

GUIDELINE FOR FRONTLINE SERVICE DELIVERY (FSD)

2013/2014



police

Department:
Police
REPUBLIC OF SOUTH AFRICA

CIVILIAN SECRETARIAT FOR POLICE

1. GENERAL

This section looks at some of the key process issues that must be highlighted to give account of the duties, obligations and responsibilities attached to the Frontline Service Delivery (FSD). As part of the implementation of the FSD, it is important to provide information on the key general issues that form part of the processes and procedures related to the FSD. This will ensure that all officials involved in the implementation of the FSD have a uniform understanding of all issues related thereto.

2. PURPOSE OF THE GUIDELINES

The purpose of the guidelines is to provide FSD Team with clear rules, standards and procedures to consider when conducting oversight visits using the FSD questionnaire.

3. INTRODUCTION

The Civilian Secretariat for Police Service Act 2 of 2011 (the Act) establishes the Civilian Secretariat for Police that operates directly under the Minister's direction and authority. The Act mandates the civilian Secretariat to exercise civilian oversight over the police service. The Act provides for the establishment of Provincial Secretariats in order for the latter to exercise the functions and powers of the Civilian Secretariat at the provincial sphere of government.

In line with the cooperative governance framework contained in the Act read with section 17(1)(a-b), Provincial Secretariats must align its plans and operations, and integrate its strategies and systems at the provincial sphere of government with the plans, policies and operations, strategies and systems of the Civilian Secretariat.

4. BACKGROUND

The Department of Performance Monitoring and Evaluation (DPME) in the Presidency developed the Frontline Service Delivery Monitoring Programme (FSDMP) in 2011 to undertake hands on monitoring of the quality of service delivery at targeted service delivery sites which included unannounced visits to police stations. In line with the FSDMP the Civilian Secretariat developed a draft Police Station Monitoring Questionnaire for FSD together with a concept document.

The FSD Questionnaire was discussed and adopted by the M&E Forum. The key purpose of the questionnaire is to collect data that will highlight trends that seek to verify if SAPS is meeting the expectations of the communities and further to:

- a) Systematically collect and analyse data and produce quality reports that reflect the state of frontline service delivery nationally,
- b) Track progress against the implementation plans agreed upon between the Civilian Secretariat and police service through Station Commanders,
- c) Improve performance , accountability and decision making, and
- d) To generate knowledge e.g. for research purposes and maintaining an institutional memory.

Additionally, the questionnaire aims to address the following specific fundamental issues among others to which the Ministerial FSD initiative seeks to address:

- a) Are we making sure that the Community Service Centres (CSCs) are functioning properly because they are often the communities' first experience of how the police service performs?
- b) Are we able to ensure that police officers are able to take statements properly?
- c) How do we respond to emergency calls and complaints?
- d) Are we making effective use of the resources at the local level and properly monitoring those resources?
- e) Are station commanders able to manage crucial areas/units/components such as the SAPS13 Store and firearm licenses?
- f) Do members of the police service at the local level comply with National Instructions and Standing Orders or treating these documents as suggestions?

5. REPORTING

The Civilian Secretariat would be expected to report on the findings and recommendations emanating from the implementation of the FSD initiative including reflections on the improvement plans developed (where necessary). The standardised FSD Consolidated Reporting Template should be used when compiling the FSD Consolidated Reports.

The reporting approach should consist of two separate consolidated reports as follows:

- a) The National FSD Consolidated Report pertaining to the primary unannounced visits including the improvement plan developed. This report should be submitted by end October 2013, and
- b) The National FSD Consolidated Report (on follow-up visits) reflecting on the improvements effected by the police station management in accordance with the improvement plan that was agreed upon. This report should be submitted by end February 2014.

6. IMPROVEMENT PLAN

The Team Leader or his/her delegate Leader should highlight the process of developing the Improvement Plan during the briefing session with the Station Commander. Further, the Team Leader or his/her delegate should highlight the positive and negative findings during the debriefing session in order to map the approach to developing the Improvement Plan.

The FSD Team should hold a short closed debriefing session to discuss the findings and highlight areas of improvement before engaging with the Station Commander. The FSD Team could either populate the areas requiring improvement on the Template or let the Station Commander develop the Improvement Plan based on the issues raised during the open debriefing session (whichever is feasible). The Team Leader or his/her delegate should present the Improvement Plan Template to the Station Commander and indicate how to populate the areas requiring improvement on the template.

7. FSD QUESTIONNAIRE

7.1 Implementation approach

The Team Leader or his/her delegate should formally introduce the FSD Team and **briefly** indicate the purpose of the oversight visit. However, the FSD Team should not present the questionnaire during the briefing session with the police station management as this may provoke a reaction which may obscure the correct reflection of findings.

