers with services and prices. It should be noted that the majority of officials (90.0%) said that there were NOT translators present to assist foreign nationals with the application process. However, 60.0% of the officials felt that they were able to communicate with the clients in the largest spoken languages in the province.

Respondents: Clients	Yes	No	No Answer
Did you know which documents you needed to bring for today's visit?	94.7%	4.0%	1.3%
If you have to pay for a product today, did you know how much?	56.0%	40.0%	4.0%
Did you know that some documents (i.e. affidavit) expire after time?	80.0%	20.0%	-
Are you aware of the new passport and ID photos specifications?	38.7%	60.0%	1.3%
Are you aware that a number of the application forms are available online for you to print and complete?	58.7%	41.3%	-
If you are coming for an application/amendment, are you aware how long it'll take for you to get your product?	14.7%	84.0%	1.3%
Are you aware that you can track your applications, marital status and permits online or through the DHA toll free line?	70.7%	28.0%	1.3%

The majority of the clients received information regarding home affairs from media sources. Other sources of information were advice offices, community based organisations, the Department of Home Affairs, the municipality, by way of word of mouth, and monitors and members of the Black Sash. Of the respondents monitored in the Western Cape very few of them know much they had to pay for the services (56.0%), about the new passport and ID photos specifications (38.7%), that certain application forms are online (58.7%) and how long it would take to receive their product (14.7%).



The majority of respondents stated that they thought the service was good (93.3%) and necessary (94.7%). Most of the respondents also thought that the officials were helpful and knowledgeable and treated them with respect (97.3%).

## Observations

Besides interviewing beneficiaries and monitoring service sites, the monitors recorded their own observations. Respondents were also asked to provide comments. Some of these are listed below.

### Monitor's observations

Some monitors noted that the **clients were happy** with the services received at home affairs:

- "A happy service user is a satisfied user in terms of Batho Pele principles."
- "Client well informed."
- "First time for this youth to visit Home Affairs for identity document and helped to her satisfaction."
- "I think the people are satisfied with the service. They must get more seats in the office for the people because some must stand outside and wait for seats."
- "Officials helpful and knowledgeable of their work. The office also opens on Saturday from 08h30 to 12h00 as to assist the employed who cannot visit the DHA during the week."
- "Old people have a special counter and a floor walker assisting them. Ultimately everybody gets assisted in terms of service rendering."
- "The officials are very helpful and people are treated with respect. The institution is also open on a Saturday as to accommodate those that are working during the week."

There were **complaints** about the services provided:

- "Client not informed of toilets and water yet it is on the premises."
- "Farm dweller - not informed and very frustrated. Room for development."
- "People need the services to be closer for them and not to spend when in need of those services. Therefore, alternative means need to be made."
- "Some other service users complain about delayed process of identity documents in Pretoria."
- "The employer is very hasty with applicants that it hinders the success of an application. A mobile unit on the farms will be of great value for people to be registered South African citizens."
- "The officials told some of the people that they did not have a computer to do certain things."
- "Youth seek a very speedy method of identity document processing due to the fact that they are unemployed and identity document is the major issue when one seeks employment."

### Client's recommendations for improved services

Some clients **praised** the services they received in the Western Cape:

- "All the staff members have knowledge about everything that you like to ask them and they are very helpful with people."
- "The staff member handled all the people with respect and I think they are doing their work great."

There were suggestions that Home Affairs offices are **located closer to the people** that it serves:

- "Bring the services closer to their residential communities other than the one in Nyanga."
- "Bring the services to the farming community."
- "We need a daily office in Diazville."

Clients also felt that they required **more regular services** and **more staff** at home affairs offices:

- "Client feels that visits must come more per month as the department only visits area once per month."
- "More personnel. Not working from office with burglar bars."

**Unemployed clients feel that the services provided by the Department of Home Affairs are too expensive** and that alternative arrangements should be made for those who can't afford it:

- "Client is unemployed. I cannot afford the amount of R160. I ask for a mobile unit that can visit twice a month and I ask that All Pay ask the Department that they charge us the lowest rate for ID's, passports and birth certificates."
- "I feel that an office which is open daily is a great advantage to the community. The cost of applying for ID's is unacceptable yet the State requires everyone should have one. Pensioners are shown no preference with regards to costs of products."
- "I feel we should have a mobile unit at least twice a month here so we can collect our ID's. Why must we pensioners pay R180 when a new ID costs R140? To collect the ID in Malmesbury costs an additional R140."

Clients also felt that **documents need to be processed quicker**:

- "Quicker process of identity documents due to the fact that I have been waiting for three months and cannot do anything without it."
- "Speed up the identity document application process when one lost it."
- "The service is good but the patience one has to have to become a legal citizen is huge."

#### **Official's recommendations for improved services**

Some officials felt that they needed **bigger premises with more facilities**:

- "Bigger premises." (Paarl Home Affairs)
- "Build more toilets." (Paarl Home Affairs)

Officials also felt that they could service the clients better if they had **more staff** members:

- "Definitely more staff needed." (Paarl Home Affairs)
- "More staff must be available to do the important service in the community. Staff are overworked." (Vredendal)
- "To increase more officials so that we can render effective and adequate services to the service users."

Furthermore, some officials felt that **extended hours** were needed:

- "It is of great importance to use after hours to update work and weekends from 8:30 to 12:00 midday." (Nyanga Home Affairs)
- "Saturday and Sunday can be used to assist those people who cannot avail themselves during the week." (Vredendal)

The following **suggestions** were made by officials:

- "Security." (Nyanga Home Affairs)
- "Special counter and a floor walker assisting."
- "Refresher courses are required for the purpose of service delivery."
- "We can also make use of temporarily unemployed people as to create employment to speed up our work."