PART II: SOUTH AFRICAN POLICE SERVICE (SAPS)
1. Background

The Department consists of ten divisions at national level, nine provincial services and 1 400 police stations around the country.

This report only deals with the findings on the Department’s compliance with the Batho Pele White Paper at national level and the main constraints experienced at service delivery points in implementing the White Paper.

1.1 Objectives and performance indicators

The SAPS published the following priorities and objectives with their respective performance indicators for 1999/2000.

<table>
<thead>
<tr>
<th>NO. OF PERFORMANCE INDICATORS</th>
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<tbody>
<tr>
<td>OBJECTIVE</td>
</tr>
<tr>
<td>1. To enforce the relevant sections of the Domestic Violence Act.</td>
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<td>2. To improve multi-disciplinary cooperation to combat crimes against women and children.</td>
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<td>3. To increase the detection of corruption within the SAPS.</td>
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<tr>
<td>4. To limit the opportunity for corruption within the SAPS.</td>
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<td>5. To conduct visible policing patrols on crime pattern analysis.</td>
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<td>6. To develop a policy for sector policing.</td>
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<td>7. To improve the ability to gather pro-active crime intelligence.</td>
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<td>8. To improve the ability for crime intelligence.</td>
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<td>9. To improve the quality of service through the Service Delivery Improvement Programme (SDIP) in identified areas.</td>
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The performance indicators are the following:

(a) Results of Service Delivery Improvement Programme Johannesburg.
(b) Number of police areas where best practices
OBJECTIVE

(c) Results of relevant public surveys.

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<thead>
<tr>
<th>OBJECTIVE</th>
<th>NO. OF PERFORMANCE INDICATORS</th>
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<tbody>
<tr>
<td>10. To develop a policy for the optimal utilisation of police reservists.</td>
<td>2</td>
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<tr>
<td>11. To increase the number of investigators.</td>
<td>1</td>
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<tr>
<td>12. To improve the competency of investigators.</td>
<td>2</td>
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<tr>
<td>13. To ensure the optimal utilization of investigators.</td>
<td>1</td>
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<tr>
<td>14. To develop a policy defining the role and responsibility of members in terms of victim support. The performance indicators are the following:</td>
<td>3</td>
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<tr>
<td>(a) Issuing of National Instruction.</td>
<td></td>
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<tr>
<td>(b) Number of members trained in victim empowerment.</td>
<td></td>
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<td>(c) Number of police stations equipped with facilities for privacy during statement taking.</td>
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<tr>
<td>15. To improve programmes to support employees exposed to trauma.</td>
<td>3</td>
</tr>
<tr>
<td>16. To cultivate a culture of saving within the SAPS.</td>
<td>2</td>
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<tr>
<td>17. To reduce human and physical resources at National, Provincial and Area Head Offices for distribution to police stations, units or operational components</td>
<td>3</td>
</tr>
<tr>
<td>18. To motivate all employees to live up to the Code of Conduct.</td>
<td>3</td>
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<tr>
<td>19. To enhance management/employee relations by establishing participative management structures.</td>
<td>4</td>
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<tr>
<td>20. To present programmes/courses that will improve the competencies of all employees.</td>
<td>3</td>
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1.2. **Service Delivery Improvement Programme (SDIP)**

The SAPS developed a strategy to improve service delivery to communities at local level. The strategic approach followed was to implement a SDIP.
The SDIP is a management tool which thus far was implemented at 700 of the 1,400 police stations in the country. The objective is to have all police stations on the SDIP by the end of 2000.

The methodology includes worksheets to identify problems at every SDIP police station. A station plan is devised through a facilitation process. The plan is then implemented, evaluated and monitored. The SDIP has been designed and developed since 1995. The current programme has culminated from various initiatives to implement community policing and improve service delivery and has evolved into a programme which has at its basis a tested methodology, whereby facilitators are trained in the use of problem solving methodology, the development of integrated station plans based on station profiles, service charters and identified priorities and projects.

A National Instruction (1/2000) which sets out roles and responsibilities has been developed.

A National Project Office has been established to facilitate the implementation of the project with the support of members of The Belgian Gendarmerie (Belgian National Police Service), which also provides funding, skills training and implementation support in terms of a collaboration agreement.

The SAPS focussed on the following regarding implementation:

- The National Instruction on SDIP was issued. It inter alia addresses a process of managing the SDIP, functions and responsibilities within the different levels of the SAPS, prescribes a standard methodology and the communication approach. The Instruction also serves as a marketing strategy.