The intention is to get an accurate reflection of the state of affairs of the police station which is not obscured by reactions emanating from the police station management during the briefing session. However, a debriefing session should be held with the police station management to highlight the key findings, recommendations and map a way forward in terms of the development of an Improvement Plan.

7.2 Standardisation

In maintaining the uniformity of the completion of the questionnaire, the FSD Team must only make use of an "X" to mark the appropriate option (where applicable). Comments should be qualitative in nature and thus should be clear, detailed and/or in-depth considering the limitations on the questionnaire. Where necessary, FSD Team is permitted to use a separate sheet to record comments.

Further, the date format has been designed in such a way that it is easy to capture dates. The format that must be used by the FSD Team is as follows: **yyyy/mm/dd**. This format has been captured passively in the relevant boxes on the questionnaire. The FSD excel spreadsheet has been pre-set to allow the capturing of date only in the format required. The FSD Team must capture the date only in the format provided.

7.3 Methodology

The FSD Team conducting the oversight visits should use the following methods when collecting the data:

- a) **Observation** – due to the nature and content of the tool, this method will be the mostly used during the data collection tool. The FSD Team should observe the availability of the documentation and all other factors/variables as clearly indicated on the tool.
- b) **Structured interviews** – this method will be used to get data on the police station profile and interview with the respondents under Section F of the tool. However, the FSD Team should sincerely request the consensus and approval of the respondents (persons who recently received services at the police station) before asking questions. The purpose of the project should also be explained in detail with the aim of ensuring that the respondents understand the value thereof.
- c) **Feedback** – The FSD Team should hold a debriefing session with the police station management after the tool has been administered. This debriefing session serves to communicate the key findings and mapping a way-forward in terms of developing an Improvement Plan.

7.4 Section A: Station Profile

Information under this section should be gathered during the briefing session with the police station management. Alternatively, where these details are available in the database of the Civilian Secretariat, the details can be recorded in advance and only confirmed/updated during the briefing session.

Definitions

Accounting Police Station	Refers to the police station that is the Head for a particular group of police stations. This does not refer to the main police station that supports satellite stations
Rank of Station Commander	If the rank of the station commander found on the day of the visit is different from the grading of the station, the official must enquire about the difference and record such under general comments.
Member in charge of the CSC	Refers to the member who is in charge of the CSC at the time of the visit.
Physical infrastructure	Refers to the police station building in terms of office space, maintenance and state of repair.

7.5 Section B: The “cadre of cop” The people of South Africa expect

Information on this section should be collected through observation at the CSC. The FSD Team should observe the displaying of the following:

- a) SAPS Code of Conduct and Code of Ethics
- b) Batho Pele Principle,
- c) SAPS Vision and Mission,
- d) SAPS Service Delivery Charter, and
- e) The Blue Light, South African and SAPS Flags

7.6 Section C: Service Point (CSC) as the face of service delivery

Information on this section should be collected through observation before reaching the police station and around the police station building to ascertain the availability of clear signage that direct people to the police station and signage indicating the location of the various components.

Further observations should be made to ascertain whether there is public transport at “close proximity” around the police station. The FSD Team should physically visit the ablution facilities and test whether they are functioning. The accessibility standards for people with disabilities and the elderly are those prescribed in the Minimum Standards for ensuring accessibility into the Public Service (refer to annexure A for more information on what the standards are).

The FSD Team should inspect every stationary vehicle at the police station in order to establish whether it is functioning and fitted with the two-way radio unit. In addition, all available vehicles that are at the police station at the time of the visit should be inspected to ascertain whether they are clean or not, and whether they are marked with the police insignia. Note should be taken that vehicles attached to the detective environment are not marked with police insignia. However, the FSD Team should not obstruct the normal operations at the police station when conducting inspections on the vehicles.

The FSD Team should make observations regarding the dress code on the police members and civilians. These observations should be conducted passively without the members or civilians

noticing such an observation. For easy of reference, the police service dressing code has been attached as Annexure C to this guide. Although the dress code does not specifically indicate the wearing of bullet resistant vests, firearm and hand-cuffs, all members performing operational duties should have all the three resources with them at all times.

The FSD Team should physical visit the Victim Friendly Room (VFR) for inspection regarding the minimum requirements and registers in order to establish its functionality, accessibility and visibility. The minimum standards are attached as Annexure B.

7.7 Section D: Service Excellence

Information on this section should be collected through observation and where necessary, with the assistance of the CSC Commander. The adequacy of the cubicles will be dependent on the observation of the FSD Team and also the estimated population size in the police station precinct. The FSD Team should request the Duty List to ascertain the deployment of female members at the CSC.

In terms of telephone etiquette, the FSD Team should observe (while at the CSC or moving around the corridors of the offices) the manner in which members and civilians answered telephones. The norm is that a telephone should not ring more than three (3) times without it being answered specifically where there are officials who can answer the telephone. Further, the FSD Team can also make telephone calls to the CSC to establish how telephones are answered and referred to other components.

The FSD Team should request the complaints response time statistics generated from the Performance Chart generated in the past three months up to the date of the oversight visit. The FSD Team should make analyses with regard to the baseline, target and actual performance to ascertain whether the vehicles are responding to reported complaints or crime scenes in time.

The queue management system does not necessarily refer to an electronic system. Any queue management mechanism or approach used by the police station is regarded as adequate for the purpose of the FSD. However, the FSD Team should (where necessary) observe the application of the queue management system at the police station in order to ascertain its functionality and whether the people are treated with friendliness, dignity and respect.

The standard for adequate deployment of resources in sector policing is as follows: two vehicles per sector with two police members per vehicle. The FSD Team should inspect the Duty List and Occurrence Book to ascertain the allocation of cellphone, holding of shift inspection parades and identify members who are absent without leave. Telephones at the CSC should be physically inspected for functionality as long as such an inspection does not obstruct normal police operations.

The FSD Team should ascertain the availability of the detainee complaints mechanism and check whether detainees utilise such a mechanism to lodge complaints. If the mechanism is through cell visits by CSC members or Station Commander, such complaints should be

reflected in the Occurrence Book. If the complaints mechanism is through a complaints register, the FSD Team should inspect such a register.

The detention facilities should be visited by the FSD Team accompanied by members of the police in order to interact with detainees to establish whether their rights were read to them in the language they understand and whether they were served with meals. Further, the FSD Team should inspect for the separation of juveniles, males and females when inspecting he detention facilities.

The Custody Register should be inspected to ascertain whether detainees appeared in court within the 48 hour period. The Occurrence Book should be inspected to check the entries related to the serving of meals.

7.8 Section E: in partnership with the communities towards a safer South Africa

Information on this section should be gathered through observation. The Service Delivery Complaints Register should be inspected to ascertain whether complainants receive feedback. Where the record indicates that the complaint was finalised, the official may phone a complainant to verify whether s/he received the feedback.

Further observations should be made at the CSC to check whether the complaints management process is displayed for the benefit of the public including the telephone numbers of the Complaints Desk. In addition, the FSD Team should check the availability of a suggestion box that has a pen and a writing pad for the benefit of the public.

7.9 Section F: Exit poll focusing on clients who have just received service at the CSC

Information on this section should be gathered through interviews with the clients (persons) who have just received a service at the CSC. The FSD Team would politely request permission to interview the clients (respondents) on their way out of the CSC. The FSD Team should clearly provide the respondent the purpose and value of the project towards improved service delivery.

The FSD Team should call previous clients to get information for the exit poll in cases where no clients are found at the police station at the time of the oversight visit. The contact details of the client could be found in the case dockets at the detective offices or in the Complaints Register.

8. CONCLUSION

The FSD Team who collected the information should record his/her details and sign the form at the space provided at the end of the tool. The Station Commander should also acknowledge the FSD oversight visit by signing and applying the police station date stamp on the questionnaire.