- Facilitators and management of all police stations were trained in the SDIP methodology.

- Operational managers of all police stations were trained in operational planning.

“Dealing with crime, violence and corruption requires a new morality for our new nation. Indeed, it requires a new patriotism among communities, the public and private sectors and the security forces - so that at the end of each day, each of us can answer in the affirmative the question: ‘Have I done something today to stamp out crime?’”

(President Nelson Mandela’s address to Parliament, February 1996)
• The SDIP with initial focus on the identified hot spots / crime zones was implemented.

• A standard evaluation mechanism was developed and implemented.

• A database of best practices was developed and is being maintained and best practices rolled out.

The SAPS expects the programme to achieve the following:

• A management structure (station up to national) which will actively participate in the improvement of service delivery at grass-roots level.

• A standardised programme throughout the SAPS focussed on service delivery at local level.

• Active participation by communities at local level in support of the SAPS.

• Creation of an environment of openness and transparency (Batho Pele principles).

• Improved services to the community, especially with regard to receipt of complaints, attendance to complaints, the investigation of complaints and crime prevention.

• Better working relationship between uniformed personnel and detectives and the implementation of an integrated approach to the combatting of crime.

The objectives of SDIP are as follows:

• To empower station managers with a management tool to improve service delivery.

• To inculcate the culture of participative management at police stations.

• To increase community involvement at station level.

• To enhance skills, knowledge and creativity to deal with internal and external problems.
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- To facilitate the implementation of the eight principles of the Batho Pele White Paper.

SDIP has had the following impact at stations where it was implemented:

- Absenteeism decreased from 30% to 5%.
- Police station projects increased.
- Eighty percent of SDIP police stations have got comfort rooms for victim support.
- Community Service Centres are more organised and attendance to complaints has improved. This was the direct result of community satisfaction surveys done at Community Service Centres.
- The police stations use worksheets to do directed patrols instead of random patrols.
- Because the methodology focuses on the productivity of each detective, the flow of dockets and clearance rate (cases disposed of as either referred to court, withdrawn or unfounded), have increased.
- An average of 90% of dockets opened at the Community Service Centre are correctly opened.
- The methodology sensitise station management about the utilisation of vehicles, hence vehicle availability at police stations increased.
- The methodology has brought the detectives and the uniformed branch closer to one another as they must solve problems jointly.

1.3. Structure supporting the SDIP

Responsibility for planning, implementation and monitoring of SDIP is that of line management, i.e.

- National Commissioner

A significant factor in crime prevention is the mobilisation of communities in partnership initiatives to deal with the incidence of crime at a local level. Crime Prevention will broadly aim to increase the awareness, focus and integration of the crime prevention activities of the SAPS. Problems should be identified by the communities themselves.
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<thead>
<tr>
<th>Province Commissioner</th>
<th>Area Commissioner</th>
<th>Station Commissioner</th>
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through formal SDIP fora i.e.

- National Steering Committee
- Provincial Steering Committee
- Area Steering Committee

with support from

- Divisional Commissioner: Management Services
- Provincial Head: Management Services
- Area Head: Management Services

and

- National SDIP Co-ordinator
- Provincial SDIP Co-ordinator
- Area SDIP Co-ordinator
- Station SDIP Co-ordinator

NB: The instruction discussed above is included in the performance agreement of the management echelon, i.e. any member appointed at salary level 13 (Director) and higher.

Following therefore are the findings which will be discussed under the following headings:

- Evaluation under each Batho Pele principle
- Corruption
- Good practice examples
- Constraints/problems
- Recommendations

2. Evaluation under each Batho Pele principle

Findings made at police stations regarding the application of the Batho Pele principles are as follows:

2.1 Consultation  (*Citizens should be consulted about the level, quality and choice of public services they receive and, wherever possible, should be given a choice about the services that are offered*)
The police stations consult monthly through the CPFs, which in effect are partnerships between the communities and the various police stations serving them. Partnership policing was developed during the 1980s, when the model of the police as the dominant party in many community policing programmes, evolved into a new concept of independent agents working together in partnership with formal structures. This form of policing conforms to the ideal of a ‘multi-agency approach’ whereby the police, the public, elected officials, government, business and other agencies work together in partnership to address crime and community safety.

Evidence was found that the SAPS is serious in its attempts to gain the confidence and cooperation of the various communities they serve.

2.2 Standards (Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect)

Service standards are not published for customers to see the level and quality of service they can expect. However, the objectives and performance indicators reproduced above, mostly relate directly to service delivery. Surveys are also undertaken by external institutions for the SAPS to determine the degree of public satisfaction with the service rendered by the SAPS. The results of previous surveys conducted nationally provide the baseline against which to measure or evaluate the level of success towards the set objectives. One example of such a survey is Project Protect (a research project conducted by AC Nielsen MRA) during 1998. The main findings of the survey were:

- Sixty four percent (64%) of adults feel very or fairly safe in their neighbourhood at night. Seventeen percent (17%), however, feel very unsafe.
- Thirty seven percent (37%) of adults had less trust in the SAPS compared with the previous year.
- Whilst 99% of the people surveyed were aware of the SAPS, only 51% were aware of CPFs and 59% were aware of private security companies.
- Fifty seven percent of respondents agreed that the SAPS is friendly...
and polite in helping people whilst 31% disagreed and 12% did not know.

- On the statement “There was general satisfaction with the service at police station/charge office (community service centre) in your area since the beginning of 1996”, the response was as follows:
  - Very satisfied 15%.
  - Satisfied 33%.
  - Neither/Nor 15%.
  - Dissatisfied 11%.
  - Very dissatisfied 11%.

2.3 Access *(All citizens should have equal access to the services to which they are entitled)*

With a few exceptions, due to lack of person power, all police stations are open 24 hours per day for any member of the public and no discrimination is applied regarding race, gender or anything else. The fact that police stations are open does however not necessarily mean that all police officials are accessible to the public. In some instances it is almost impossible for members of the community to obtain services from police stations. This is especially the case in Umtata where, due to the mountains and the absence of roads and telephones, clients have to walk up to thirty kilometres to get to the nearest police station. Due to the layout and the absence of ramps at a large number of police stations, the elderly and disabled cannot gain access easily.

2.4 Courtesy *(Citizens should be treated with courtesy and consideration)*

Although nothing about courtesy has been published or displayed at police stations, the station commanders and other senior police officers visit the community service centres regularly to ascertain that the public is served with the necessary courtesy and consideration. A programme is followed which will ensure that eventually all police stations will have trauma rooms for victims of crime where they can be heard in private and be supported by police officials specifically trained for this purpose. Officials are also trained in service delivery which includes training on conduct towards members of the public. Training is also provided in victim empowerment, which includes emotional and practical support, counselling and information regarding the functioning of the Criminal Justice System.

2.5 Information *(Citizens should be given full, accurate information about the*
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`public services they are entitled to receive`)

Pamphlets, posters and visits to schools and old age homes are among other things used to inform members of the public of services rendered by the SAPS. The local newspapers, radio and television are also utilised in addition to the CPFs. Help lines are available where members of the public can communicate with the police free of charge. Community police officers, station commanders and other police officials are always ready to inform the public on police matters.

2.6 Openness and transparency *(Citizens should be told how national departments are run, how much they cost and who is in charge)*

At some police stations an information directory of all police officials responsible for certain functions is displayed where it is visible for the public. The name of the station commander is displayed at her/his office. Through the CPFs the public are informed on all matters affecting their police station, including the performance of the station. SDIP statistics are as a rule displayed and any member of the public has access thereto. Citizens are, however, not fully informed on the budget of the police station or the SAPS as such. In fact, some of the police stations themselves do not know the size of their budgets, and the vacancies they have.

2.7 Redress *(Complaints should be handled sympathetically and positively)*

The SAPS has a procedure (standing order) which prescribes how complaints should be handled. In addition, community police officers (CPOs) are appointed at every police station to attend to the concerns of members of the public. At the police stations visited during the investigation, station commanders follow an open door approach and are available during normal office hours for any member of the public for whatever reason. Complaints against members of the SAPS are registered and followed up. These complaints are monitored by all levels of management from station commander to the office of the National Commissioner. During the period 1 July 1999 to 30 September 1999, for instance, 140 formal complaints were received. The main reasons for the complaints and the number of complaints against each reason were as follows:

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<tr>
<th>REASON FOR COMPLAINT</th>
<th>NUMBER OF COMPLAINTS</th>
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<tbody>
<tr>
<td>Poor communication</td>
<td>55</td>
</tr>
<tr>
<td>Unprofessional service</td>
<td>48</td>
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</table>
The complaints were finalised by the Community Service Line and the reaction was as follows:

- Complainant satisfied: 96
- Complainant not satisfied: 2
- Referred to Service Investigations: 6

The Divisional Commissioner: Management Services, among other things, recommended that “this information should be submitted to all Divisional Commissioners at Head Office for information and to be taken into consideration during visits to police stations as well as for the information and distribution to components such as Research, Training, National Inspectorate, etc. that could utilize it to determine tendencies on a national level and to enable them to set national standards and guidelines through which the quality of service rendering could be improved”.