DESCRIPTION	Annexure A	
	YES	NO
1. Physical Environment		
1.1. Car Parking		
1.1.1. Sufficient parking bays of about 3.5m in width provided close to the CSC		
1.1.2. Ramps available to allow people using wheelchairs to transfer from the car to the chair and move to the building with ease		
1.1.3. Parking bays must be clearly signposted		
1.1.4. Availability of special lavatory for people with disabilities with appropriate urinals and basins		
1.1.5. CSC cubicles are user-friendly for people with disabilities		
1.1.6. The VFR is easily accessible for people with disabilities		
1.2. Obstructions and protrusions		
1.2.1. Availability of obstructions on passage ways		
1.2.2. Objects that are likely to obstruct or protrude into passage ways are placed at designated places/points		
1.3. Signage		
1.3.1. Braille should always be used wherever possible (e.g. on doors to show the office numbers or names of the sections).		
1.3.2. Textured signage can also be helpful (e.g. the logo is raised from the background)		
1.3.3. Colour contrast (e.g. not printed on transparent background)		
1.3.4. Surfaces used for signage should be glare free and lighting on signage should aim to reduce glare		
1.3.5. Signs should be at a suitable height for people of short stature, people using wheelchairs or people with limited mobility in their necks to easily see the sign		
1.3.6. Use of symbols is a good way of conveying information. Icons are ideal as they present a clear pattern and can be set against a contrasting background		
1.3.7. Use of readable font - i.e. a font with a clear shape		
1.4. Lighting		
1.4.1. Should be adequate to facilitate lip reading if necessary and to ensure that shadows are not cast		
1.4.2. Fluorescent lighting and other lighting that casts a glare should be avoided		
1.4.3. "Visual noise" such as bright advertisements should not be placed where the pattern of the picture will interfere with a person's vision (for example, customer services counter or reception desk)		
1.4.4. Individuals should be able to control their lighting needs. They should be able to increase or decrease the amount of lighting to suit the needs of the individual with a visual impairment		
1.5. Textured Surfaces		
1.5.1. Relatively thicker rugs or rough surfaces at the entrance and exit points		
1.5.2. Floor surfaces should reduce glare and carpets should not be heavily patterned so as to avoid confusing shapes		
1.5.3. Floor surfaces should be stable, firm and slip resistant		
1.6. Building Layout		
1.6.1. Waiting rooms and reception areas should have sufficient seating of different heights and with and without arm-rest.		
1.6.2. Reception desks/CSC counter should be low enough so that a person of short stature or a person using a wheelchair can comfortably see the receptionist.		
1.6.3. All floors / units should have a wheelchair accessible toilet		
1.6.4. All floors/ units should be reachable by lifts.		
1.6.5. "Accessible Routes" which cater for the needs of people with disabilities should be identified throughout the building (signs pointing to the accessible routes should be visible).		
1.7. Turnstiles		
1.7.1. Where turnstiles are used, there should be an alternative method of entry / exit for wheelchair users at the same location - NOT through a back or side door		
1.8. Offices		
1.8.1. Offices should not be cramped - sufficient space should be allowed for wheelchair users to move through or to turn around; the passages and public spaces must not be obstructed in any way.		
1.8.2. Key office equipment such as photocopiers should be at the correct level and position that a person of short stature or a wheelchair user can make use of the machine, as well as be able to perform maintenance (e.g. replace paper).		
1.8.3. Office furniture such as desks should take into account the ergonomic and functional needs of the user; i.e. must be at the right height and angle and provide sufficient knee room.		
1.9. Security Barriers		
1.9.1. Security barriers should be wide enough to accommodate wheelchairs		
1.9.2. Security staff should have instructions to allow assistant animals into the building.		
1.10. Doorways and door location		
1.10.1. All doorways should be sufficiently wide enough to admit a person using a wheelchair.		
1.10.2. If a person is required to use a separate entrance (for example, cannot make use of a mantrap door), the separate entrance must be at within the same vicinity as the man-trapdoor and should be open at all times.		

1.11. Steps, stepped access and steep ramps			
1.11.1.	Nosings (the edge of the steps) should be colour contrasted		
1.11.2.	Treads should be of an even depth and not too deep		
1.11.3.	Ramps should always be provided so that people who use wheelchairs and people with visual impairments can safely and easily gain access into a building.		
1.11.4.	Ramps should not be too steep, and should not have sharp corners; there must be sufficient space for a wheelchair to turn safely to either side.		
1.11.5.	Ramps should have a non-slip surface, even when wet.		
1.12. Lifts			
1.12.1.	Lifts should have auditory and visual prompts. The auditory warnings should also advise when the lift opens or closes.		
1.12.2.	Lift buttons should have a tactile surface and should only be activated by positive force (i.e. not heat sensitive)		
1.12.3.	Lifts must stop level to the ground		
1.12.4.	Lifts must be wide enough to safely accommodate a wheelchair user and his/her care attendant.		
1.13. Accessible Ablution Facilities			
1.13.1.	Accessible ablution facilities are toilets, washbasins and other equipment that are user friendly to a wheelchair user or any person with mobility impairment.		
1.13.2.	The toilet must be of a similar height to a standard wheelchair to facilitate transfer from the wheelchair to the toilet seat.		
1.13.3.	Grab rails must be provided and securely mounted to allow a person to grasp the rail to level him or herself onto the toilet seat.		
1.13.4.	The flush mechanism should require only light downward pressure to activate.		
1.13.5.	The area of the cubicle should be sufficient to ensure that a wheelchair can be turned around and be able to face the door.		
1.13.6.	The floor and entrance to the cubicle should be free of any obstacles.		
1.13.7.	The washbasin should be placed at a level which is comfortable for a seated person, with tap handles that are long, user-friendly for all types of disabilities, and requiring only light pressure to activate		
1.13.8.	The area of the cubicle should allow for both the wheelchair user and care attendant.		
1.13.9.	Any hand drying mechanisms should be placed within reach of a seated person		
1.13.10.	For persons with visual impairments, symbols and contrasting colours should be used to indicate hot and cold taps		

Minimum Standards for Victim Friendly Room (VFR)				Annexure B	
Minimum Standards	Yes	No	Minimum Standards	Yes	No
a) VEP Co-ordinator			b) Burglar-proof on doors and windows		
c) VE Register			d) Stationery		
e) VE Form			f) White board and/or pin board		
g) Quarterly VFR Reports			h) Dustbin		
i) Filing cabinet			j) Cleaning equipment and materials		
k) Lockable cupboard			l) Lounge suite (three or four-seater)		
m) A desk and chair			n) Tea table		
o) Chairs (two) for the <i>victim(s)</i>			p) VFR operating 24/7		
q) First aid kit			r) Fire extinguisher		

DRESS CODE FOR SAPS MEMBERS

Annexure C



Office wear: Ceremonial skirt, long sleeve blouse and bow-tie with bunny jacket. Summer trouser, long sleeve shirt and tie with bunny jacket.



Ceremonial wear: Ceremonial skirt, long-sleeved-blouse, ceremonial jacket, medals and gloves. Ceremonial trousers, long-sleeve shirt with tie, ceremonial jacket and medals (gloves only officers)



Office wear: Suits Two piece, long-sleeved jacket, slacks and long-sleeved blouse with bow-tie



Office wear: Ceremonial skirt, long-sleeved blouse, ceremonial jacket and short-sleeved blouse (black belt - optional)



Office wear: Suits Two-piece, short-sleeve jacket, skirt and slacks(cravat - optional)



Office wear: Suits Two piece, long-sleeved jacket and skirt (cravat - optional)



Office wear: Summer trousers with short-sleeved shirt ceremonial trousers with long-sleeve shirt and tie



Office wear: Summer trouser, short sleeve shirt and bunny jacket with the shirt collar on the outside and baseball cap. Suits two piece, long sleeve jacket and trouser. Summer trouser, long sleeve shirt and tie with ceremonial cap.



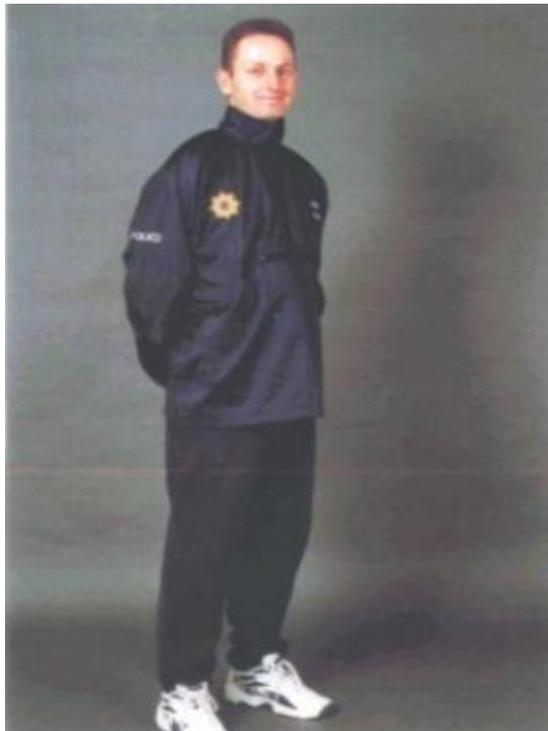
Field dress: Field dress trouser with blue shirt and baseball cap. Field dress trouser with short sleeve blouse and bunny jacket with the collar of the blouse on the outside. Field dress trouser with short sleeve grey shirt and bunny jacket with the collar of the shirt on the outside.



Office wear: Summer trouser with short sleeve shirt and baseball cap. Ceremonial skirt with short sleeve blouse and hat blue. Summer trouser with long sleeve shirt and tie with ceremonial cap.



Cyclist wear: Cyclist tracksuit trouser, knitted long-sleeved shirt with velcro rank as well as -chest badge



Cyclist wear: Cyclist long trousers with rain jacket



Cyclist wear: Cyclist short trousers, knitted short-sleeved shirt with velcro rank as well as -chest badge



Cyclist wear: Knitted short-sleeved shirt with velcro rank and -chest badge



Camouflage wear: Camouflage trousers and -shirt with rank and camouflage cap.



Camouflage wear: Camouflage trousers and -shirt with camouflage jacket and jersey, rank and camouflage cap.