In addition to this mechanism, there is also the Independent Complaints Directorate which specifically investigates complaints against members of the SAPS. Station commanders also investigate complaints and take disciplinary action where needed.

2.8 Value for money (Public services should be provided economically and efficiently in order to give citizens the best possible value for money)

The SAPS, amongst other things, effectively uses reservists who render their services without any remuneration to strengthen the establishment of the police. The members of the CPFs also serve in this capacity without any financial rewards. The number of cases (dockets) finalised by the detectives are closely monitored. The “effective detective” principle is followed where the detective and a police official in uniform visit the scene of a crime together to save on the use of vehicles, reduce the time needed to solve cases and to train members. Vehicles are often donated to police stations by communities. Informers are used to save the police time, cost and effort. The number of visible policing patrols are reported on. So is the number of employees trained in crime analysis. Other performance
indicators which are reported on in this respect are:

- Setting of national standards per identified expenditure item.
- Quarterly assessment report on expenditure against standards.
- Percentage decrease at head offices.
- Number of members redeployed for operational policing duties.
- Number and type of physical resources redeployed for operational policing duties.
- Number of working days per month lost due to employees absent from duty.
- Number of police stations visited by National, Provincial and Area Management.

The Department also has partnerships with the private sector, non-governmental organisations and communities, mainly through the CPFs.

3. Corruption

The Department has a code of conduct which is signed by all officials. There is an anti-corruption unit and performance indicators to measure and fight corruption in the police. Special efforts were also made by some police stations to address corruption. The SAPS has an Anti-Corruption Unit which came into operation on 1 January 1996. It has a national office and satellite offices in the major centres and towns in the country. Several projects were successfully launched to stamp out corruption in the SAPS.

4. Good practice examples

The SDIP methodology is a good management tool that can be utilised fruitfully by other departments. The structure and responsibilities of the various levels responsible for the implementation and maintenance of the system could also serve as guidance for other departments.
The “Policing Priorities and Objectives for 1999/2000" is also a good example of how to state objectives and performance indicators.

The “Practical guide to Local Partnership Policing”, published by the Institute for Security Studies and sponsored by Pick and Pay, contains 50 examples of good practices (projects) which could be copied by other police stations and departments. Some of these projects are:

- How to create awareness.
- Finding shelters for street children.
- Establishing soccer teams for farm labourers to involve them in crime prevention as well as to limit the consumption of alcohol.
- Ways to obtain sponsorships from the business community.
- Involving the SANDF in the training of farmers and workers in self defence.
- A code of conduct for shebeens and taverns.
- Involving children who are often on the streets, playing or walking together, to act as eyes and ears of the police.
- How to establish effective communication channels.
- The cell watch project which utilises the cellular network to assist the police in recovering stolen vehicles.
- Involving domestic workers and gardeners in combatting crime.
- Radio broadcasts targeted at the elderly, farmers, housewives and motorists to make them aware of crime and how to prevent it.
- The training of volunteers to handle community service centre functions. This include filling out dockets and dealing with the payment of fines.
- Business was approached to donate paint, painting equipment and food and drink and the community, together with the police, painted a police station.
- The SAPS and CPF established a choir made up of members of the
A drama group was formed between community reservists and SAPS members.

The SAPS and local gang members formed soccer teams on weekends.

5. Constraints/problems

The main constraint in implementing Batho Pele is the lack of human and financial resources. As already indicated, the SAPS overcame these obstacles to a large extent by utilising human resources who are not paid for services rendered and by obtaining finance from the community and from business. Effective service delivery is further hampered by inadequate accommodation. In many instances police cells are not suitable to safeguard prisoners and basic facilities such as clean water in the cells are often absent. A large number of police stations can not be accessed by the elderly and handicapped. Toilets for the handicapped are also often not to be found in police stations. Most community service centres lack facilities for privacy and several do not possess trauma rooms for crime victims.

6. Recommendations

It is recommended that a survey be conducted to establish the needs regarding accommodation in police stations and cells. An effort could possibly be made to obtain funds and/or other donations as well as labour from the communities to upgrade the facilities after consultation with the Department of Public Works.

It is finally recommended that the use of the SDIP methodology by other departments be promoted and encouraged.